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MISSION REPORT ON THE MID-TERM REVIEW OF THE
UNDP FOURTH COUNTRY PROGRAMME FOR SIERRA LEONE
(FREETOWN, 24-27 JULY 1990)

BY

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A. Introduction

1. In February, 1988, the United Nations Development Programme (UNDP) Governing Council approved the Fourth Country Programme for Sierra Leone covering 1988-1992. In April 1989, a joint UNDP/GOSL annual Review was held to determine the extent of the implementation of the programme. Mid-way through the programme's implementation however, the UNDP and the government of Sierra Leone (GOSL) had decided to undertake a comprehensive mid-term review as a follow-up to the April 1989 Annual Review of the country programme.

2. The Mid-Term Review took place under the co-host of the Ministry of National Development and Economic Planning (MNDEP) and UNDP, in Freetown (Sierra Leone) from 24 to 27 July 1990.

3. The main objectives of the review were:-

- (a) to focus on strategic issues of policy and operational concerns of the country programme;
- (b) to determine the implication of changes in national development strategies and policies as it relates to the actual implementation and/or sequencing of the programme and project execution;
- (c) in the context of (a) and (b) above, to confirm the continued relevance and quality of the earlier objectives and planned activities associated with the country programme;

- (d) and finally, to re-define priority actions for UNDP funded or UN system-wide project and programme activities in the country in the context of the prevailing socio-economic conditions.

B. Attendance

4. The delegation of Sierra Leone was headed by H.E. Dr. Sheka Kanu, Minister of National Development and Economic Planning (MNDEP) assisted by the development Secretary, Mr. Francis Karemo. Also in attendance were Permanent Secretaries, Deputies and other officials of other key Ministers and Agencies of government as well as parastatal bodies (see list of participants).

5. The UNDP Resident Coordinator/Resident Representative, Mr. Onder Yucer, led the UNDP technical Back-stopping team. UN agencies and other organizations participating at the Review included: UNIDO, UNESCO, ILO, UNDTCD, UNCTC, ITC/UNCTAD/GATT, UNV, UNFPA and ADB. The ECA was represented by Mr. John M. Foday, Economic Affairs Officer, LDCs/Socio-economic Research and planning Division (The list of participants is annexed to the final report).

C. Summary of Proceedings

C.1 Opening session

6. Following a brief introductory remark by the Development Secretary of MNDEP, Mr. Francis Karemo, the Minister of National Development and Economic Planning, H.E. Dr. Sheka Kanu, in an opening statement, stated that numerous attempts by the government and/or in collaboration with such multilateral institutions as the

IMF and the World Bank, including a GOSL/IMF Economic Recovery Programme in place since 1986/87, had failed to arrest the persistent and rapid deterioration of the Socio-Economic Conditions in Sierra Leone throughout the 1980s. He further stated that, by all indicators, the economy was still suffering from low production, poor export performance, widening balance of payment and budget deficits, shortages of foreign exchange and its impact on the availability of vital goods and services including raw materials for industry, and the mounting external debt obligations.

7. Dr. Kanu pointed out that the UN system has contributed significantly to government's efforts towards development in general and underscored the importance the government of Sierra Leone attached to UN Technical Assistance programmes in the country. With respect to the GOSL fourth country programme, the Minister noted that although the implementation rate was satisfactory yet there were still difficulties related to poor management and coordination, low morale of local counterpart staff, drain on the civil service staff resources which constrains the services' absorptive capacity for technical assistance programme; and more crucial, the unavailability of adequate counterpart funding in local currency terms.

8. Notwithstanding these difficulties, the Minister noted that the objectives of the programme were still consistent with national strategies and policies as well as priorities. The objectives of the programme could be maintained but a re-orientation was desirable to keep policy and operational issues focussed at the grassroot levels. Finally, Dr. Kanu informed the meeting that a GOSL/IMF/World Bank tripartite negotiation was underway on a Policy Framework Paper (PEP) which will form the basis of a new Economic Recovery Programme.

9. The UNDP Resident Coordinator/Resident Representative, Mr. O. Yucer, pointed out that the technical cooperation arrangements under the fourth country programme was designed to address three critical and inter-related objectives, viz, support for Public sector management and planning; promotion of food self-sufficiency through direct support to the policy objectives of the government's green revolution programme; and promotion of grassroot participatory development. The annual review of the GOSL Fourth Country Programme in April 1989, had confirmed the validity and relevance of these objectives.

10. One of the major bottlenecks experienced during the first-half of the programme's implementation, related to the duplication of efforts by government institutions in terms of aid-coordination at the national level. While UNDP would strive to enhance aid-coordination for UN system-wide operations in the country, the government should streamline the fragmented aid-coordination practices of specialized sectoral Ministries and agencies of government. finally, Mr. Yucer commended the efforts of participating UN agencies in the GOSL Fourth Country Programme, most especially for the increase in financial resources from \$26 million in 1988 to \$40 million in 1990 and other pipeline allocations by WFP, CDF and UNFPA.

C.2 Substantive issues before the Review

11. The Review addressed the following broad areas:-

- I. Objectives and orientation of the programme.
- II. Financial Resources.

III. Programme implementation:- progress towards objectives in the areas of:- Support for public sector management and planning; management deficiencies; promoting food self-sufficiency and promoting grassroot development.

IV. Particular areas of GOSL/UNDP focus:-

- aid-coordination and administration
- the social dimension of structural adjustment
- women in development
- environment
- private sector development.

C.3 Agreed Conclusions and Recommendations

12. The concluding chapter of the Final Report: "Republic of Sierra Leone/United Nations Development Programme: Fourth Country Programme for Sierra Leone (1988-1992) - Mid-Term Review - GOSL/UNDP, July, 1990" - contains a detailed summary of the agreed conclusions and recommendations that resulted from the exchange of views on the substantive issues outlined in C.2 above. (copy attached).

13. There are over 40 projects in operations with funding from UNDP, UNFPA and WFP and other UN agencies. In general, the mid-term review noted with satisfaction the rate of programme implementation and confirmed the validity and relevance of the objectives and orientations of the programme while emphasizing the need for continued technical assistance support to public sector management with special focus on human resources development and poverty alleviation. In terms of financial resources, the review noted a sharp increase in programme resources from an approved amount of \$26 million in 1988 to \$40 million in 1990 with

additional pipeline allocations from such UN executing agencies as WFP (\$10 million) and (DF (\$5 million). In regard to the modalities for project execution, the review recommended the increasing use of nationals as experts and consultants in Agency Executed project and programmes, and the expansion of the role of NGOs especially in sustaining the achievements already attained.

14. To mitigate the adverse impact of structural adjustment, the mid-term review urged the government to re-enforce its initiatives in taking into account the social dimensions of adjustment in the formulation of stabilization and structural adjustment measures. The Review also recommended that the government should take steps to benefit from the experience and expertise of UNECA under the on-going project of an African Alternative Framework to Structural Adjustment Programmes (AAF-SAP).

D. Mission's observations and recommendations

15. Under the UNDP fourth country programme for Sierra Leone, the ECA is neither an Executing Agency for any of the UNDP-funded projects nor is it implementing any project under the United Nations Trust Fund for Africa's Development (UNTFAD). The ECA Secretariat is, however, providing technical assistance and Advisory Services to various Ministries and Agencies of the government of Sierra Leone either under joint programming e.g. ECA/FAO or directly e.g. ECA/Statistics and GOSL/MNDEP/CSO. This uncoordinated approach to delivering ECA's technical assistance makes it difficult to evaluate the impact of the secretariat's activities in the context of UN System-wide operations in the

country and to pin-point areas of cooperation with other UN

Agencies. The Mission recommends that the Sierra Leone country officer of TACOO should collate all programmed Technical Assistance and Advisory Services of the Substantive Divisions of ECA planned for Sierra Leone and compile a Country Profile of ECA Activities for the period 1990-1992 (the last three years of the fourth country programme).

16. Sierra Leone is presently preparing an Economic Recovery programme on the basis of a Policy Framework Paper (PFP) that is jointly prepared by GOSL/IMF/World Bank. At the Review, the ECA Representative gave a detailed background to AAF-SAP, notably the policy directions and policy instruments as well as an indication as to how ECA can provide assistance to African countries for the preparation of their respective policy-packages. On the basis of the ECA intervention, the mid-term review urged that the government of Sierra Leone should endeavour to draw on the resources of ECA in the preparation of the Economic Recovery Programme (ERP), in particular, to ensure that the social dimensions of adjustment, as seen by from the African Alternative framework, is adequately reflected in the country's ERP. The mission recommends that the ECA should capitalize on the paragraph of the Final Report of the Mid-Term Review that deals with this issue in order to solicit a working arrangement with the Ministry of National Development and Economic Planning, for ECA to be able to contribute to the preparation of the Economic Recovery Programme. This will be a step forward as it provides an opportunity for ECA to introduce AAF-SAP Policy instruments (even if it is experimental) into an Economic Recovery programme of an African country since AAF-SAP itself was adopted by the ECA Conference of Ministers in 1989.