

U.S. Agency for International Development

Sierra Leone

FY 2002

Resource Request

**USAID Africa Bureau**  
*April 2000*

*Please Note:*

The attached FY 2002 Results Review and Resource Request ("R4") was assembled and analyzed by the country or USAID operating unit identified on this cover page.

The R4 is a "pre-decisional" USAID document and does not reflect results stemming from formal USAID review(s) of this document.

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## PREFACE

This 2002 Resource Request presents the first Resource Request (for FY 2002) for the Sierra Leone Program. It also provides information and background for the budget allocations made in FY 2000 and planned allocations for FY 2001. This is a transitional year in which the Sierra Leone Program is being launched, subject to approval of the Sierra Leone Strategic Plan FY 2001 - 2002. Once this Strategy is approved, formulated objective statements, performance indicators and activities will be in place.

This document is presented in one part. Since this is a new program there are no results to be reviewed.

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# USAID SIERRA LEONE RESOURCE REQUEST FY 2002

## A. Program Narrative

### Introduction

USAID's Africa Bureau has agreed to increase the flow of DA resources to Sierra Leone in FY 2000, and has provided a control level of \$5 million for FY 2001. Budget request tables and alternate tables in this document reflect how these resources might be programmed and request funding levels for FY 2002. The tables include resources for two program-funded local hire PSCs to manage the Africa Bureau programs. If approved by USAID and State, one local hire PSC would be posted in Sierra Leone and one in Guinea.

This resource request is consistent with commitments made by the Secretary of State in October 1999 and subsequent pledges made at a March 27, 2000, donors' conference in London. The Bureau has agreed to provide support for specific targeted activities for no longer than a three-year period beginning in FY 2000 and ending in FY 2002. The Bureau is not planning to open a Mission in Sierra Leone or dedicate additional USDH staff to manage activities there. Rather, the Bureau has identified mechanisms requiring minimum management to provide necessary resources to key areas where constraints exist in current or planned programs by other USAID offices and donor agencies.

### Overview

USAID began a program in Sierra Leone in 1991 to promote reconciliation and to address the root causes of the conflict. In 1999, USAID supported a broad-based civil society movement for peace which resulted in a negotiated peace agreement, bringing eight years of brutal war to an end. USAID has continued to provide support since the signing of the Lome Peace Agreement. This has consisted of continued assistance to civil society to enhance dialogue, build confidence among stakeholders and create an environment for reintegration and reconciliation. USAID has provided technical assistance to the Government of Sierra Leone for commissions described in the Lome Agreement. Finally, USAID has supported the development of a nationwide, non-formal education campaign for disenfranchised youth to support demobilization, re-integration and reconciliation.

Despite these efforts, during and following the rebel attack on Freetown in early January 1999, an estimated 5,000 people were killed. The January crisis left Sierra Leone with an estimated 700,000 to 1,000,000 internally displaced persons. At present, the United Nations High Commission for Refugees estimates that there are 470,000 Sierra Leonean refugees in neighboring countries. Since January, United Nations sources have documented that nearly 4,000 children are missing. Relief assessments are confirming earlier fears that the humanitarian situation is dire in areas which were inaccessible,

sometimes for more than a year. The United Nations estimates the 1,000,000 people in these areas will require humanitarian assistance. Widespread destruction of housing means the crisis will continue for the internally displaced people well beyond the cessation of conflict despite assistance for rebuilding and food aid in Freetown.

The United Nations reports that health delivery services are adequate in accessible areas but needs are critical in areas just becoming accessible. Malaria tops the list of reported illnesses and there is a growing problem with chloroquine-resistant malaria. The United Nations Children's Fund considers cholera the second-highest health risk in Sierra Leone although there has been no major outbreak to date. Measles has also been a persistent problem. U.N. agencies and several NGOs are addressing these pressing problems.

Development Assistance funds will go beyond humanitarian relief to help speed recovery. With improvements in access, private voluntary organizations can now expand agricultural programs in order to revitalize farms and communities throughout the North and East. Internally displaced persons, refugees, former combatants and people who remained in place during the war need access to funds, services and materials to rebuild communities and generate income. Post-harvest losses must be reduced to help return Sierra Leone to a food secure situation.

Democratic practices, systems and values also need to be re-established. For decades preceding the fighting, Sierra Leone experienced coup after coup and governance broke down at both the national and local levels. Efforts are needed to rebuild a sense of nationhood and to reconcile estranged groups.

### **Other Donors**

The U. S. Government remains the leading provider of humanitarian aid to Sierra Leone and Sierra Leonean refugees in Guinea and Liberia. The U.S. Government was the largest single donor to Sierra Leone in FY 1999 providing \$34.8 million. As the fighting has waned, the United Kingdom has been providing assistance across a number of sectors. These include humanitarian relief, democracy and governance, and the Government of Sierra Leone's disarmament and reintegration processes. The World Bank has established a Multi-Donor Trust Fund for the disarmament, demobilization and reintegration process. A number of bilateral donors have contributed including Canada, Sweden, Japan and Germany.

### **FY 2000-2002 Program**

A USAID team which reviewed the situation in Sierra Leone in February 2000 is laying out options for USAID assistance. In support of the Lome Peace Agreement, USAID anticipates supporting recovery efforts of war-torn communities; elections as called for in the Lome Accord; activities that would contribute to reconciliation among different groups; and maternal child health care and HIV/AIDS endeavors. Economic Support Funds will supplement these efforts through support to other democracy and governance activities. USAID will continue to make funding available for victims of war.

USAID will continue to provide training for war-affected communities, civil society and commissions established under the Lome Accord. Relief food for work activities, seeds and tools programs and other assistance will be expanded into previously insecure areas to assist the people of Sierra Leone, including former combatants as they rebuild their communities.

### **Activity Level Resource Request - FY 2000**

#### **FY 2000 Request**

The Africa Bureau has been providing funds through the Displaced Children and Orphans Fund and Leahy War Victims Fund since 1999. In FY 1999, USAID awarded a \$1,500,000 grant to UNICEF to support reunification and psychological and social reintegration of former child soldiers, young girls who have been sexually exploited and other displaced and at-risk children.

USAID will provide \$1.017M DA in FY 2000 for assistance for victims of atrocity under the Leahy War Victims Fund (LWVF) and the Displaced Children and Orphans Fund (DCOF). The systematic and intentional mutilation of innocent civilians, including very young children and women in Sierra Leone has left an estimated 600 to a thousand amputee survivors, many of them double amputees. While the numbers of victims is relatively small in comparison with the overall population, the nature of the injuries, the lasting effects of the trauma, and the personal tragedy for the individuals involved constitute a national tragedy.

In addition to the DA funds requested, \$25,672,000 in PL 480 emergency food aid has been requested. These funds will be administered by the Bureau for Humanitarian Response.

#### **FY 2000 Request Summary (\$000)**

<b><u>Program/Activity</u></b>	<b><u>Amount</u></b>
LWVF	517
DCOF	<u>500</u>
Total	\$1,017
PL 480	\$25,672,000

## **Alternate FY 2000 Request**

In FY 2000, in response to a number of factors, including the severity of the war, the slow pace of disarmament and demobilization and attendant need for additional resources; commitments made by the Secretary of State during her October trip; and critical constraints that can be addressed by resources, the AA/AFR has approved additional FY 2000 DA resources for Sierra Leone (above and beyond the \$1,017,000 described above).

Decisions concerning the use of these funds were made in close consultation with the Department of State, the National Security Council, and key donors. These funds will be used as follows:

Tentative agreement has been reached to provide \$1M of DA and \$ 1M of ESF (for a total of \$2M) to the World Bank-managed Multidonor Trust Fund (MDTF) for reintegration related activities. The intention is to support grants to local and international NGOs, citizens' groups and businesses to rebuild communities ravaged by war. Because USAID recently learned that the MDTF commingles donors' contributions and cannot "earmark" funds for a particular activity, GC guidance will be sought regarding programming and accountability before going forward with this pledge.

Some \$500,000 DA will be combined with an additional \$500,000 ESF to support political processes and national elections, mandated to be held between November 2000 and February 2001. If the Revolutionary United Front (RUF) rebels do not disarm and demobilize, the US will not support elections, but USAID must begin to provide technical assistance to the National Elections Commission as early as possible to prepare for their eventuality. Both DA and ESF funds will be transferred to G/DG for the CEPPS grant. OTI will also provide \$1 million for political processes/ elections, but OTI funds will probably be channeled directly to NGOs that are already working with civil society groups under OTI-funded grants.

Some \$1 million DA in FY00 has been pledged to assist the GOSL and UK in accelerating implementation of the Disarmament, Demobilization and Reintegration (DDR) Plan. These funds would support technical assistance to the GOSL to move the DDR process forward and to improve implementation of the myriad of programs currently planned or under way. Activities would help the GOSL and lead donors to transform planning documents and disparate programs being implemented into a unified program where responsibility is assigned, problems resolved, and programs implemented. Additional consultations are needed with the American Embassy/Freetown, GOSL, WB and UK to determine if and how USAID might assist. If these parties do not endorse this proposal, the funds would be used to support reintegration or reconciliation activities within communities.

Finally, the alternate request increases the original FY 2000 DCOF and LWVF to a new total of \$1M and \$1.017M respectively. The resulting grand total for the FY 2000

alternate request is \$4.517M of DA and \$1.5M of ESF, not including the \$25,672,000 in PL 480 emergency food aid mentioned in the previous FY 2000 Request Summary.

**Alternate FY 2000 Request Summary  
(\$000)**

<u>Program/Activity</u>	<u>Amount</u>
LWVF	1,017
DCOF	1,000
DDR	1,000
Reintegration	1,000
Elections	<u>500</u>
Subtotal (DA)	4,517
Elections (ESF)	500
Reintegration (ESF)	<u>1,000</u>
Subtotal (ESF)	1,500
Grand Total	\$ 6,017
PL 480	\$25,672,000

**Activity Level Resource Request - FY 2001 and FY 2002**

**Reintegration Assistance**

The resource request to support reintegration activities for communities is \$2 million DA for FY 2001 and \$1.2 million FY02. The alternate table for FY01 increases the \$2 million request by \$200,000 to pay for two local hire PSCs to manage the program. The FY 2001 request assumes a successful Disarmament and Demobilization Process, which means the resettlement of about 1.5 million people into communities and farms that have been ravaged by war and in desperate need of rehabilitation. Because USAID is not planning for a mission or long-term development program in Sierra Leone, the request assumes that the bulk of reintegration work would begin in FY01, incrementally funded in FY 2002, and closed out in FY 2003.

As discussed above, the intention was to provide a contribution to the Multi-donor Trust Fund, but we may need to opt for other obligating mechanisms, such as direct grants to OFDA partners. If we obligate directly to NGOs for community-level reintegration/development activities, we would break down the funds by sector, rather than consider them “Economic Growth” monies.

The FY 2001 alternate budget request and FY 2002 request include program funds to support two local hire PSCs to manage these funds. If the Ambassador agrees, one PSC would be based in Freetown and a second PSC (possibly part-time) would be based in Conakry.

### **Leahy War Victims Fund (LWVF) and Displaced Children & Orphans Fund (DCOF)**

Planned continuation of these two programs in FY 2001 will require \$1M DA for LWVF and \$500,000 for DCOF. A planned \$500,000 for each of these two funds will be required in FY 2002.

### **Democracy and Governance**

As corruption, inequity, public sector mismanagement, and centralization of power comprise some of the root causes of the conflict, \$500,000 DA and \$2.5 million ESF DG funds are being requested for FY01 and \$500,000 DA and \$2 million ESF for FY02 to help strengthen fragile democratic institutions, values and practices in the immediate post-electoral period. If the elections are postponed, these funds will undoubtedly be used for continued support for political and electoral processes. It would be the Africa Bureau's first preference for ESF funds to be used for democracy and governance efforts, particularly elections. However, in the event that ESF in general, and Country in Transition Funds and DHRF funds in particular, remain tight, we are proposing a modest \$500,000 in DA to ensure a US contribution for important multi-donor funded political processes.

### **HIV/AIDS**

The Embassy's 2000-2002 MPP identified HIV/AIDS among the basic health concerns upon which USG assistance should focus. The Mission's objective seeks to "support the return of the CDC Atlanta-based program specialists and/or CDEC officers from Abidjan to further a stronger HIV/AIDS program effort." CDC has also begun conversations with the Ministry of Health, presumably with a view toward a nation-wide HIV/AIDS initiative.

STI/HIV prevention in Sierra Leone has been recognized as a priority by WHO, UNICEF, major donors, including USAID, the World Bank and all major local and international NGOs. The UNAIDS theme group for Sierra Leone has recently been reestablished and, in conjunction with the GOSL's National AIDS Control Program (NACP), has drafted a national AIDS prevention strategy for the years 2000-2002.

According to CDC, the available HIV data in Sierra Leone suggests that the epidemic has become generalized since the civil war began. ANC data show that in 1990-1991, HIV seroprevalence was less than 1%; by 1997 it was 7% and is expected now to be higher

still. In 1989, 12% of commercial sex workers (CSWs) in Freetown were reported to be HIV positive and by 1997, this had risen to 70%. In the military, HIV seroprevalence rates have increased from 0.4% in 1991 to 12% in 1996. CDC is advocating population-based surveys, which in Freetown, represent a component of the HIV prevention strategy of the NACP. The objective would be to provide data immediately useful to this program, such as HIV and STI seroprevalence data in the general adult population, as well as among high-risk groups such as the military, ex-combatants, displaced persons and commercial sex workers.

Presumably, once access improves and more information is available on the breadth of HIV/AIDS in Sierra Leone, much will need to be done in this area. Therefore, funding has been programmed at relatively high levels (\$1M in 01 and 02) to allow for USAID participation in a multi-donor effort.

**PL 480**

A need for PL 480 emergency food aid is foreseen in both FY 2001 and FY 2002. The Bureau for Humanitarian Response estimates funding levels at \$20 million for FY 2001 and \$10 million for FY 2002, contingent on assessments of need and access to targeted populations.

**FY 2001 & 2002 Request Summaries  
(\$000)**

<b><u>Program/Activity</u></b>	<b><u>FY 2001 Amount</u></b>	<b><u>FY 2002 Amount</u></b>
LWVF	1,000	500
DCOF	500	500
Reintegration	2,000	1,200
D/G	500	500
HIV/AIDS	<u>1,000</u>	<u>1,000</u>
Subtotal (DA)	5,000	3,700
 D/G (ESF)	 2,500	 2,000
 <b>Grand Total</b>	 <b>\$7,500</b>	 <b>\$5,700</b>

**Donor Coordination:** Clearly, the UK has the political lead in Sierra Leone, but the U.S. plays a critical role both financially and politically. Other bilateral donors include Japan, Germany, Norway, Sweden, Canada, Switzerland, the EU, and many UN agencies (including UNDP, UNOCHA, UNHCR, UNICEF, WHO, WFP). The key multilateral donor is the World Bank, which is providing financial and technical assistance to the GOSL for demobilization and reintegration. There is no shortage of coordination mechanisms in Sierra Leone. Two Government Commissions (NCDDR and NCRRR) set

policy and coordinate DDR activities. In addition to participating on GOSL-led meetings, there is a humanitarian relief coordination body in Sierra Leone, funded by the US. Monitoring committees have been established under the terms of the Accord. Donors meet regularly, both formally and informally, to discuss policy, programs, and financing of the peace process.

The USG also has internal coordination mechanisms, including Inter-agency Working Groups, and USAID has an internal Working Group on Sierra Leone, to which various State Bureaus are invited.

## **B. OE and Workforce Requirements**

USAID operates in Sierra Leone as a non-presence country. That is, program development, implementation, and oversight and monitoring will take place without a USAID Mission presence. As such, no OE & Workforce tables are required for the purpose of this Resource Request.

It is planned that implementation and oversight will take place from one PSC based in Freetown and one PSC (perhaps half-time) in USAID Guinea. Overall responsibility for the program will rest with the USAID Guinea Mission.

**FY 2001 Budget Request by Program/Country (alternate)**

Fiscal Year: 2001      Program/Country: Sierra Leone  
 Approp: DFA/CSD  
 Scenario: Increase from CP level

S.O. # , Title	FY 2001 Request													Est. S.O. Expenditures	Est. S.O. Pipeline End of FY2001	
	Bilateral/Field Spt	Total	Agri-culture	Other Economic Growth	Children's Basic Education (*)	Other HCD	Population	Child Survival (*)	Infectious Diseases (*)	HIV/AIDS (*)	Health Promotion (**)	Environ	D/G			
<b>AFR/SD SO 22: Policies, Strategies and Programs Improved for Preventing, Mitigating and Transiting Out of Crises</b>																
Bilateral	2,200			2,200				0							1,100	1,100
Field Spt	3,000						500	DCOF	1,000	1,000	War Victims	500		2,017	1,700	
	5,200	0	2,200	0	0	0	500	0	1,000	1,000	0	500		3,117	2,800	
Bilateral	0					0	0		0					0	0	
Field Spt	0					0	0		0					0	0	
	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Bilateral	0					0								0	0	
Field Spt	0					0								0	0	
	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Bilateral	0													0	0	
Field Spt	0													0	0	
	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Bilateral	0													0	0	
Field Spt	0													0	0	
	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Bilateral	0													0	0	
Field Spt	0													0	0	
	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
<b>Total Bilateral</b>	<b>2,200</b>	<b>0</b>	<b>2,200</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,100</b>	<b>1,100</b>	
<b>Total Field Supp</b>	<b>3,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>500</b>	<b>0</b>	<b>1,000</b>	<b>1,000</b>	<b>0</b>	<b>500</b>	<b>0</b>	<b>2,017</b>	<b>1,700</b>	
<b>TOTAL PROGR</b>	<b>5,200</b>	<b>0</b>	<b>2,200</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>500</b>	<b>0</b>	<b>1,000</b>	<b>1,000</b>	<b>0</b>	<b>500</b>	<b>0</b>	<b>3,117</b>	<b>2,800</b>	

Econ Growth	2,200
Democracy	500
HCD	0
PHN	2,500
Environment	0
Program ICASS	0
GCC (from all Goals)	0

Dev. Assist Program	3,700
Dev. Assist ICASS	0
<b>Dev. Assist Total:</b>	<b>3,700</b>
CSD Program	1,500
CSD ICASS	0
<b>CSD Total:</b>	<b>1,500</b>

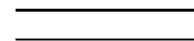
Prepare one set of tables for each Fiscal Year (FY2000, FY2001, FY2002)  
 Prepare one set of tables for each appropriation Account  
 Tables for DA and CSD may be combined on one table.  
 For the DA/CSD Table, columns marked with (\*) will be funded from the CSD Account. (\*\*) Health Promotion is normally funded from the CSD Account, although amounts for Victims of War/Victims of Torture are funded from the DA/DFA Account

## Accessing Global Bureau Services Through Field Support and Buy-Ins

Objective Name	Field Support and Buy-Ins: Activity Title & Number	Priority *	Duration	Estimated Funding (\$000)			
				FY 2001		FY 2002	
				Obligated by:		Obligated by:	
Operating Unit	Global Bureau	Operating Unit	Global Bureau				
	Consortium for Elections and Political Process Strengthening (CEPPS) 936-SSO2	High	2 years		500		250
	Patrick J. Leahy War Victims Fund 936-6004.55	High	2 years		1,000		500
	Displaced Children and Orphans Fund 936-6004.50	High	2 years		500		500
	Implementing AIDS Prevention and Control Activities (IMPACT) 936-3090.02 *	High	2 years		1,000		1,000
<b>GRAND TOTAL.....</b>					<b>3,000</b>		<b>2,250</b>

\* For Priorities use high, medium-high, medium, medium-low, low

\*This represents a potential buy-in only. Any investment will be made only after an activity is fully scaped-out.



## ANNEX C. Compliance With Environmental Regulations

<b>Planned Program</b>	<b>Type of Activity</b>	<b>Implementing Mechanism</b>	<b>IEE Required?</b>
LWVF - War Victims	Medical assistance, prosthetics, polio vaccinations, etc	Global	yes
DCOF - Children & Orphans	Orphans assistance, reunification of children with families, child soldier reintegration	Global	yes
Reintegration	Resettlement, economic integration, etc.	Contribution to World Bank MultiDonor Trust Fund	Follow World Bank Environmental procedures
Elections	Electoral training & TA	Global	yes
DDP - Disarmament & Demobilization	Provision of TA for coordination & management of MultiDonor Trust Fund	Direct contracts for TA	yes

All of the planned Sierra Leone programs for FY 2000 - 2002 are listed above. Final determination of how and where the respective IEE's are to be developed will be made by the Bureau Environmental Officer.