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Annual Budget Submission

FY 1985

Sierra Leone

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UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

ANNUAL BUDGET SUBMISSION

FY 85

SIERRA LEONE

May 26, 1983

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AID Affairs Officer
American Embassy
Freetown

SIERRA LEONE

FY 1985 ANNUAL BUDGET SUBMISSION

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1. Mission Action Plan

A. Long Range Strategic Objectives

The USAID/Sierra Leone's principle development objective is increased food production, particularly rice. The strategy is to institutionalize Sierra Leone's research and technology transfer systems into a cohesive and effective force in order to focus on increasing farm unit productivity across a broad range of food crops. We believe that the character of Sierra Leone's agriculture production system will be modified drastically over the next ten years. The private sector will be increasingly involved in agricultural input supply distribution, market forces will determine prices and research and extension will provide a steady flow of scientific findings to farmers. The U.S. is participating in this transformation through its project assistance and its policy dialogue initiative.

Food self-sufficiency in rice, the country's staple food, and in tubers is feasible within the next five years, but not without substantial policy changes in the manner in which the government handles its production resources.

A secondary, but important, objective is the achievement of a rate of population growth that is consonant with free decisions regarding family size and parent's duty to their children as well as to society. There is a prevailing anti-natalist view among decision makers in Sierra Leone that encourages not only private sector activity in family planning, but public sector as well through the government's network of MCH Health Centers.

The Mission's approach to aid to Sierra Leone should be "ex ante", i.e. the provision of aid should be linked to future policy changes that we believe are reasonable and realistic. Most of the policy changes that we believe can be leveraged with our modest aid levels are at the micro-economic level, but are nevertheless, key to the prudent management of the Government's food production supply resources. This and any other meaningful policy dialogue implies the availability of results from comprehensive analyses and studies of the subjects under discussion. While the Mission has some data on which to begin a dialogue it will need better information in order to sustain its dialogue over the next several years. It is within this framework that a policy dialogue in Sierra Leone is being implemented. Linkages between our program and Agency policy are provided throughout the ABS in appropriate sections.

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B. Short Range Operational Objectives

Our FY 1984 and FY 1985 Mission management objectives follow closely the 1983-84 management plan submitted earlier to AID/W:

(1) We plan to vigorously pursue the policy dialogue started in February 1983 to institutionalize ACRE within the government's structure; we will encourage and support seminars sponsored by Njala University College (NUC) on integration of the extension service into the GOSL's formal structure; we plan to engage the Minister of Agriculture, Vice-Chancellor of the University of Sierra Leone, the Principal at Njala and the Director of ACRE in face-to-face discussion on the integration question; we will encourage the preparation of a draft plan by Ministry of Agriculture and Njala for integrating research and extension by FY 85; and we plan to coordinate discussions on integration of research and extension with other donors involved in the agricultural sector, e.g. EEC, UNDP and IBRD.

(2) Plans are underway to terminate OICI, Internal Revenue and CUNA project activities and undertake an evaluation of each project to determine impact on its respective target group.

(3) We plan to continue the policy dialogue we initiated in FY 83 with the Ministries of Finance, Development, Agriculture, other external donors, the Vice-Chancellor of the University of Sierra Leone, the Director of the National Development Bank, Njala University College and ACRE.

The basic dialogue message for which we seek support for change is as follows:

i) The phase over of ACRE from a bilateral donor activity to a formal GOSL agency. The government will need to determine the nature of the structure and parameters of jurisdiction for research and extension systems in Sierra Leone. Extension services are being proliferated by external donors (including the U.S.) and they need to be rationalized and appropriately funded.

ii) There is a lack of adequate infrastructure in rural Sierra Leone to handle agricultural inputs. The private sector has been discouraged from handling fertilizer and other inputs. Changes are needed to current policies to reverse this situation.

iii) Price incentives for farm products need to be maintained at reasonable levels, both to keep cost of food for urban dwellers down while at the same time providing

incentives to farmers to increase farm unit productivity. While lower production costs are expected over the long run, some effort needs to be made to balance production costs and consumer prices in the near term. Better data and data collection methods are needed to support price decisions.

(4) Develop USAID's local staff analysis capability in FY 84:

(a) Discuss and identify the need for analyses for the Program Analyst in such areas as: 1983/84 budget analysis, comparative analysis of prior year budgets; other donor assistance; analysis of balance of payments; analysis of food stocks and demand other analyses as may be appropriate.

(b) Discuss with and identify assignments for assessments of health, education and population with Training Officer.

(c) Expand utilization of local consultancy services for analysis of development and economic issues in such areas as inter-country trade - A study of Sierra Leone, Liberia and Guinea trade; social institutional profile for Sierra Leone; impact evaluation of ACRE on small scale farmers; the agriculture input supply system in Sierra Leone and the role of the private sector; and others as may be appropriate.

(5) Establish a formal dialogue with other donors in FY 84. Continue initiative started in past three months with UN Representative and with bilateral and multilateral donors to meet periodically; encourage the establishment of periodic meetings among external donors with UN Representative taking lead role, and assist UNDP to revise its external donor compendium into a more useful document (will attempt to do what the AAO achieved in Nairobi in 1982 using ADP) in FY 84.

(6) Increase the effectiveness of Mission implementation actions by modifying the mix of personnel capabilities in the Mission. After four months experience at post, the AAO believes that the current staffing capabilities may be inappropriate. The Mission needs to place increased emphasis on analyses - both at the project level and at the macro-economic level; increased attention is needed to monitor government policy initiatives and to identify opportunities for change.

C. Linkages Between Strategy and Management Objectives and Project Portfolio

There are three basic linkages between strategy and management objectives and our project portfolio. The first is related to the Mission's single project in development assistance and to a lesser extent to our effort in family planning training.

The agricultural initiative focuses on institutionalization of Sierra Leone's research capability and its technology transfer system. The process of institutionalization will continue for the next two years culminating with the phase over of ACRE to government responsibility by the end of the project in December, 1986. See Freetown 731 for FY 1985 CDSS Update. Also see Freetown 830, Management Objectives FY 1983 and FY 1984 for more detailed information.

The second linkage is tied to policy dialogue which is currently underway with the Ministry of Agriculture, Njala University College, ACRE and multidonor representatives on the phase over and the integration of the several extant extension services into government's regular establishment. The phase over plan calls for a series of public seminars to air the relevant issues prior to the preparation of a phase over plan in late CY 1984. All parties to these discussions have thus far indicated support for this plan of action.

A key element in the Mission's strategy is the use of PL 480, Title I local currencies to leverage a number of policy issues and development programs. Based on GOSL's past performance in handling local currencies, it is reasonable to plan for even more dynamic programming of Title I local currency generations in the next three to five years. In fact, the favorable environment for the preconditions for a Title III program are sufficiently clear to justify further investigations into the development of such a program for FY 1985. See Section 9 of ABS for a preliminary justification for Title III.

Programs that will receive direct support from local currencies in FY 84 and 85 include: ACRE, family planning, fisheries development (farm fish ponds), seed multiplication, local community self-help schemes to construct small value structures such as foot bridges, culverts, access roads and drainage structures, incentives to private sector for agri-business ventures in food handling and processing, private voluntary organizations engaged in development, and other production related initiatives.

A third area of program and strategy linkage is in family planning. While the current Mission family planning initiative is modest, centrally funded activities through IPPF, Pathfinder, INTRAH and Population Council will be encouraged and to the extent feasible supported by the Mission. There is scope for a wide range of activities as is evident from existing programs in Sierra Leone. The range of activities spans the gamut from natural family planning among active Catholic groups in the country, to family planning training for Ministry of Health workers, to provision of sterilization and contraceptives in private family planning clinics as well as government MCH Centers. We will support these activities by requesting centrally funded resources as appropriate, programming local currencies from Title I generations and encouraging private sector participation. The message has been clear to all groups by the AAO that there will be no discrimination on support for family planning based on methods of contraception as prescribed within AID's legislation.

D. Relationship of Program to Bureau's Strategic Plan

We regret that the Bureau's revised strategic plan is not available to this Mission as the ABS goes to press. However, based on our recall of the plan as presented in Harare in January 1983, the following observations are offered:

(1) Food self-sufficiency in staple foods is the central theme of our strategy in Sierra Leone. We plan to develop a new initiative in FY 85 to emphasize increased farm unit productivity.

(2) We are pursuing a precondition to food self-sufficiency by strengthening and institutionalizing ACRE the country's sole research activity.

(3) We are strengthening and mobilizing the technology transfer arm of research (i.e., extension agents) by integrating various agriculture extension services in the country.

(4) We are mindful of our responsibility to assist where feasible with family planning and health initiatives.

(5) We have initiated a fairly ambitious, but not unrealistic, policy dialogue on a broad range of issues related to agriculture production. Much of the success we can expect from our dialogue will hinge on our ability to leverage policy changes with carefully orchestrated PL 480 local currency allocations.

(6) The Mission's workforce levels are not expected to change over the next three years. However, in keeping with the Bureau's guidance, a modification in the mix of direct-hire personnel is required. See Section 8 of this document for further discussion.

(7) We plan to pursue an active dialogue with other donors taking care to keep UNDP in the forefront of coordination efforts.

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TABLE I - LONG RANGE PLAN BY APPROPRIATION ACCOUNT ($000)

COUNTRY/OFFICE Sierra Leone

	FY 1983 ESTIMATE	FY 1984 CP	FY 1984 ESTIMATE	FY 1985 AAPL	PLANNING PERIOD 1986	1987	1988	1989
Agricultural Rural Development								
Nutrition total	1000	700*	1000	1300	1400	1400	1500	1600
Grants	1000	700	1000	1300	1400	1400	1500	1600
Loans	-	-	-	-	-	-	-	-
DA Accounts total	1000	700	1000	1300	1400	1400	1500	1600
Grants	1000	700	1000	1300	1400	1400	1500	1600
Loans	-	-	-	-	-	-	-	-

*A Phase II of ACRE was anticipated

PD&S Requirements

PID preparation Cropping Systems Development Title III			22.0					
PP preparation Cropping System Development Title III			15.0					
Evaluations (See Table VII)			17.0	35.0				
			4.0	1.0	4.0			
PL 480 Title I	3600	3000	3600	-	-	-	-	-
(Title III)				5000	5000	5000	5000	5000
PL 480 Title II	1535	1344	1535	1600	1600	1600	1600	1600
Housing Guarantees	-	-	-	5000	-	-	5000	-
Total Personnel								
USDH Workyears	3	3	3	3	3	4	4	4
FNDH Workyears	4	4	4	4	4	5	5	5

B. Table I Narrative

The DA program level is basically static. Given the level of staff effort available in the Mission, it is probably best not to expand the program to include more than a single major effort. This should be viewed against a backdrop that this Mission has responsibilities for varying levels of effort for twelve centrally funded activities that are listed in Table IV(b), Section 4 of the ABS and for PL 480 programs.

The AAPL for DA is insufficient to finance the FY 85 six year effort. See Section 5 for new project description. While we have adhered to the funding guidance we know that the levels are unrealistic. Our estimates at present are $8,550,000 for LOP cost for a new initiative in FY 85. Even at this level we believe that the cost estimate is understated. In any event, we are hopeful that future allocations will be increased. We also see another problem related to agency guidelines on forward funding. The $1.3 million allocated in the first year of the project will not meet more than the first year's requirements for start up of a new project, a potentially difficult situation as project start will have to be deliberately retarded in order to stay within the funding availabilities. Realistically, it is doubtful whether a reputable educational institution can be induced to take on a long term commitment on a limited funding basis.

The potential for policy changes indicated in the first section of the ABS is favorable in Sierra Leone primarily because of the character of the people and the existence of a reasonably competent administrative structure with adequate managerial and professional skills. Unfortunately, the labor force is handicapped by lack of skills and poor education. Added to this are other shortcomings such as endemic corruption and the unsatisfactory management of the economy.

Nevertheless, this does not take away from the fact that Sierra Leoneans are potentially good performers in some critical areas of development program implementation. Their handling of Title I local currencies, for example, is very good and the willingness of its officials to engage in policy discussions with donors on a host of development issues is laudable.

It is on this basis that the Mission is seeking to gain AID/W approval to begin to consider with government the development of a Title III program. See Section 9 of this document for preliminary justification for Title III. We are requesting a change in the PL 480 AAPL by proposing $5 million for a Title III program for wheat and rice beginning in FY 1985 for a period of five years.

Another change in our proposed program is for a housing guaranty program in FY 1985 with the Sierra Leone Teachers Union Savings Credit Cooperative Society Ltd. We are supporting this initiative because it is private sector oriented because there will be a substantial investment by teachers who will purchase the houses, and because the program is spread over the entire country. We believe this initiative will demonstrate the advantages of housing guaranties directed through private sector groups.

Title II levels are basically steady at current levels of effort. No change is recommended.

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TABLE III - PROJECT OBLIGATIONS BY APPROPRIATION ACCOUNT
FY 1983 to FY 1985 ($ thousands)

Country/Office Sierra Leone

APPROPRIATION ACCOUNT		FY 1983	FY 1984	FY 1985
Agriculture, Rural Development and Nutrition				
636-0102, Adaptive Crop Research and Extension (ACRE)	G	1,000	1,000	-
Cropping Systems Development 636-0170	G	-	-	1,300
TOTAL DA	G	1,000	1,000	1,300

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636 SIERRA LEONE — TABLE IV - PROJECT BUDGET DATA — BUREAU FOR AFRICA

PROJECT NUMBER AND TITLE — ESTIMATED U.S. DOLLAR COST ($000)

G L	OBLIG DATE INIT	OBLIG DATE FIN	TOTAL COST AUTH	TOTAL COST PLAN	OBLIG THRU FY 82	FY 82 PIPE-LINE	FY 1983 OBLIG-ATIONS	FY 1983 EXPEND-ITURES	FY 1984 OBLIG-ATIONS	FY 1984 EXPEND-ITURES	FY 85 AAPL	FUNDED THRU	FY 86 OBLIG	FY 87 OBLIG	FY 88 OBLIG	FY 89 OBLIG	ITEM NO
AGRIUCLTURE, RURAL DEV. AND NUTRITION																	
6360102	ADAPTIVE CROP RESEARCH AND EXTENSION							SUBCAT:FNDS		TECHNICAL CODE: 70							
G	78	82	7063	9063	7063	3924	1000	1900	1000	1900	---	----	---	---	---	---	----	406
6360112	COOPERATIVE CREDIT SOCIETY-CUNA(PVO)							SUBCAT:FNOF		TECHNICAL CODE: 812							
G	79	83	595	595	595	144	---	144	---	---	---	---	---	---	---	---	---	410
6360170	CROPPING SYSTEMS DEVELOPMENT							SUBCAT: FNEX		TECHNICAL CODE: 70							
G	85	89										1300	12 MO.	1400	1400	1500	1600
APPROPRIATION																	
	TOTAL		7658	9658	7658	4068	1000	2044	1000	1900	---			1700	2000	---	---
	GRANT		7658	9658	7658	4068	1000	2044	1000	1900	---			1700	1000	---	---
	LOAN		---	---	---	---	---	---	---	---	---			---	---	---	---
EDUCATION AND HUMAN RESOURCES																	
6360169	OICI VOCATIONAL TRAINING II (PVO)							SUBCAT: EHVT		TECHNICAL CODE: 635							
G	82	84	679	679	679	679	---	390	---	289	---			---	---	---	---	415

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TABLE IV - PROJECT BUDGET DATA

BUREAU FOR AFRICA

PROJECT NUMBER AND TITLE — ESTIMATED U.S. DOLLAR COST ($000)

G L	OBLIG DATE INIT	OBLIG DATE FIN	- TOTAL COST- AUTH	- TOTAL COST- PLAN	OBLIG THRU FY 82	FY 82 PIPE-LINE	OBLIG-ATIONS	FY 1983 EXPED-ITURES	OBLIGA-ATIONS	FY 1984 EXPEND-ITURES	FY 85 AAPL	FUNDED THRU	FY 86 OBLIG	FY 87 OBLIG	FY 88 OBLIG	FY 89 OBLIG	ITEM NO
APPROPRIATION																	
TOTAL			679	679	679	679	---	390	---	289	---		---	---	---	---	
GRANT			679	679	679	679	---	390	---	289	---		---	---	---	---	
LOAN			---	---	---	---	---	---	---	---	---		---	---	---	---	
SELECTED DEVELOPMENT ACTIVITIES																	
6360108 INCREASING REVENUE FOR DEVELOPMENT I SUBCAT: SDTA TECHNICAL CODE: 721																	
G	78	83	772	772	772	210	-	210	---	---	---	---	---	---	---	---	407
APPROPRIATION																	
TOTAL			772	772	772	210	---	210	---	---	---	---	---	---	---	---	
GRANT			772	772	772	210	---	210	---	---	---	---	---	---	---	---	
LOAN			---	---	---	---	---	---	---	---	---	---	---	---	---	---	
PROGRAM																	
TOTAL			9109	11109	9109	4957	1000	2644	1000	2189	1800		1400	1400	1500	2600	
GRANT			9109	11109	9109	4957	1000	2644	1000	2189	1300		1400	1400	1500	1600	

Table IV(b)

NON-BILATERAL FUNDED ACTIVITIES - SIERRA LEONE

Project Title	Number	Date Started	Terminal Date	AID/W Office with Principal Responsibility	Estimated LOP Cost Sierra Leone	Priority Rating by Mission	Estimated Mission Staff Devoted per Annum
1. Africa Manpower Development Program II (AMDP)	698-0433	03/83	09/83	AFR/RA	$90,000	H	140 days
2. African Manpower Development Program II (AMDP)	698-0433	03/82	09/82	AFR/RA	$95,000	H	
3. Strengthening Health Delivery Systems (SHDS)	698-0398	09/77	12/82	WHO/AFRO AFR/RA	$150,000	L	10 days
4. Environmental Training and Management (ETMA)	698-0427	09/80	12/84	SECID	$150,000	M	12 days
5. AIP - S.L. Fisheries Development	698-0410	09/82	09/84	S&T	$242,000	M	20 days
6. Family Welfare Education and Counselling	SL-01 3-A	03/82	02/83	ST/POP/FPSD	$64,722	H	28 days
7. The Njaluahun Chiefdom Family Planning Project	SL-04	03/82	06/83	ST/POP/FPSD	$29,269	H	10 days
8. IPAVS - Mgt of fertility and infertility program	SIL-01-SV 3-A	06/82	09/83	ST/POP/FPSD	$44,593	H	5 days

NON-BILATERAL FUNDED ACTIVITIES - SIERRA LEONE

Project Title	Number	Date Started	Terminal Date	AID/W Office with Principal Responsibility	Estimated LOP Cost Sierra Leone	Priority Rating by Mission	Estimated Mission Staff Devoted per Annum
9. IPAVS Fertility and infertility mgt. program at Provincial hospital	SIL-02-SV	09/82	09/84	ST/POP/FPSD	$26,750	H	5 days
10. PC/AID Program	698-0596	04/83	04/84	ST&N	$40,000	M	6 days
11. S.L. National Reproductive Health Training Program (JHPIEGO)	NCA-47	07/83	06/84	ST/POP/FPSD	$76,192	M	3 days
12. Family Health Initiatives	698-0662	02/83	09/86	ST/POP/FPSD	$500,000	H	30 days
				TOTAL	$1,508,526		261 days

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New Project Narratives

Cropping Systems Development
636-0170

Proposed Funding:
FY 1985: $1,300,000
Grant: $1,300,000
LOP Cost: $8,550,000
Appr. of Acct: ARDN

1. INTRODUCTION

A. Project Purpose

The purpose of this project is to increase small scale farm unit productivity for a variety of food crops, particularly rice.

B. Background

In 1978, 7.9 percent of the land area of 7.2 million hectares in Sierra Leone was under crop production cultivated by 286,250 farmers. Almost 99 percent of these were small scale farmers with an average of 2 hectares per farm.

Rice is the most important food crop in Sierra Leone and is produced on some 400,000 hectares by 84 percent of all farmers in five ecological zones of the country. Consumption of 131 kg. per capita per annum places Sierra Leone at the consumption level of most Asian countries. The consumption level is suspect as cross-border trade may be effecting data used in calculations. Rice production, however, has not kept pace with increasing consumption with the result that about 20 percent of its rice needs has been imported annually in recent years.

The country also produces other food crops, largely in mixed upland cropping systems. Upland rice accounts for about 75 percent of the land under rice cultivation but, provides only 54 percent of domestic supplies. Inland valley swamps, bolilands, mangrove swamps and river-rain grasslands account for the balance. The highest per farm unit productivity is from inland valley swamp, and mangrove swamp cultivation. Groundnuts and beans are often grown in the second year after rice, and vegetables are grown in small gardens or in swamp areas in the dry season for home consumption and sale. There is a difference of opinion as to the profitability of swamp rice cultivation. Better data is needed to determine profitability.

Fish provide the main source of protein in the country supplemented by meat from cattle, goats, sheep and chickens, but little of this meat is produced commercially. Tree crops, coffee, cocoa and palm oil, provide the major source of income for some farmers and constitute Sierra Leone's principal export commodities.

C. The Target Group

The project will provide direct assistance to a small but an important segment of the small scale farm population. Small scale farmers represent almost 99 percent of the 286,000 farmers in the country. In a recent series of two farmer surveys in the five agricultural ecological zones in the country, the U.S. financed ACRE project and Njala University College have found that farmers, primarily in subsistence agriculture, are highly motivated in fulfilling the families' need for food. However, over 80 percent of farmers surveyed also produced for the market. Farmers identified agriculture inputs such as capital and fertilizer as most critical in producing more food. Furthermore, the surveys found that most farmers were not satisfied with their farm sizes and yields and practically all farmers indicated a need to acquire more knowledge of farming.

The survey also found that extension service/farmer contacts were low, with 78 percent of the sample farmers having had no contact with the extension service during the past year. About 15 percent had less than three contacts and only a few had more than three. Using an "innovative index" developed for the survey, around 90 percent of farmers showed a high degree of innovativeness indicating they would adopt locally proven technology, given the right incentives, that are within their resource capabilities to accept and internalize.

The basic farm family is an extended family unit consisting of several households. About 95 percent of heads of households are male with a mean age of the head of household at 26 years and a mean household size varying between 5 and 12, with the higher numbers prevailing in the Northern districts and the smaller family sizes in the Southern districts. Dependency in the farm population is 45 percent and population growth rate is 2.5 percent p.a.. Almost two thirds of farmers never went to school and about 20 percent are literate only in arabic. However, there is a trend for farmers to send their children to school with the idea that they would be better able to support their parents in their old age.

2. THE PROJECT

A. The Strategy

The project strategy follows-on from ACRE. Whereas ACRE focused primarily on the establishment of a research capability at Njala University College and secondarily on a field service, this project will focus primarily on strengthening the effectiveness of a field service to ensure the constant flow of improved technology directly to farmers. Secondarily, it will seek to sustain the effectiveness of the research capability established under ACRE

The strategy implies the acceleration and intensification of farm visits, demonstrations and trials. This means more farmer visits per person, more effective farmer contact visits, greater spread effect from the project and increased levels of effort in supervision of field staff.

While the extension effort will be emphasized, it cannot be at the expense of research as this is the sine qua non for successful extension activity. The current research effort will need support to sustain its current level of effort and to accelerate identification of new approaches to resolving production and marketing problems, increasing the number of varieties available for trials and increasing the use of the soils lab as a basis for recommendations on cropping systems and fertilizer application.

Related to the research and production efforts of the project are a series of policy issues that will need to be discussed and eventually resolved if farm unit productivity is to increase. These include a pricing policy based on basic data on production costs and returns on investment. Marketing policies will need to be reviewed periodically with government to ensure adequate outlets for farm produce and timely payments to producers. Agriculture input systems will need to be modified and the private sector's role identified in providing supplies to farmers and the ultimate elimination of subsidies to fertilizer and other farm inputs. We also need to look into the possibility of organizing farmers' associations to act as input distribution channels for fertilizer, machinery, insecticides and possibly credit. All of these policies are basic to ensure the impact of research and technology transfer for increasing productivity. These are also a part of the policy dialogue that is currently underway within the Ministries of Agriculture, Development and Finance, with Njala University College, ACRE Management and with other external donors.

B. End of Project Conditions

The measures of success for the achievement of this project will be related to: (1) the extent to which the project successfully applied new technologies among the broadest possible target groups; (2) increased yields of rice and other food crops, and (3) yield increases at sustainable levels.

These measures of success imply that a self sustaining institutional structure will be in place, operating effectively and efficiently and covering a substantial proportion of farmers in Sierra Leone.

The major assumptions that underlie these measures of achievement are related to the policy dialogue agenda outlined above. No amount of successful application of technologies will result in higher farm unit yields without adequate producer prices, timely input supplies and appropriate marketing and distribution mechanisms.

C. Outputs

Major results of the efforts of contract staff will be measured in terms of the acceleration of the intensity of field visits, farm contacts, number of trials and the geographic spread of demonstrations. We would expect to see frequent farmer related events, radio and television programs on new farm technologies, farm prices, and marketing information. A nutrition element will be made a part of the extension activity and will follow-on from the ACRE initiative. Emphasis will be given to the impact of new technologies, developed by the research center and distributed to farmers. Additional indicators on effectiveness of technology spread will need to be worked out in the PID.

Another dimension of the project's outputs will be the establishment of appropriate cropping systems suitable for small scale farms in the five agro-ecozones and the actual establishment of such systems on small scale farms.

D. Inputs

Major inputs include: U.S. technical experts in extension and research including a 4 to 5 person team and consultancies for at least four years: estimated cost $7,000,000. Long term U.S. training for 12 middle and senior level field and headquarters staff: $500,000; short term training in other African countries for 24 field workers: $300,000; commodities, primarily transportation and field workers demonstration and teaching aids: $250,000

Total project cost over 5 years is $8,550,000.

3. RELATIONS TO THE AGENCY'S POLICY CONCERNS

The Agency's objectives for food and agriculture assistance are for self reliance in food, for a viable system for sustained research and technology transfer, to assure food security, and to involve the private sector in the production and distribution chain. Furthermore, the agency seeks to enhance the nutritional content of foods in rural and urban areas. The Africa Bureau's agricultural research strategy given priority to planning and policy analysis as well as strengthening the institutions in research and extension.

The project has been conceived with these criteria in mind, and the project designers will be guided by the Agency's strategy as the criteria conform to the GOSL's policy objectives for its agricultural sector.

Secondly, but every bit as important to the success of the project, is the policy dialogue that is under way. Critical elements such as pricing policies, subsidies for fertilizer and fertilizer distribution, data collection and analysis, and an integrated extension service are all important elements of the project. We agree with the thrust of the African Bureau Policy Paper on emphasizing planning and policy analysis. We need to determine how the USAID can incorporate such elements into its project portfolio.

4. OBLIGATIONS IN FY 85 FOR CONGRESSIONAL SPECIAL CONCERNS

Estimated obligations for Congressional Special Concerns in FY 85: Energy (solar food crops dryers) $30,000; Environment (rotation cropping demonstrations on hillsides) $70,000; Private Sector (centrally funded for agri-business in food handling and food processing $250,000; Women in Development (centrally funded women's entrepreneural training) $75,000; PVO activities (local currency generations earmarking Leone equivalent $100,000); and intermediate technology (simple hand tools, oxen training and plows and food storage facilities) $50,000.

5. PREPARATION OF PID

The recent analysis of the Socio-Economic Survey provides the basis for preparing a PID and PP. The Mission believes that a November/December time period for a team will be cost effective as we are proposing the same period for a Title III PID team. The PP preparation effort can follow in March/April, also the period for the Title III PP team. There is a need to tie together the two appraisal teams as it will be necessary to identify the obstacles to production that can be ameliorated on the one hand by research and transfer of technology and on the other hand by policy modifications through dialogue.

TABLE V - FY 1985 PROPOSED PROGRAM RANKING					Country/Office	
	PROGRAM ACTIVITY				PROGRAM FUNDING ($000)	
RANK	DESCRIPTION	ONGOING NEW	LOAN GRANT	APPR ACCT	INCR	CUM
	New and Continuing Projects					
1.	Cropping Systems Development	N	G	FN	1300	1300
2.	PL 480, Title I/III	O	L	P3	5000	6300
3.	PL 480 Title II	O	G	P2	1600	7900
4.	Housing Guarantee	N	L	HG	5000	12900

6. PROPOSED PROJECT RANKING

The Mission has only one DA funded project in its major field of emphasis - Cropping Systems Development. The project is a logical follow-on to ACRE, the current effort to establish government's capability to conduct agricultural research and to transfer technology directly to small scale farmers. The new initiative is more specifically directed at increasing farm unit productivity in food crops, particularly rice. This project has the highest priority in the Mission's strategic plan, and directly conforms to the Agency's policy on agriculture and the Administrator's mandate on institution building and technology transfer.

Title I/III is second in priority, and is directly related to Cropping Systems Development in as much as local currency costs for the project, the GOSL contribution, is dependent on government's ability to obtain PL 480, Title I/III local currency generations. While these costs will run around one half million dollars per annum, the remaining currencies are essential for selected development budget activities that are designed to increase food crop production. The Mission's strategy in programming local currencies is to influence the allocation of resources for activities that will have the most direct bearing on increasing food production. At the same time we are able to carry on a realistic policy dialogue to modify pricing policies, input supply and private sector involvement in the food production chain and the enhancement of family planning activities.

PL 480, Title II is a prudently managed program by CRS, a PVO, in Sierra Leone. Furthermore, it has GOSL budget support both in cash and in-kind contributions. Nevertheless, the program does not have appreciable direct impact on increasing food production in Sierra Leone and therefore, we rank it third among our programs.

The Housing Guaranty initiative provides an opportunity to demonstrate support for the Agency's Africa wide housing policy for greater private sector involvement. The program also provides an important signal to governments in Africa and to Sierra Leone in particular, that appropriate national policies can effectively shift the burden of low and middle cost housing construction and maintenance to the private sector. This initiative does not relate directly to the Mission's strategic plan, but it is rare opportunity to demonstrate agency policy in the least developed countries in Africa. The conditions in Sierra Leone are conducive to the successful implementation of this housing initiative.

7. Evaluation Plan

A. Issues Narrative

The OICI Vocational Training project (PVO) attempted to achieve two major objectives; expand vocational training for early school leavers and enhance entrepreneural skills for rural artisans. It is also a project objective to integrate the training within the Ministry of Education. The project objectives are related to a major problem of lack of adequate entrepreneural skills in rural areas to provide agricultural supply inputs to farmers and to handle other services.

The evaluation of this project will focus on the impact of entrepreneural skills training in rural areas as well as progress in integrating the program within the Ministry of Education. Positive findings would argue for a rural private sector initiative for training would-be entrepreneurs to form the bulkwork of a privatized agriculture input supply distribution system in rural Sierra Leone.

Increasing Revenue for Development (IRS - PASA) was a target of opportunity initiative in FY 78 to help government marshal its own resources for development. The program has had some success and in all probability should continue for another two years or so. However, as it is not directly related to the Mission's principal objective, the project will terminate in September 1983. An evaluation of its impact on tax collections is warranted as government's current dialogue with the IMF is increasingly focusing attention on tax collection. In recent months the government has had to look at its tax collection system. An evaluation at this time may draw attention to the project for possible other donor assistance.

The CUNA Cooperative Credit Societies project is being extended until June 30, 1984 without additional funding. We plan to evaluate the project in mid FY 85. Major issues of the evaluation will relate to the impact of the project on the National Savings and Credit Cooperative League of Sierra Leone (NASCCLOS) ability to service its member societies. The project was designed to transfer skills to the National Union in order to revitalize and to strengthen its local credit societies. This project is private sector oriented, designed to help Sierra Leoneans marshal their own resources for development. An evaluation is warranted.

We expect to undertake a comprehensive evaluation of ACRE, the Mission's major development assistance project in FY 85. The evaluation is expected to provide inputs for the implementation plan for a new initiative in Cropping Systems

Development. The evaluation is also expected to raise issues that may have relevance to final negotiations of the project agreement for the new initiative. Major issues for the ACRE evaluation are related to the impact the project has had on food crops production and productivity as well as issues related to institutional development for both research and extension. We also plan to assess the progress of integrating the project within the government's establishment.

Another important area for evaluations is the PL 480, Title I local currency generations program portfolio. Approximately 15 small scale projects have been financed under PL 480, Title I local currencies. The number of projects in this program is expected to increase rapidly over the next two years. While Ministry of Development Planning Unit officers make periodic evaluations of community self-help projects financed with local currency generations, we are proposing to increase the number of project evaluations over the next two years. We are planning to use PD&S funds in FY 83 but plan to program local currencies in the development budget for this purpose in FY 84 and beyond.

TABLE VII - LIST OF PLANNED EVALUATIONS
FY 1985 ANNUAL BUDGET SUBMISSION
COUNTRY/OFFICE Sierra Leone

Project List (Project No. & Title)	Last Eval Completed (Mo./Yr.)	FY 1984 Start (Qtr)	FY 1984 To AID/W (Qtr)	FY 1985 Start (Qtr)	FY 1985 To AID/W (Qtr)	Reasons/Issues	Funding Source	Funding ($000)	USAID Person Days	Collateral AID Assistance
636-0102 Adaptive Crop Research and Extension	11/81			1	3	Evaluation will focus on technical, financial, social and economic issues.	PDS	15	20	Two research/extension experts will be needed for a period of about one month
636-01068 OIC Vocational Training (PVO)	11/80	2	4			Near completion to determine extent to which institutionalized within MinEd and impact it has made on vocational and entrepreneurial skills.	PDS	5	10	Locally available consulting staff will be used, however, one central Bureau Education and training expert would be useful.
636-0108 Increasing Revenue for Development		3	4			Project completion September 1983. Issues on treasury tax policies and tax collections.	PDS	12	7	A team of two persons would be needed from AID/W to join a person from locally established financial management firm.
PL 480 Title II (PVO)				4	FY86	Evaluate extent to which program is reaching the most needy.	PDS	15	15	A team is requested from AID/W FVA with addition of Private Consultant to join locally constituted team.
PL 480 Title I Local Currency financed activities	Continuing reports not required for AID/W.					Periodic evaluations are done with Ministries of Development, Finance and Agriculture with help from private sector consulting firms and staff from University of Sierra Leone. Local currency generations will be used for this purpose in FY 84 and beyond.				To the extent feasible and providing the training is right Mission would add persons from FVA, PPC or AFR/Bureau to a field visit.
636-0112 CUNA Cooperative Credit Soc. (PVO) (William S. Lefes MEO 5 percent of time)				1	2	End of project final evaluation. Issues are impact on National Union capability to support local societies.	PDS	5	3	One person from AID/W would be useful.

TABLE VIII - FY 1983

ORGANIZATION SIERRA LEONE

EXPENSE CATEGORY	FUNCTION CODE	OBJECT CLASS	DOLLAR FUNDED	TRUST FUNDED	TOTAL BUDGET	UNITS
U.S. DIRECT HIRE	U100		230.2	-	230.2	xxxxx
U.S. CITIZENS BASIC PAY	U101	110	129.2	-	129.2	3.1
PT/TEMP U.S. BASIC PAY	U102	112	-	-	-	-
DIFFERENTIAL PAY	U103	116	25.8	-	25.8	xxxxx
OTHER AID/W FUNDED O.C. 11	U104	119	2.0	-	2.0	xxxxx
OTHER MISSION FUNDED O.C 11	U105	119	-	-	-	xxxxx
EDUCATION ALLOWANCES	U106	126	-	-	-	
RETIREMENT - U.S.	U107	120	9.0	-	9.0	xxxxx
LIVING ALLOWANCES	U108	128	4.0	-	4.0	xxxxx
OTHER AID/W FUNDED O.C. 12	U109	129	4.5	-	4.5	xxxxx
OTHER MISSION FUNDED O.C.12	U110	129	0.2	-	0.2	xxxxx
POST ASSIGNMENT - TRAVEL	U111	212	3.0	-	3.0	1.0
POST ASSIGNMENT - FREIGHT	U112	22	18.0	-	18.0	2.0
HOME LEAVE - TRAVEL	U113	212	10.0	-	10.0	5.0
HOME LEAVE - FREIGHT	U114	22	20.0	-	20.0	5.0
EDUCATION TRAVEL	U115	215	-	-	-	-
R AND R TRAVEL	U116	215	1.5	-	1.5	2.0
ALL OTHER CODE 215 TRAVEL	U117	215	3.0	-	3.0	2.0
FOREIGN NATIONAL DH	U200		17.0	-	17.0	xxxxx
BASIC PAY	U201	114	14.0	-	14.0	4.0
OVERTIME, HOLIDAY PAY	U202	115	1.0	-	1.0	0.1
ALL OTHER CODE 11 - FN	U203	119	1.0	-	1.0	xxxxx
ALL OTHER CODE 12 - FN	U204	129	1.0	-	1.0	xxxxx
BENEFITS FORMER FN PERS.	U205	13	-	-	-	xxxxx
CONTRACT PERSONNEL	U300		13.0	-	13.0	xxxxx
PASA TECHNICIANS	U301	258	-	-	-	-
U.S. PSC - SALARY/BENEFITS	U302	113	10.0	-	10.0	0.5
ALL OTHER U.S. PSC COSTS	U303	255	-	-	-	xxxxx
F.N. PSC - SALARY/BENEFITS	U304	113	3.0	-	3.0	0.7
ALL OTHER F.N. PSC COSTS	U305	255	-	-	-	xxxxx
HOUSING	U400		76.1	-	76.1	xxxxx
RENT	U401	235	24.0	-	24.0	3.0
UTILITIES	U402	235	19.0	-	19.0	xxxxx
RENOVATION AND MAINT.	U403	259	8.0	-	8.0	xxxxx
QUARTERS ALLOWANCE	U404	127	-	-	-	-
PURCHASES RES. FURN/EQUIP.	U405	311	13.0	-	13.0	xxxxx
TRANS./FREIGHT - CODE 311	U406	22	9.6	-	9.6	xxxxx
SECURITY GUARD SERVICES	U407	254	2.0	-	2.0	xxxxx
OFFICIAL RESIDENCE ALLOW.	U408	254	-	-	-	xxxxx
REPRESENTATION ALLOWANCE	U409	252	0.5	-	0.5	xxxxx

TABLE VIII - FY 1983

ORGANIZATION SIERRA LEONE

EXPENSE CATEGORY	FUNCTION CODE	OBJECT CLASS	DOLLAR FUNDED	TRUST FUNDED	TOTAL BUDGET	UNITS
OFFICE OPERATIONS	U500		271.9	-	271.9	xxxxx
RENT	U501	234	-	-	-	xxxxx
UTILITIES	U502	234	-	-	-	xxxxx
BUILDING MAINT./RENOV.	U503	259	4.0	-	4.0	xxxxx
OFFICE FURN./EQUIP.	U504	310	5.0	-	5.0	xxxxx
VEHICLES	U505	312	-	-	-	xxxxx
OTHER EQUIPMENT	U506	319	12.0	-	12.0	xxxxx
TRANSPORTATION/FREIGHT	U507	22	3.2	-	3.2	xxxxx
COMMUNICATIONS	U508	230	1.5	-	1.5	xxxxx
SECURITY GUARD SERVICES	U509	254	-	-	-	xxxxx
PRINTING	U510	24	-	-	-	xxxxx
RIG/II OPERATIONAL TRAVEL	U511	210	-	-	-	
SITE VISITS	U512	210	6.5	-	6.5	15.0
INFORMATION MEETINGS	U513	210	6.0	-	6.0	4.0
TRAINING ATTENDANCE	U514	210	2.0	-	2.0	2.0
CONFERENCE ATTENDANCE	U515	210	7.0	-	7.0	2.0
OTHER OPERATIONAL TRAVEL	U516	210	3.0	-	3.0	4.0
SUPPLIES AND MATERIALS	U517	26	13.0	-	13.0	xxxxx
FAAS	U518	257	202.7	-	202.7	xxxxx
CONSULTING SVCS - CONT.	U519	259	-	-	-	xxxxx
MGT./PROF. SVCS. - CONT.	U520	259	-	-	-	xxxxx
SPEC. STUDIES/ANALYSES CONT.	U521	259	-	-	-	xxxxx
ALL OTHER CODE 25	U522	259	6.0	-	6.0	xxxxx
TOTAL O.E. BUDGET			608.2	-	608.2	xxxxx
RECONCILIATION			373.2	-	373.2	xxxxx
OPERATING ALLOWANCE REQUEST			235.0	-	235.0	xxxxx

OTHER INFORMATION:

Dollar requirement for local currency costs 98.6

Exchange rate used (as of May 1, 1983) $1 = Le2.45

TABLE VIII - FY 1984

ORGANIZATION Sierra Leone

EXPENSE CATEGORY	FUNCTION CODE	OBJECT CLASS	DOLLAR FUNDED	TRUST FUNDED	TOTAL BUDGET	UNITS
U.S. DIRECT HIRE	U100		196.5	-	196.5	xxxxx
U.S. CITIZENS BASIC PAY	U101	110	131.7	-	131.7	3.0
PT/TEMP U.S. BASIC PAY	U102	112	-	-	-	-
DIFFERENTIAL PAY	U103	116	26.3	-	26.3	xxxxx
OTHER AID/W FUNDED O.C. 11	U104	119	2.5	-	2.5	xxxxx
OTHER MISSION FUNDED O.C 11	U105	119	-	-	-	xxxxx
EDUCATION ALLOWANCES	U106	126	-	-	-	-
RETIREMENT - U.S.	U107	120	9.2	-	9.2	xxxxx
LIVING ALLOWANCES	U108	128	5.9	-	5.9	xxxxx
OTHER AID/W FUNDED O.C. 12	U109	129	4.6	-	4.6	xxxxx
OTHER MISSION FUNDED O.C.12	U110	129	-	-	-	xxxxx
POST ASSIGNMENT - TRAVEL	U111	212	-	-	-	
POST ASSIGNMENT - FREIGHT	U112	22	-	-	-	
HOME LEAVE - TRAVEL	U113	212	2.5	-	2.5	2.0
HOME LEAVE - FREIGHT	U114	22	3.0	-	3.0	2.0
EDUCATION TRAVEL	U115	215	-	-	-	-
R AND R TRAVEL	U116	215	4.8	-	4.8	4.0
ALL OTHER CODE 215 TRAVEL	U117	215	6.0	-	6.0	4.0
FOREIGN NATIONAL DH	U200		17.2	-	17.2	xxxxx
BASIC PAY	U201	114	13.8	-	13.8	4.0
OVERTIME, HOLIDAY PAY	U202	115	1.2	-	1.2	0.1
ALL OTHER CODE 11 - FN	U203	119	1.2	-	1.2	xxxxx
ALL OTHER CODE 12 - FN	U204	129	1.0	-	1.0	xxxxx
BENEFITS FORMER FN PERS.	U205	13	-	-	-	xxxxx
CONTRACT PERSONNEL	U300		13.0	-	13.0	xxxxx
PASA TECHNICIANS	U301	258	-	-	-	-
U.S. PSC - SALARY/BENEFITS	U302	113	10.0	-	10.0	0.5
ALL OTHER U.S. PSC COSTS	U303	255	-	-	-	xxxxx
F.N. PSC - SALARY/BENEFITS	U304	113	3.0	-	3.0	0.7
ALL OTHER F.N. PSC COSTS	U305	255	-	-	-	xxxxx
HOUSING	U400		85.0	-	85.0	xxxxx
RENT	U401	235	30.0	-	30.0	3.0
UTILITIES	U402	235	21.0	-	21.0	xxxxx
RENOVATION AND MAINT.	U403	259	9.0	-	9.0	xxxxx
QUARTERS ALLOWANCE	U404	127	-	-	-	-
PURCHASES RES. FURN/EQUIP.	U405	311	14.0	-	14.0	xxxxx
TRANS./FREIGHT - CODE 311	U406	22	10.5	-	10.5	xxxxx
SECURITY GUARD SERVICES	U407	254	2.5	-	2.5	xxxxx
OFFICIAL RESIDENCE ALLOW.	U408	254	-	-	-	xxxxx
REPRESENTATION ALLOWANCE	U409	252	1.0	-	1.0	xxxxx

TABLE VIII - FY 1984

ORGANIZATION Sierra Leone

EXPENSE CATEGORY	FUNCTION CODE	OBJECT CLASS	DOLLAR FUNDED	TRUST FUNDED	TOTAL BUDGET	UNITS
OFFICE OPERATIONS	U500		386.5	-	386.5	xxxxx
RENT	U501	234	-	-	-	xxxxx
UTILITIES	U502	234	-	-	-	xxxxx
BUILDING MAINT./RENOV.	U503	259	4.5	-	4.5	xxxxx
OFFICE FURN./EQUIP.	U504	310	8.0	-	8.0	xxxxx
VEHICLES	U505	312	16.0	-	16.0	xxxxx
OTHER EQUIPMENT	U506	319	55.0	-	55.0	xxxxx
TRANSPORTATION/FREIGHT	U507	22	24.9	-	24.9	xxxxx
COMMUNICATIONS	U508	230	1.8	-	1.8	xxxxx
SECURITY GUARD SERVICES	U509	254	-	-	-	xxxxx
PRINTING	U510	24	-	-	-	xxxxx
RIG/II OPERATIONAL TRAVEL	U511	210	-	-	-	-
SITE VISITS	U512	210	8.8	-	8.8	20.0
INFORMATION MEETINGS	U513	210	5.0	-	5.0	3.0
TRAINING ATTENDANCE	U514	210	5.5	-	5.5	4.0
CONFERENCE ATTENDANCE	U515	210	5.5	-	5.5	3.0
OTHER OPERATIONAL TRAVEL	U516	210	4.0	-	4.0	4.0
SUPPLIES AND MATERIALS	U517	26	15.6	-	15.6	xxxxx
FAAS	U518	257	225.0	-	225.0	xxxxx
CONSULTING SVCS - CONT.	U519	259	-	-	-	xxxxx
MGT./PROF. SVCS. - CONT.	U520	259	-	-	-	xxxxx
SPEC. STUDIES/ANALYSES CONT.	U521	259	-	-	-	xxxxx
ALL OTHER CODE 25	U522	259	8.0	-	8.0	xxxxx
TOTAL O.E. BUDGET			702.3	-	702.3	xxxxx
RECONCILIATION			399.3	-	399.3	xxxxx
OPERATING ALLOWANCE REQUEST			303.0	-	303.0	xxxxx

OTHER INFORMATION:

Dollar requirement for local currency costs	115.2
Exchange rate used (as of May 1, 1983)	$1 = Le2.45
Estimated Wage Increases - FY 1983 to FY 1984	- *
Estimated Price Increases - FY 1983 to FY 1984	10%

*Devaluation December 1982 has affected actual dollar savings for 1984.

TABLE VIII - FY 1985

ORGANIZATION Sierra Leone

EXPENSE CATEGORY	FUNCTION CODE	OBJECT CLASS	DOLLAR FUNDED	TRUST FUNDED	TOTAL BUDGET	UNITS
U.S. DIRECT HIRE	U100		204.7	-	204.7	xxxxx
U.S. CITIZENS BASIC PAY	U101	110	136.1	-	136.1	3.0
PT/TEMP U.S. BASIC PAY	U102	112	-	-	-	-
DIFFERENTIAL PAY	U103	116	27.2	-	27.2	xxxxx
OTHER AID/W FUNDED O.C. 11	U104	119	2.5	-	2.5	xxxxx
OTHER MISSION FUNDED O.C 11	U105	119	-	-	-	xxxxx
EDUCATION ALLOWANCES	U106	126	-	-	-	
RETIREMENT - U.S.	U107	120	9.5	-	9.5	xxxxx
LIVING ALLOWANCES	U108	128	6.0	-	6.0	xxxxx
OTHER AID/W FUNDED O.C. 12	U109	129	4.8	-	4.8	xxxxx
OTHER MISSION FUNDED O.C.12	U110	129	-	-	-	xxxxx
POST ASSIGNMENT - TRAVEL	U111	212	-	-	-	-
POST ASSIGNMENT - FREIGHT	U112	22	-	-	-	-
HOME LEAVE - TRAVEL	U113	212	5.0	-	5.0	2.0
HOME LEAVE - FREIGHT	U114	22	6.0	-	6.0	2.0
EDUCATION TRAVEL	U115	215	-	-	-	-
R AND R TRAVEL	U116	215	1.6	-	1.6	2.0
ALL OTHER CODE 215 TRAVEL	U117	215	6.0	-	6.0	4.0
FOREIGN NATIONAL DH	U200		18.8	-	18.8	xxxxx
BASIC PAY	U201	114	15.2	-	15.2	4.0
OVERTIME, HOLIDAY PAY	U202	115	1.3	-	1.3	0.1
ALL OTHER CODE 11 - FN	U203	119	1.3	-	1.3	xxxxx
ALL OTHER CODE 12 - FN	U204	129	1.0	-	1.0	xxxxx
BENEFITS FORMER FN PERS.	U205	13	-	-	-	xxxxx
CONTRACT PERSONNEL	U300		24.5	-	24.5	xxxxx
PASA TECHNICIANS	U301	258	-	-	-	-
U.S. PSC - SALARY/BENEFITS	U302	113	20.0	-	20.0	1.0
ALL OTHER U.S. PSC COSTS	U303	255	-	-	-	xxxxx
F.N. PSC - SALARY/BENEFITS	U304	113	4.5	-	4.5	1.0
ALL OTHER F.N. PSC COSTS	U305	255	-	-	-	xxxxx
HOUSING	U400		99.2	-	99.2	xxxxx
RENT	U401	235	36.0	-	36.0	3.0
UTILITIES	U402	235	23.0	-	23.0	xxxxx
RENOVATION AND MAINT.	U403	259	10.0	-	10.0	xxxxx
QUARTERS ALLOWANCE	U404	127	-	-	-	-
PURCHASES RES. FURN/EQUIP.	U405	311	15.0	-	15.0	xxxxx
TRANS./FREIGHT - CODE 311	U406	22	11.2	-	11.2	xxxxx
SECURITY GUARD SERVICES	U407	254	3.0	-	3.0	xxxxx
OFFICIAL RESIDENCE ALLOW.	U408	254	-	-	-	xxxxx
REPRESENTATION ALLOWANCE	U409	252	1.0	-	1.0	xxxxx

TABLE VIII - FY 1985

ORGANIZATION Sierra Leone

EXPENSE CATEGORY	FUNCTION CODE	OBJECT CLASS	DOLLAR FUNDED	TRUST FUNDED	TOTAL BUDGET	UNITS
OFFICE OPERATIONS	U500		348.3	-	348.3	xxxxx
RENT	U501	234	-	-	-	xxxxx
UTILITIES	U502	234	-	-	-	xxxxx
BUILDING MAINT./RENOV.	U503	259	5.0	-	5.0	xxxxx
OFFICE FURN./EQUIP.	U504	310	4.0	-	4.0	xxxxx
VEHICLES	U505	312	13.0	-	13.0	xxxxx
OTHER EQUIPMENT	U506	319	6.0	-	6.0	xxxxx
TRANSPORTATION/FREIGHT	U507	22	9.1	-	9.1	xxxxx
COMMUNICATIONS	U508	230	2.0	-	2.0	xxxxx
SECURITY GUARD SERVICES	U509	254	-	-	-	xxxxx
PRINTING	U510	24	-	-	-	xxxxx
RIG/II OPERATIONAL TRAVEL	U511	210	-	-	-	-
SITE VISITS	U512	210	9.7	-	9.7	20.0
INFORMATION MEETINGS	U513	210	6.0	-	6.0	3.0
TRAINING ATTENDANCE	U514	210	6.5	-	6.5	5.0
CONFERENCE ATTENDANCE	U515	210	5.8	-	5.8	3.0
OTHER OPERATIONAL TRAVEL	U516	210	3.2	-	3.2	3.0
SUPPLIES AND MATERIALS	U517	26	19.0	-	19.0	xxxxx
FAAS	U518	257	250.0	-	250.0	xxxxx
CONSULTING SVCS - CONT.	U519	259	-	-	-	xxxxx
MGT./PROF. SVCS. - CONT.	U520	259	-	-	-	xxxxx
SPEC. STUDIES/ANALYSES CONT.	U521	259	-	-	-	xxxxx
ALL OTHER CODE 25	U522	259	9.0	-	9.0	xxxxx
TOTAL O.E. BUDGET			695.5	-	695.5	xxxxx
RECONCILIATION			430.1	-	430.1	xxxxx
OPERATING ALLOWANCE REQUEST			265.4	-	265.4	xxxxx

OTHER INFORMATION:

Dollar requirement for local currency costs: 127.7

Exchange rate used (as of May 1, 1983): $1 = Le2.45

Estimated Wage Increases - FY 1984 to FY 1985: 10%

Estimated Price Increases - FY 1984 to FY 1985: 10% except for U 401 and U 517 for which 20% estimated.

B. Table VIII Narrative

1) Management Improvements

A number of tasks related to the Administrator's mandate to the field are not being effectively implemented in the Mission. In the four months that the AAO has been at post it has become increasingly clear that new operational arrangements need to be made, some of which may require ADP application while others may require changing the mix of personnel skills.

The Mission needs to increase its efforts in analysis, particularly with regard to government policies in areas related to the agriculture sector. For example, analyses are needed on comparative wage structures for ACRE, Ministry of Agriculture, Njala University College and the private sector in order to be able to talk convincingly to Ministers and others about integration of Research and Extension into the government's structure. The Mission needs a person to work on such analyses on a consistent basis. The Mission is recommending a change in the current position encumbered by the Agriculture Development Officer to Agricultural Economist. This change will permit the AAO to devote even more time to policy dialogue. A SPAR will be submitted to the Africa Bureau in June on the position change. The encumbent is due for home leave in late September and will be eligible for reassignment to an overseas post in late November 1983. The new employee is needed in early October 1983.

In order to realize the management objective for enhancing the analytical capability of the local staff less time must be spent on routine tasks such as setting up and revising tables and redrafting briefing papers. The Mission proposes to acquire a micro-computer in order to reduce the time spent in monitoring training schedules and in follow-up to participants, setting up statistical series, monitoring the local currency project portfolio, constantly revising food supply and demand data, analyzing the GOSL development and recurrent budget and other data manipulation requirements of the office. In addition, the Mission proposes to reduce the amount of time devoted by staff to researching reports and project papers for indicators of progress. We propose to enter such data on an ADP disk at the outset of project implementation and periodically update the information by our secretary with inputs by the relevant project officer.

The amount of time currently devoted by staff to what can be considered duplicative effort on project monitoring alone runs about four person-weeks per year. This time can be better used on analytical tasks. While difficult to document, it is estimated that productivity of our local staff can increase by least one person month per year.

The Mission's non-expendable inventory needs to be updated constantly with new acquisitions and disposal actions. The AAO estimates that as the result of a five year lapse in monitoring inventory records the Mission may have as much as $2500 in surplus used furnishings and appliances that can be auctioned and money returned to the treasury. A micro-computer will enable the Mission to maintain a current inventory, even with limited staff resources, thus ensuring up-to-date accountability for non-expendables. The dollar value that can be saved per annum by a current inventory is estimated at $1000.

The inordinate amount of time spent chasing centrally funded activities in Sierra Leone can be reduced with ADP application for monitoring. The constant flow of information from Washington requesting Mission inputs on particular projects usually sets off a whole series of telephone calls and office visits to obtain information to respond to the incoming traffic. A small Mission does not have the manpower to constantly track such programs. Once a project is implemented, however, an ADP record can be made and recalled quickly and accurately. Time savings from this procedure is difficult to measure, but it can be important to a small Mission. Currently we devote about 1 person year of staff effort to keep up and to backstop the 12 centrally funded projects currently active in the Mission. A major part of the time is spent on AMDP training project. Monitoring other donor assistance is becoming a management problem for all donors as well as for the USAID. We need a better method for monitoring. ADP can help us in this matter. Currently the job is not being done effectively.

The Mission will continue to utilize the services of a private chartered accounting firm to provide financial management services to the Mission on ACRE. The firm has been used for 18 months with excellent success. We have incorporated into the project implementation plan a number of recommendations to improve the financial management of the project.

We believe the most cost effective way to operate a small Mission is to maintain modest project assistance levels and to increase program assistance levels. The latter should be done only when the environment is conducive to pursuing a policy dialogue on a number of important issues. Policy dialogue takes time and energy but can be enhanced considerably when important resources are at stake. Local currency generations are important in Sierra Leone and are handled in the manner recommended in the Agency's policy paper for programming PL 480, local currency.

Another change contemplated for the future is modification of the Executive Assistant's position to a Project Development Officer position. This person would be responsible for implementing all on-going activities in the Mission including local currency projects. Additional local secretarial services will be needed. However, this change will be discussed in AID/W while the AAO is on home leave in August 1983.

2) Justification for Funding Changes

Operating Expense levels, are to some extent a function of family size, grade structure and timing for home leave and transfers, education travel, and education allowances. The current personnel configuration in the Mission requires no support for dependent children eligible for U.S. government education allowances and travel. This reduces the cost of travel in all categories as well as education allowances. Over all, U.S. direct-hire costs decreased in 1984 to $196,500 from $230,200 in 1983. Foreign Nationals direct-hire costs also decreased as the result of the December 1982 adoption of a two tier system.

Housing costs are projected to increase from $76,100 in 1983 to $85,000 in 1984 due to general increases in rents in Freetown and higher utilities resulting from increases in fuel costs for generating electric power.

Office operations are projected to increase from $271,900 in 1983 to $386,500 in 1984 primarily as a result of the purchase of ADP equipment. There may be substantial savings here if AID/W and the Mission decide to acquire a micro-computer rather than a mini-computer or free standing word processing equipment. The decision on this issue is yet to be taken.

Overall, the projected 1984 Budget is about 22 percent over that of 1983. It should be remembered that the 1983 budget was reduced 6 percent voluntarily by the Mission and WAAC in April when the Bureau requested its first round of belt tightening.

The 1985 budget is 14 percent less than the 1984 budget due primarily to reduction in office operations, e.g. vehicles and large equipment purchases are not planned.

Based on our projected OE Budget and program levels the program/OE ratio is 20.1 for FY 84 and 30.1 for 1985.

C. Trust Funds

The time may be right to begin to seriously think about negotiating a trust fund in Sierra Leone. If the Mission can obtain approval from AID/W to consider a Title III program, the idea of a trust fund will be included as an integral part of the negotiation package. In Section 9 of the ABS we make a case for considering a Title III program for FY 85 at a level of $5 million annually primarily for wheat, over the next five years.

Based on preliminary discussions with government officials on the requirements for Title III, the AAO believes that at $5 million per annum a trust fund arrangement can be negotiated.

TABLE VIII(a)
OBLIGATIONS OF ADP SYSTEMS
($000)

	Fiscal Year 1983	1984	1985
A. Capital Investments			
1. Purchase of ADP Equipment	-	10,000	1,000
2. Purchase of Software	-	2000	500
Subtotal		12,000	1,500
B. Personnel			
1. Compensation, Benefits, Travel	-	-	-
2. Workyears	-	-	-
Subtotal	-	-	-
C. Equipment Rental and Other Operating Costs			
1. ADP Equipment (ADPE) Rentals	-	-	-
2. Supplies and Leased Software	-	-	-
Subtotal	-	-	-
D. Commercial Services			
1. ADP Service Bureau	-	-	-
2. Systems Analysis and Programming	-	-	-
3. ADPE Maintenance (If separate from item C.1.)	-	-	-
Subtotal	-	-	-
E. Total Obligations (A-D)	-	12,000	1,500
F. Interagency Services			
1. Payments	-	-	-
2. Offsetting Collections	-	-	-
Subtotal	-	-	-
G. Grand Total (E+F)	-	12,000	1,500
Amount included in Mission allowance for existing systems	-	-	-
Amount included in Mission allowance for new/expanded systems	-	12,000	1,000

TABLE VIII(b)
OBLIGATIONS FOR WP SYSTEMS
($000)

	Fiscal Year 1983	1984	1985
A. Capital Investments in W/P Equipment	-	12000	1000
B. W/P Equipment Rental and Supplies	-	-	-
C. Other W/P Costs	-	-	500
Total	-	12000	1500
Amount included in Mission allowance for existing systems	-	-	-
Amount included in Mission allowance for new/expanded systems		12000	1000

The Mission requested and received information from SER/ADP regarding the purchase and generation of ADP equipment. Based on need and physical installation conditions the Mission suggested that a micro-computer like the IBM personal computer with dual disk drive and printer attachments might be most appropriate for its needs. Unfortunately IBM does not currently have a maintenance facility in the country. WANG word processing was recommended by AID/W even though its capacity exceeds our needs. Up until recently WANG also did not have a maintenance facility in the country. We have just learned that UNDP plans to acquire a VS 80 for statistical work. The External Communications Cooperation is also planning to acquire WANG equipment and WANG plans to establish a service center in Freetown. While this responds to our concerns about an on-site maintenance capability, a substantial outlay is required for WANG WP compared with say, an IBM micro computer. The AAO plans to attend an AID micro computer workshop in Abidjan June 1983 where hopefully some of our questions about appropriate equipment will be answered.

The Mission's needs are primarily data manipulation, statistical and word processing. We plan to maintain participant monitoring, planning and follow-up data on the computer, maintain development and recurrent budget series, comparisons of planned and actual expenditures, maintain other donors' information, balance of payments data, local currency project portfolio implementation plans for all projects for which we have expenditure schedules, maintenance of active project budgets and analyze drawdowns along with implementation schedules and maintain operating experience budget.

We also plan to use the analytical package to process data from a number of surveys that are conducted annually by various groups in the country. The data is usually available to others on request and on a need to know basis. It is our thinking that several micro-computers of the same model in the Embassy, AID, USIS and Peace Corps would ensure that we almost always have a terminal and printer available to us if our own equipment should fail. We understand that NCR has a maintenance facility in Freetown and that WANG is planning to establish such a facility.

TABLE IX(a) - WORKFORCE REQUIREMENTS (U.S. DIRECT HIRE)

SKILL CODE	POSITION TITLE	WORKYEARS			
		FY 83	FY 84	FY 85	FY 86
071	Executive Assistant	1.0	1.0	1.0	1.0
101	Agricultural Econ.	-	1.0	1.0	1.0
103	Agricultural Dev. Officer	1.0	-	-	-
016	AID Affairs Officer	1.0	1.0	1.0	1.0

TABLE IX(b) - WORKFORCE REQUIREMENTS (F.N. DIRECT HIRE)

SKILL CODE	POSITION TITLE	WORKYEARS			
		FY 83	FY 84	FY 85	FY 86
022	Program Analyst	1.0	1.0	1.0	1.0
020	Program Training Officer	1.0	1.0	1.0	1.0
071	Administrative Aide	1.0	1.0	1.0	1.0
070	Chauffuer	1.0	1.0	1.0	1.0

TABLE IX(c) - JOINT CAREER CORPS

FY 1983

ORGANIZATION _____

EXPENSE CATEGORY	DOLLAR FUNDED	TRUST FUNDED	TOTAL BUDGET	UNITS
JOINT CAREER CORPS	None	None	None	xxxxx
BASIC PAY				
DIFFERENTIAL PAY				xxxxx
EDUCATION ALLOWANCES				
RETIREMENT				xxxxx
LIVING ALLOWANCES				xxxxx
OTHER SALARIES/BENEFITS				xxxxx
POST ASSIGNMENT - TRAVEL				
POST ASSIGNMENT - FREIGHT				
HOME LEAVE - TRAVEL				
HOME LEAVE - FREIGHT				
EDUCATION TRAVEL				
R AND R TRAVEL				
ALL OTHER CODE 215 TRAVEL				
HOUSING				xxxxx
RENT				
UTILITIES				xxxxx
RENOVATION AND MAINT.				xxxxx
QUARTERS ALLOWANCE				
PURCHASES RES. FURN/EQUIP.				xxxxx
TRANS./FREIGHT - CODE 311				xxxxx
SECURITY GUARD SERVICES				xxxxx
OFFICE OPERATIONS				xxxxx
OFFICE FURN./EQUIP				xxxxx
VEHICLES				xxxxx
OTHER EQUIPMENT				xxxxx
TRANSPORTATION/FREIGHT				xxxxx
SITE VISITS				
INFORMATION MEETINGS				
TRAINING ATTENDANCE				
CONFERENCE ATTENDANCE				
OTHER OPERATIONAL TRAVEL				
SUPPLIES AND MATERIALS				xxxxx
ALL OTHER COSTS				xxxxx
TOTAL O.E. BUDGET				xxxxx

TABLE IX(c) - JOINT CAREER CORPS

FY 1984

ORGANIZATION _____

EXPENSE CATEGORY	DOLLAR FUNDED	TRUST FUNDED	TOTAL BUDGET	UNITS
JOINT CAREER CORPS	None	None	None	xxxxx
BASIC PAY				
DIFFERENTIAL PAY				xxxxx
EDUCATION ALLOWANCES				
RETIREMENT				xxxxx
LIVING ALLOWANCES				xxxxx
OTHER SALARIES/BENEFITS				xxxxx
POST ASSIGNMENT - TRAVEL				
POST ASSIGNMENT - FREIGHT				
HOME LEAVE - TRAVEL				
HOME LEAVE - FREIGHT				
EDUCATION TRAVEL				
R AND R TRAVEL				
ALL OTHER CODE 215 TRAVEL				
HOUSING				xxxxx
RENT				
UTILITIES				xxxxx
RENOVATION AND MAINT.				xxxxx
QUARTERS ALLOWANCE				
PURCHASES RES. FURN/EQUIP.				xxxxx
TRANS./FREIGHT - CODE 311				xxxxx
SECURITY GUARD SERVICES				xxxxx
OFFICE OPERATIONS				xxxxx
OFFICE FURN./EQUIP				xxxxx
VEHICLES				xxxxx
OTHER EQUIPMENT				xxxxx
TRANSPORTATION/FREIGHT				xxxxx
SITE VISITS				
INFORMATION MEETINGS				
TRAINING ATTENDANCE				
CONFERENCE ATTENDANCE				
OTHER OPERATIONAL TRAVEL				
SUPPLIES AND MATERIALS				xxxxx
ALL OTHER COSTS				xxxxx
TOTAL O.E. BUDGET				xxxxx

TABLE IX(c) - JOINT CAREER CORPS

FY 1985

ORGANIZATION _____

EXPENSE CATEGORY	DOLLAR FUNDED	TRUST FUNDED	TOTAL BUDGET	UNITS
JOINT CAREER CORPS	None	None	None	xxxxx
BASIC PAY				
DIFFERENTIAL PAY				xxxxx
EDUCATION ALLOWANCES				
RETIREMENT				xxxxx
LIVING ALLOWANCES				xxxxx
OTHER SALARIES/BENEFITS				xxxxx
POST ASSIGNMENT - TRAVEL				
POST ASSIGNMENT - FREIGHT				
HOME LEAVE - TRAVEL				
HOME LEAVE - FREIGHT				
EDUCATION TRAVEL				
R AND R TRAVEL				
ALL OTHER CODE 215 TRAVEL				
HOUSING				xxxxx
RENT				
UTILITIES				xxxxx
RENOVATION AND MAINT.				xxxxx
QUARTERS ALLOWANCE				
PURCHASES RES. FURN/EQUIP.				xxxxx
TRANS./FREIGHT - CODE 311				xxxxx
SECURITY GUARD SERVICES				xxxxx
OFFICE OPERATIONS				xxxxx
OFFICE FURN./EQUIP				xxxxx
VEHICLES				xxxxx
OTHER EQUIPMENT				xxxxx
TRANSPORTATION/FREIGHT				xxxxx
SITE VISITS				
INFORMATION MEETINGS				
TRAINING ATTENDANCE				
CONFERENCE ATTENDANCE				
OTHER OPERATIONAL TRAVEL				
SUPPLIES AND MATERIALS				xxxxx
ALL OTHER COSTS				xxxxx
TOTAL O.E. BUDGET				xxxxx

9. PL 480

A. PL 480, Title I

1. Introduction

Not unlike a number of other African countries food production in Sierra Leone has declined over the past five years. However, unlike some of its neighbors, it has the land and water resources to become self-sufficient in its staple foods. In addition, it now has an emerging body of technologies that have provided on-farm demonstrations for doubling and tripling rice yields as well as yields of other food crops.

Until 1979 Sierra Leone was able to manage its moderate purchases of rice and wheat in the international market place by using scarce foreign exchange resources. This was done at great cost to food production inputs such as fertilizer, machinery and food processing equipment. Since 1979 it began its import increased quantities of rice which amounted to over 25 million dollars per annum. In 1980 its foreign exchange reserves plummeted as diamonds, gold, coffee and cocoa markets softened. In 1982 and 1983 the U.S. PL 480 Title I program increased substantially to 3 and 3.6 million dollars respectively mostly for rice.

2. Rice Import Policy

In 1983 the GOSL experienced a good harvest (October 1982-February 1983 harvest period). Government decided it had to take drastic measures to alleviate pressure on its foreign exchange resources as well as its recurrent budget. It took a bold decision to privatize most of the external commercial rice purchases, permit the Produce Marketing Board (PMB) to deal with concessional rice purchases and domestic rice procurement, and as necessary to authorize PMB to go into the international market in order to avert serious rice shortages. It further determined that all external rice procurement would be traded at the commercial rate of exchange, an action that will effectively double the price of imported rice.

The GOSL's strategy was clear. Reduce imports, eliminate subsidies on rice that were being sustained by PMB, involve the private sector in an area that demands very disciplined entrepreneurship and look to market forces to edge up the prices of domestic rice. The Mission applauded the Ministry of Finace for its enlightened position, and in March attempted in a small but important way to get Washington (USDA) to assist in reinforcing the government's position by reducing the amount of rice in its 1983 allocation from 3 million dollars to two million dollars and substituting wheat

in its place. In retrospect our failure to achieve this was an unfortunate lapse in what has otherwise been a fairly consistent AID policy in Sierra Leone. We fully expect that the government will experience some tightness in its rice supplies over the next six months and may seek relief with further concessional rice purchases. It is almost impossible to determine precisely the stock levels in the country at any one time as much of the marketing is done through the private sector in Sierra Leone. Experience by PMB, however, indicates that rice is held for periods no longer than about two months by private wholesalers. Large stores of rice, therefore, are not a common phenomena in Sierra Leone, which accounts in part at least for its recurring and widespread "hungry season" in August and September.

3. Local Currency Generations

PL 480 rice is handled by PMB and wheat by Seaboard Milling. Each of these corporations are required to deposit local currencies equivalent to the value of the commodity into a special account in the Central Bank.

The USAID and Ministry of Development in prior years met to program the currencies for development activities. When the AAO arrived in February 1983 he suggested the inclusion of Finance and Agriculture in the planning meetings. This has broadened the decisionmaking body and has stimulated some interest in the establishment of a government-wide food committee. Once agreement is reached on the allocation of the local currencies, a list is published for the Ministries concerned and recipients notified. Requests for allotments rise through the relevant ministries and forwarded to development and to Finance. Finance then issues a warrant to the Central Bank which in turn transfers the funds to the proper section in the Development Budget. USAID is informed when such transfers are made. USAID is also informed about special account balances on a monthly basis.

Personnel in the Ministry of Development's Planning Unit schedule periodic visits to the field to evaluate projects financed by the local currency account. They focus particularly on aided self-help projects, a category in the development budget that finances community level projects of merit.

The Mission plans to finance periodic evaluations of such projects with PD&S funds in 1983 utilizing ministry, university (local), private consulting firms and USAID personnel depending on the nature of the project. Beginning in 1984 local currency financing will be planned for local currency portfolio evaluations.

During the past year the local currency account financed programs in fisheries development, Peace Corps

initiatives, ACRE, community self-help projects, and seed multiplication. The scope of local currency financed projects is likely to expand over the next two years.

B. PL 480, Title III

1. The Need for Food

There are two primary preconditions for a Title III program. The first is a need for food. Sierra Leone's ability to achieve self-sufficiency in rice and other food crops indigenous to its people has been on an accelerated decline over the past five years. While it has been purchasing rice for a number of years its heavy buying did not occur until 1979/80 when it suffered from an infestation of army worms followed by adverse weather in 1980/81. In the past several years it has had to import over 75,000 tons of rice annually. Its consumption of rice at the same time increased from 126 kg per capita to approximately 131 kg, a figure that may be overstated as the result of cross-border trade. While rice is its staple food, it is supplemented by cassava leaves and tubers, sweet potatoes, a variety of beans and vegetables, and by fish as a major animal protein.

Over 286,000 farmers, of which 99% are small scale farmers on plots of less than 2 hectares per farm, farmers, most of whom produce rice, engage in subsistence agriculture, 20 to 25% of their production of rice in good years is sold to urban markets. Despite their subsistence livelihoods, Sierra Leonean farmers are influenced by market forces and are responsive to economic incentives as virtually all operate within the market place, be it with palm wine, palm kernels, coffee, cassava, beans, groundnuts or rice.

Sierra Leone has the potential to become self-sufficient in rice and in other indigenous foods within the next five years. It produces rice on approximately 400,000 hectares but its productivity per unit of farm land is very low - less than a total of 300,000 MT of milled rice is produced or less than 1 MT per hectare. Its consumption is around 400,000 MT/p.a. About 20% of this is imported at a cost of over 25 million dollars. The land resources are in place for increases in rice production and the technology to ensure self-sufficiency is currently being developed and tested at the Central Research Station at Njala under the USAID-funded project, Adaptive Crop Research and Extension, ACRE.

Sierra Leone does not grow wheat, and its importance as a convenience food is steadily increasing. Up until 1980 it purchased commercially 25 to 30,000 MT of wheat per annum from the U.S. to meet its needs. When its foreign exchange dried up in 1980/81, it opened up imports of flour from Europe while the U.S. Joint Venture Milling Company virtually closed down. For the next several years Sierra Leone will need help to keep up its requirements of wheat, thus, a logical commodity for import under PL 480.

2. The Policy Imperative

The second precondition for a Title III program is the potential for some degree of food self-sufficiency and the political will to take the hard decisions to modify existing policies to bring about change.

The Government of Sierra Leone needs help at this stage of its development to accelerate adoption of improved technologies by farmers. At the project level, it will require sustained local cost and foreign exchange financing, training at degree and non-degree levels, and technical assistance. Projects in cropping and farming systems research and development, intensified field extension activity, development of inland valley and swamp areas for rice and tuber cultivation, seed multiplication, development of private sector input supply systems and agri-business activities will take precedence as major government programs. Government currently supports these programs, or has indicated it would seek assistance in these critical areas.

At the policy level, every bit as important as project development, government now supports or has indicated publicly that it will encourage the modification of pricing policies for farm products, increase of budgetary allocations to the agriculture sector, improvement of policies effecting marketing, storage and distribution, establishment of policies that enhance private sector distribution of fertilizer and other agriculture inputs, and the elimination of subsidies on fertilizer and agricultural machinery. It has also indicated a strong interest in the organization of farmer associations as a means for privatizing supply input distribution and credit.

Sierra Leone has demonstrated by its performance the discipline and the interest required to undertake the onerous task of implementing a Title III program. Under the current PL 480, Title I program, the GOSL adhered to the agreement to deposit local currency generations in a special account in the Central Bank, it has programmed the local currencies jointly with USAID and has released funds for specific approved budgeted activities through the treasury warrant system, thus, providing an accountability trail. Furthermore, it has a positive approach in its willingness to discuss policy issues such as fertilizer subsidies and farmgate and consumer prices.

We believe that with a modest Title III program of $5 million per annum for a sustained period of about five years composed largely of wheat, the amount of leverage the U.S. economic assistance program can reasonably exercise will be substantial. The experience to-date with Title I currencies indicates that USAID leverage can be used to help government over some of its more difficult policy decisions.

C. Sierra Leone's Economic Situation

Sierra Leone's balance of payments situation has deteriorated steadily since the early 1970s as import bills increased, largely as a result of the sharp increase in energy prices after 1973, and exports fell in value and volume. Balance of payments deficit increased from 3.9% of GDP, in FY 80 to 11% of GDP in 1981. Its development problems are characterized by a highly dualistic agriculture sector based on subsistence with low productivity and high value export sector; by an exceptionally low rate of saving, estimated at only 2% of GDP in FY 82, and by poor performance in the development of human resources. Much of its long term growth prospects depends on development of both agriculture and human resources.

D. Apologia for Exceeding AAPL

The Mission is proposing an increase in its AAPL level for PL 480, Title I/III from three million to five million dollars in FY 85 and beyond. The increase is based on unfavorable prospects for an upturn in Sierra Leone's foreign exchange situation coupled with a critical need to increase food crop production. The five million dollars will provide less than 17% of the amount of food projected as Sierra Leone's imported grain requirements per annum over the next three to five years. Title III is appropriate because of the favorable environment for preconditions for a Title III program in Sierra Leone and the need and willingness on the part of Government to take the hard decisions necessary to increase food production.

The Mission has discussed the provisions of a Title III with officials in the Ministries of Development, Finance and Agriculture as well as with the Produce Marketing Board and Seaboard Milling (the Consignee for all wheat procurement in Sierra Leone). There is recognition of the fact that an extensive assessment is needed as justification for a Title III program, identification of GOSL policies in areas related to food production and an agreement for the resolution of policies that are found to be disincentives to food production. The response to the discussion has been favorable and in fact officials offered to cooperate by making data and personnel available to the PID team.

The Mission believes that a PID can be developed in November/December of 1983 and a PP in March/April of 1984.

Country/Office Sierra Leone

FY 1985 ANNUAL BUDGET SUBMISSION

TABLE XI

P.L. 480 TITLE I/III REQUIREMENTS
(Dollars in Millions, Tonnage in Thousands)

COMMODITIES	FY 1983 Agreement $	FY 1983 Agreement MT	FY 1983 Shipments $	FY 1983 Shipments MT	FY 1983 Carry into FY 1983 $	FY 1983 Carry into FY 1983 MT	Estimated FY 1984 Agreement $	Estimated FY 1984 Agreement MT	Estimated FY 1984 Shipments $	Estimated FY 1984 Shipments MT	Estimated FY 1984 Carry into FY 1984 $	Estimated FY 1984 Carry into FY 1984 MT	Projected FY 1985 Agreement $	Projected FY 1985 Agreement MT	Projected FY 1985 Shipments $	Projected FY 1985 Shipments MT	Projected FY 1985 Carry into FY 1985 $	Projected FY 1985 Carry into FY 1985 MT
Title I																		
Rice	3.0	10.0	3.0	10.0	-	-	1.0	2.2	1.0	2.2	-	-	1.0	2.2	1.0	2.2	-	-
Wheat	.6	3.5	.6	3.5	-	-	2.6	9.5	2.6	9.5	-	-	4.0	14.5	4.0	14.5	-	-
Total	3.6	13.5	3.6	13.5	-	-	3.6	11.7	3.6	11.7	-	-	5.0	16.7	5.0	16.7	-	-
Of which Title III*	-	-	-	-	-	-	-	-	-	-	-	-					-	-
Rice													1.0	2.2	1.0	2.2		
Wheat													4.0	14.5	4.0	14.5		
Total	3.6	13.5											5.0	16.7	5.0	16.7		

COMMENT:

*See PL 480 , Title III narrative for preliminary justification for Title III and for 5 million dollar level.

FY 1985 ANNUAL BUDGET SUBMISSION

TABLE XII

Country/Office Sierra Leone

PL 480 TITLE I/III

Supply and Distribution
(000 Metric Ton)

STOCK SITUATION	FY 1984	Estimated FY 1985
Commodity - Rice		
Beginning Stocks	6	6
Production	360	390
Imports		
Concessional	25	25
Non-Concessional	32	20
Consumption	408*	417*
Ending Stocks	6	19
Commodity - Wheat		
Beginning Stocks	1	1
Production	-	-
Imports		
Concessional	8	12
Non-Concessional	17	13
Consumption	25	25
Ending Stocks	1	1
Commodity -		
Beginning Stocks		
Production		
Imports		
Concessional		
Non-Concessional		
Consumption		
Ending Stocks		

Comment:

*Per capita consumption of 131 kg; population of 3.14 million at mid 1983, and P.A. rate of growth at 2.3 percent.

FY 1985 ANNUAL BUDGET SUBMISSION

TABLE XIII

PL 480 TITLE II

I. Country SIERRA LEONE

Sponsor's Name Catholic Relief Services

A. Maternal and Child Health.....Total Recipients 72,000

No. of Recipients by Commodity	Name of Commodity	(Thousands) KGS	Dollars
72,000	Soybean Salad Oil	864	712,800
72,000	Plain Bulgur	1,728	452,736
72,000	N. F. D. M.	1,728	190,080
Total MCH		4,320	1,355,616

B. School Feeding.....Total Recipients

No. of Recipients by Commodity	Name of Commodity	(Thousands) KGS	Dollars
Total School Feeding			

C. Other Child Feeding.....Total Recipients

No. of Recipients by Commodity	Name of Commodity	(Thousands) KGS	Dollars
Total Other Child Feeding			

D. Food for Work.....Total Recipients 8,000

No. of Recipients by Commodity	Name of Commodity	(Thousands) KGS	Dollars
8,000	Soybean Salad Oil	40	33,000
8,000	Plain Bulgur	400	104,800
Total Food for Work		440	137,800

E. Other (Specify).....Total Recipients 2,000

No. of Recipients by Commodity	Name of Commodity	(Thousands) KGS	Dollars
2,000	Soybean Salad Oil	12	9,900
2,000	Plan Bulgur	120	31,440
Total Other		132	41,340
			1,534,756

II. Sponsor's Name Catholic Relief Services

CATHOLIC RELIEF SERVICES - USCC

Sierra Leone Program

PL 480 Title II Program Plan - FY 1984

I. **Mode of Operation**

A. **Identification**

1. Name of operating sponsor:

Catholic Relief Services - USCC/Sierra Leone Program
8 Howe Street, Freetown, Sierra Leone

2. Counter-part Agencies

a. Ministry of Development and Economic Planning
b. Ministry of Social Welfare
c. Ministry of Health

3. Staffing

a. American Citizen Representatives:

Program Director - Dale Gilles
Program Assistant - Michael Ridenour

b. National Staff:

National Food & Nutrition Supervisor	-	Gladys Carrol
Regional Food & Nutrition Supervisor	-	Dorcas Kamanda
" " " "	-	Ekua Willoughby
" " " "	-	Masarah Tarawali
" " " "	-	Yvonne Roberts
Office Manager	-	Marie Lomas
Project Officer	-	Kanja Sesay
" "	-	Alie Forna
Administrative Assistant	-	Joseph Kamara
Ports Officer	-	Nathaniel Jones
Food Accounts Officer	-	Simeon Zumenu
Bookkeeper	-	Victoria Ganu
Warehouse Manager	-	Ibrahim Kamara
Secretarial Staff (3)		
MCH Clerks (2)		
Storekeepers (2)		
Mechanics (2)		
Drivers (13)		
Interpreters (10)		
Watchmen (8)		
Drivers' Assistants (6)		
Messenger (1)		

B. Agency Agreements

CRS operates in Sierra Leone under the auspicies of an agreement with the Government of Sierra Leone (GOSL) signed by the Minister of Social Welfare on November 29, 1963 and amended on April 1, 1965.

These agreements provide that:

1. CRS will have duty free privileges to import all PL 480 Title II foods as well as all supplies deemed necessary for relief and/or development programs.

2. The GOSL will bear costs for clearing, transporting, storage and warehousing of PL 480 Title II supplies.

3. The GOSL will provide CRS with an annual grant to cover expenses for administration and supervision of relief and/or development activities. This grant compensates for office expenses, renumeration of local personnel, administration expenses and transportation. The current annual contribution for these recurrent expenses is Le 441,000 (US $ 180,000) (Le 2.45 = US $ 1.00).

4. CRS/SL be allowed to import duty free all vehicle necessary for the operation of its program and be allowed to purchase duty-free petrol, gas oil and lubricants for same.

5. It be made known that food supplies are gifts of the people of the United States of America to the needy people of Sierra Leone without discrimination.

6. CRS shall bring any misuse of PL 480 Title II foods to the attention of the appropriate Ministry of the GOSL.

There is no bilateral (blanket) agreement between the Government of Sierra Leone and the Government of the United States of America under which Catholic Relief Services operates.

C. Area - Scope - Conditions of Operations

The CRS/SL Title II program is nation wide. It incorporates MCH clinics at permanent health centres (static clinics) in all 12 districts of the country, MCH mobile clinics in every district except three, food for work projects (FFW) in most areas, and Health Cases (HC) in several locations.

Title II commodities are transported and delivered to all the above sites by CRS/SL personnel and with CRS equipment. This transport of food is in accordance with the country agreement whereby the GOSL provides CRS with a cash grant to affect the delivery of Title II foods. Deliveries are made on a regular basis to static and mobile MCH clinics, local private voluntary organisations and food for work sites. The MCH clinics receive two month supplies. Since MCH mobile clinics see a greater number of patients, delivery is made to these stations twice monthly. Food for work is delivered as required.

As Sierra Leone is in a tropical zone and receives close to 200 inches of rainfall per year in some areas, this causes considerable road hazards in the rainy season. For those areas most affected by poor roads, CRS/SL will at times deliver a four month supply of Title II foods to MCH clinics. Storage facilities at those clinics are adequate enough to handle a four month supply.

Distribution of PL 480 Title I[1] food in Sierra Leone is mainly in dry form for home consumption. Food preparation demonstrations where clinic staff instruct mothers on the proper method of preparing PL 480 Title II foods for children are also done. CRS/SL has the full responsibility and authority of the GOSL to supervise and monitor the distribution described above. The rations are reflected in Section J. of this Program Plan. In FFW projects the food is sometimes cooked and served to the workers at the end of a hard day at a community orientated work project, thus further strengthening the bonds of unity and participation. However, the majority of FFW commodities are distributed in dry form.

D. Control and Receipting - Records, Procedures and Audits

The control of commodity distribution is carried out in the following steps:

1. Shipping documents are processed for duty free entry of PL 480 Title II foods upon receipt of the invoice of goods from Catholic Relief Services New York Headquarters.

2. CRS/SL ports officer arranges for the proper ex-ship's tackle surveys to be made of Title II foods which include on-board inspection. CRS/SL generally receives landing talies from the independent surveyor to document losses which are the ocean carrier's responsibility. Joint surveys by the Sierra Leone Ports Authority and shipping companies are made for damaged cargo. Independent surveys, having been waived by USAID in the past, have been done under renegociated terms and have been satisfactory. CRS/SL will continue to persue improvement in ex-ship's tackle surveys.

3. Upon receipt of all ex-ship's tackle documentation CRS/SL files a report to the CRS New York office which in turn files the appropriate claim against the ocean carrier.

4. Title I[1] food is cleared from the port by CRS personnel with CRS lorries and/or private commercial vehicles. Delivery from the port is documented by waybills which show the quantity loaded at port and delivered to CRS warehouses. Delivery reports are jointly verified by the Sierra Leone Ports Authority and CRS/SL.

5. CRS/SL warehouses the Title II commodities with accurate inventories of food received and shipped. Regular inventory reports are made and kept on file in the CRS/SL office. Deliveries of commodities to the above mentioned institutions are documented by waybills in triplicate - one copy CRS/SL office, one copy receiving institution, one copy signed by receiving part and returned for CRS/SL files.

6. All receiving institutions are required to report to CRS/SL on a monthly basis showing the number of recipients and the Title II food rations distributed to them. These food return forms are monitored by CRS/SL to insure that the proper ration is being given. The number of recipients checked against the amount of food delivered checked against the established ration checked against the balance left over serves as an effective monitoring tool. Monthly visits are affected at most clinics by a Food and Nutrition Supervisor in order to verify stock balances, receipts, witness food distribution and follow-up in the event of discrepancy.

7. CRS/SL personnel - Food and Nutrition Supervisors and Projects Officers - supervise the use and distribution of Title II foods on sites. These end-use checks are reported to the CRS/SL office for monitoring and evaluation. In an effort to improve supervision of the clinics as well as the data received from the MCH program, four Food and Nutrition Supervisors and a National Supervisor are actively monitoring the program. Two full time MCH clerks now monitor all returns from the field.

8. Receipt, delivery and distribution of Title II foods are reported by CRS/SL to USAID in the commodity status and loss report and the recipient status report. These reports along with AER, call forwards, and all other reports required by CRS headquarters and/or USAID are kept on file for examination and/or audit for three years after close of the program year.

E. Port Facilities - Practices

Queen Elizabeth II Quay at Freetown provides adequate facilities to handle the shipment of Title II foods. Storage space is ample; foods are always stored in sheds. Duty-free importation is guaranteed by the GOSL and all handling, porterage and demurage fees of the port are waived. Permission is granted by the Sierra Leone Ports Authority for independent surveys and/or CRS inspection The Sierra Leone Ports Authority waives all rent, demurage, porterage and handling charges for Title II shipments through the Ministry of Finance.

F. Storage Facilities

CRS/SL currently operates three warehouses in Freetown, one owned by CRS at Kissy and two government warehouses available for CRS activities. They are fully enclosed with concrete floors and are well maintained. The warehouse at Kissy is 68' x 30' with walls of cement block, corrugated iron sheet roof, concrete floor and ventilation ducks in the ceiling. Pallets are used to cover the floor surface. Watchmen are on duty at all times.

The government warehouses operated by CRS/SL free of charge include one through the Sierra Leone Ports Authority which is a double quonset structure of heavy duty corrugated iron with a concrete floor and ventilation ducks. The second warehouse, a large concrete floored, adequately ventilated, cement block walled structure, is in a compound owned and operated by the Ministry of Works. Pallets are used to cover the floor surfaces. Watchmen are on duty at all times. Pallets are always used to store all Title II foods. Two smaller warehouses are kept by CRS/SL in the provinces at Bo and Makeni for emergency use. Storage for MCH mobile clinics is at Catholic Mission compounds in the respective districts. All MCH static clinics have their own storage facilities. CRS maintains control of the above warehouses for full supervision of PL 480 Title II programs.

G. Inland Transportation

Transportation of Title II foods is usually done by CRS lorries. Currently there are six operating lorries - four purchased with GOSL grants and two with USAID Outreach Grant. MCH mobile vehicles haul small quantities of foods from district storage facilities to village clinic sites.

H. Processing - Repacking

Title II foods are repacked as required either in the Sierra Leone Ports Authority or CRS/SL warehouses. Provisions for rebagging/reconstituting expenses made by USAID are utilized by CRS/SL to procure materials as required per shipment. Rebagging of torn and/or damaged cereal bags ex-ship's tackle and in the port is done by Sierra Leone Ports Authority personnel under CRS/SL supervision. Reconstituting leaking tins of soybean salad oil is done by CRS/SL personnel at CRS warehouses.

I. Financing

Four principle sources of revenue assist in financing the operation of the Title II program in Sierra Leone.

1. CRS New York provides an annual operating budget for CRS/SL for office administration and field support of all programs including the Title II food program. American CRS staff members are stationed in Sierra Leone and supported from the CRS New York Headquarters. CRS contributes approximately $35,000 as direct support to the program in addition to the support of the international staff.

2. Grants from the GOSL Ministry of Development and Economic Planning and Ministry of Social Welfare and Rural Development reaching Le441,000 (US $180,000 at Le2.45 = U.S. $1.00) were provided to CRS/SL for the recurrent expenses of the Title I[1] food program in FY 82-83. This grant covers salaries, vehicle expenses and administration costs.

3. CRS/SL receives revenue from MCH clinics via unassociated charges. The revenue is used for supervisory activities, vehicle expenses, equipment procurement (scales and weight charts) and salaries of local personnel. Since FY 81 these fees have been fixed at Le0.40 for mobile clinics and Le0.35 for static clinics.

4. Sale of container revenues are collected at MCH clinics and are used for overall program support in accordance to USAID regulations.

J. Acceptability of PL 480 Title II commodities - Computation of Food Requirements:

The commodities used in the CRS/SL Title I[1] program are plain bulgur, non-fat dried milk and soybean salad oil. In all three cases, experience has shown that these are acceptable to people of Sierra Leone and pose no threat to the local diet of rice and palmoil. The success of food for work program in which plain bulgur wheat and soybean salad oil are distributed to workers exemplifies the easy transition from rice to bulgur wheat made by local people. Protein rich foods are used in MCH clinics and have been found to be a very valuable nutritional compliment to the local diet.

The high quality of this protein rich food is recognized and it is easily made into "gruel" or "pap" by mothers for child feeding. MCH clinic staff give food preparation demonstrations where the proper method of preparing these foods is shown to mothers.

The rations outlined below represent the prescribed protein/calorie requirement established by the CRS Africa Regional Office staff in Nairobi and approved by USAID.

	Oil	NFDM	Bulgur
1. MCH children under five Ration per month (kilos)	1	2	2
2. MCH mothers Ration per month (kilos)	1	2	2
3. Food for Work workers and dependents Ration per month (kilos)	.5	-	5
4. Individual Health Cases Ration per month (kilos)	1	-	5

K. Program Publicity

The source of the Title II foods is clearly expressed to recipients at MCH clinics and food for work sites. This is done most effectively by social welfare workers who prepare food demonstrations in which the donor is identified. CRS/SL instructs all recipient institutions to indicate the source of the Title II foods.

L. Estimate of Program Duration

The nutritional status of the under-five child remains critical in Sierra Leone. This delicate position is reflected in high mortality and morbidity rates for the target group. Considering such circumstances, it is recognized that the CRS/SL program with Title II food is a valuable component to the health delivery system in the country. Currently, the target for the MCH program is 72,000 children and pregnant mothers. In view of the above, it is clear that the Title II program is a benefit to recipients and will continue to be so.

II. Plans of Operation for Specific Types of Projects

A. MCH

Through static and mobile clinics the MCH program covers the entire country. The objective of the program is to improve the nutritional status of the children under five years of age and pregnant mothers so that they will resist disease and develop their full human potential. An analysis of child weight through individual and communal charting is used to achieve the objective along with nutrition education and food supplementation. The current program target is 72,000 children under five and mothers of child bearing age.

Specific clinic operation at both static and mobile clinics is as follows:

1. Food demonstrations and discussions on nutrition, health and hygiene are prepared for the groups of mothers.

2. Ante-natal consultations are given

3. Children are weighed and their weights are recorded on their individual charts and the community master charts.

4. Consultations with the nurse are given for each child with his or her mother where medical conditions and the nutritional status are reviewed. The mother pays the respective clinic fee (Le0.40 for mobile clinic and Le0.35 for static). Serious cases are referred to district hospitals.

5. PL 480 Title II foods are distributed to the mothers. For control purposes, tickets are given to mothers after paying the fee and this ticket is presented at the food distribution point. The rations per recipient are outlined above.

End-use checks on the distribution of Title II foods are carried out by the four CRS/SL Food and Nutrition Supervisors. The supervisors consistantly review food return forms and advise clinic staff on the correct rationing. The fees collected at clinics are, in part, used to defray the expenses of this supervisory activity which entails extensive travel as end-use checks are made five days a week.

Supervisors are equally active in supporting clinic staff in professional capacities. This assistance focuses on treatment and prevention of disease caused by nutritional deficiencies. A very significant aspect of this training is the instruction in the use of weight data to identify serious cases, assist those cases and follow the development in growth of the child. This insures directly the use of Title II foods for improvement in the nutritional status of children and pregnant mothers.

B. <u>Economic and Community Development through FFW</u>

Projects supported by the Title II food for work program basically focus on feeder road construction, agricultural development or swamp land for rice cultivation, construction of community and health centres, schools and water supply systems. These projects are active throughout the country and are designed on the one hand to augment economic development by increasing production and facilitating access to markets and on the other to develop community ecucation and health systems.

A major FFW project is the Small Farmers' Project for the development of inland valley swamp rice cultivation. This joint Ministry of Agriculture, Peace Corps, CRS/SL project assists 1,200 farmers and their families in clearing new farm land and bringing it under cultivation.

A total of 8,000 beneficiaries per month will be assisted in FY 84 over a ten month period through the FFW program.

C. Health Cases

PL 480 Title II foods are distributed to institutions which assist the malnourished due to disease or poor economic conditions. These institutions are the Ministry of Social Welfare, St. Vincent de Paul Society, Ministry of Health Government Hospital Children's Wards, Kambia Children's Polio Hospital, Leprosy Control Program Hospitals, etc. During FY 84 CRS will assist 2,000 beneficiaries monthly under this system.

III. Contributions to Program

Contributions to the total PL 480 Title II program from all sources for FY 84 are projected to be as follows:

A. USAID		
1. Value of PL 480 commodities		
a. Bulgur Wheat	$ 557,600	
b. Non Fat Dried Milk	190,500	
c. Oil	787,400	
2. Ocean Freight	506,700	
		2,042,200
B. Catholic Relief Services		120,000
C. Government of Sierra Leone		
1. Operation Grant	180,000	
2. Duty exemption from petrol (estimated)	20,000	
3. Government Warehousing	50,000	
		250,000
D. Beneficiary Contributions		
1. Static Clinic Fees	144,000	
2. Mobile Clinic Fees	96,000	
		240,000
E. Sale of Containers		15,000
F. Overseas Fund Agencies (estimated)		100,000
Total		2,767,200