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الاستثمار في السكان الريفيين

جمهورية سيراليون

برنامج الفرص الاستراتيجية القطرية

2025-2020

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المجلس التنفيذي – الدورة التاسعة والعشرون بعد المائة  
روما، 20-23 أبريل/نيسان 2020

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## خريطة العمليات التي يمولها الصندوق في البلد



إن التسميات المستخدمة وطريقة عرض المواد في هذه الخريطة لا تعني التعبير عن أي رأي كان من جانب الصندوق فيما يتعلق بتقسيم الحدود أو الترخوم أو السلطات المختصة بها.

المصدر: الصندوق الدولي للتنمية الزراعية | 2020-03-12



## موجز تنفيذي

- 1- يبلغ عدد سكان جمهورية سيراليون 7.54 مليون نسمة، 63 في المائة منهم يعيشون في المناطق الريفية. وفي حين أن متوسط العمر المتوقع منخفض، فإنه قد ارتفع في العقد الماضي من 45.5 سنة في عام 2006 إلى 53.9 سنة في عام 2017. وفي عام 2019، احتلت البلد المرتبة 181 من أصل 189 بلدا من حيث التنمية البشرية. وتعاني نصف الأسر في سيراليون من انعدام الأمن الغذائي.
- 2- ولكن الأفق الاقتصادي لسيراليون جيد نسبيا. ومن المتوقع أن يرتفع النمو الحقيقي للناتج المحلي الإجمالي من 3.5 في المائة في 2018 إلى 5.2 في المائة بحلول عام 2021، وفقا للبنك الدولي.
- 3- والزراعة هي العمود الفقري لاقتصاد سيراليون، وتنميتها حاسمة للنمو والحد من الفقر. وتشمل القيود الأداء الضعيف لسلاسل القيمة الزراعية الرئيسية، مع الثقة المنخفضة بين المنتجين، والنطاق المحدود للصناعات الزراعية المتوسطة والكبيرة. ومن المشاكل الأخرى الإنتاجية الزراعية المنخفضة، والوصول النادر إلى التكنولوجيا المحسنة، ونقص الخدمات المالية لصغار المزارعين.
- 4- وسوف يشكل تغير المناخ تحديا للزراعة، مع عواقب مختلطة على المحاصيل الرئيسية وآثار سلبية على الأمن الغذائي. ولكن سلاسل القيمة الكفوة سوف تحفز منتجات أكثر وأفضل نوعية.
- 5- وترسم خطة التنمية الوطنية متوسطة الأجل للفترة 2019-2023 في سيراليون مسارا واضحا نحو هدف تحقيق وضع البلد ذات الدخل المتوسط بحلول عام 2039 من خلال النمو الشمولي. وتقدم الخطة الوطنية للتحويل الزراعي للفترة 2019-2025 دورها تفاصيل الخطط الرامية إلى تحقيق الأهداف الزراعية لخطة التنمية الوطنية متوسطة الأجل، مع تركيز الأولويات على: (1) الاكتفاء الذاتي من الأرز؛ (2) تنمية الثروة الحيوانية؛ (3) تنويع المحاصيل؛ (4) الإدارة المستدامة للغابات وحفظ التنوع البيولوجي.
- 6- ويغطي برنامج الفرص الاستراتيجية القطرية الجديد الحالي الفترة 2020-2025، وتتمثل غايته الشاملة في تحسين مستويات المعيشة والأمن الغذائي للسكان الريفيين من خلال زيادة دخول السكان الريفيين رجالا ونساء، وإيجاد الوظائف لهم، وتعزيز قدرتهم على الصمود في وجه تغير المناخ، مع التركيز بشكل خاص على الشباب. وتتواءم جميع الأهداف مع خطة عام 2030. وتقدر قيمة تمويل الصندوق لبرنامج الفرص الاستراتيجية القطرية بحوالي 123.9 مليون دولار أمريكي.
- 7- واستجابة للتحديات المحددة في القطاع الريفي، وبما يتماشى مع توصيات مكتب التقييم المستقل في الصندوق لعام 2019، سيكون لبرنامج الفرص الاستراتيجية القطرية الحالي ثلاثة أهداف استراتيجية:
  - (1) تطوير سلاسل قيمة شمولية، ومقاومة لتغير المناخ تعزز الثروة، والأمن الغذائي، والتغذية، وإيجاد الوظائف في المناطق الريفية، مع تركيز خاص على مشاركة الشباب من الرجال والنساء؛
  - (2) تعميق وتوسيع الشمول المالي، ولا سيما للقطاع الزراعي من خلال إدخال ونشر المنتجات المالية، والسياسات، وحلول تكنولوجيا المعلومات المبتكرة؛
  - (3) تعزيز تقديم خدمات القطاع العام، وإدارة الننانج وصنع القرار المستنير لصالح صغار المنتجين.

## سيراليون

## برنامج الفرص الاستراتيجية القطرية

2025-2020

## أولا – السياق القطري وجدول أعمال القطاع الريفي: التحديات والفرص الرئيسية

- 1- سيراليون موطن لحوالي 7.54 مليون نسمة، 63 في المائة منهم يعيشون في المناطق الريفية. ومع أن متوسط العمر المتوقع منخفض بالمقارنة مع المقاييس الدولية، إلا إنه ارتفع من 45.5 سنة في عام 2006 إلى 53.9 سنة في عام 2017. وقد احتلت البلد المرتبة 181 من أصل 189 بلدا وفقا لمؤشر التنمية البشرية 2019 لبرنامج الأمم المتحدة الإنمائي، مسجلة درجة 0.438.
- 2- الاستقرار يؤدي إلى التنمية الاقتصادية. منذ نهاية حربها الأهلية التي دامت 10 سنوات في عام 2012، تمتعت سيراليون بالسلام داخليا ودوليا. وتحتل حاليا المرتبة 52 من أصل 163 بلدا على مؤشر السلام العالمي، والمرتبة السادسة في أفريقيا. وتواصل التمتع بالسلام والاستقرار الضروريين للتنمية الاقتصادية، وتصنف من قبل معهد الاقتصاد والسلام، الذي يجمع مؤشر السلام العالمي، على أنها تتمتع بـ "حالة سلام عالية".
- 3- الأفق الاقتصادي للبلد جيد، ولكن الاستثمار العام قد يكون مقيدا بالدين المرتفع. سيراليون من أقل البلدان نموا، وبلغ نصيب الفرد من الناتج المحلي الإجمالي فيها 523 دولارا أمريكيا في عام 2018. وقبل أزمة الإيبولا في الفترة 2014-2015، كان لدى البلد واحدا من أعلى معدلات النمو الاقتصادي في العالم – 15.2 في المائة و20.1 في المائة في 2012 و2013 على التوالي. غير أن الإيبولا والهبوط الحاد في أسعار الحديد الخام أدى إلى تراجع النمو الحقيقي للناتج المحلي الإجمالي إلى مجرد 4.6 في المائة في عام 2014، وهبوط الناتج المحلي الإجمالي ذاته بنسبة 20.5 في المائة في عام 2015. ومنذ ذلك الوقت، تحسن الوضع. ومن 3.7 في المائة في عام 2018، يتوقع أن يكون متوسط النمو 5-6 في المائة في الفترة 2019-2020، وأن يكون 5.2 في المائة في عام 2021.
- 4- في نوفمبر/تشرين الثاني 2018، وقع البلد على تسهيل انتمائي ممدد جديد بقيمة 172 مليون دولار أمريكي مع صندوق النقد الدولي. ولكن صندوق النقد الدولي صنف سيراليون كبلد يواجه "مخاطر عالية" لإجهاد الديون، لذا يتوقع أن تبقى الحكومة حذرة من الاقتراض بشكل كبير لتمويل المشروعات الرأسمالية.
- 5- الفقر متفشٍ ويتركز في المناطق الريفية. الفقر أكثر تفشيا من متوسطه في أفريقيا جنوب الصحراء: نسبة 19.6 في المائة من السكان يعانون من الفقر الشديد مقارنة بنسبة 17.2 في المائة في أفريقيا جنوب الصحراء، في حين أن نسبة أولئك الذين يعيشون دون خط الفقر العالمي، 1.90 دولار أمريكي في اليوم، تبلغ 52.2 في المائة، مقارنة بنسبة 44.7 في المائة في أفريقيا جنوب الصحراء. ويتركز الفقر في المناطق الريفية حيث تبلغ المعدلات أكثر من ضعف مثيلاتها في المناطق الحضرية (73.9 في المائة مقابل 34.8 في المائة). وبالنسبة للفقر المدقع، فإن الفرق أكبر – 19.9 في المائة مقابل 3.8 في المائة.
- 6- ولكن الفقر العام في سيراليون هبط 5.6 نقطة مئوية بين 2011 و2018، مع أن ذلك يعود إلى تحسينات في المناطق الحضرية، بينما زاد الفقر الريفي، ولا سيما الفقر الغذائي والفقر المدقع.
- 7- انعدام الأمن الغذائي قد يكون في نمو. انعدام الأمن الغذائي واسع الانتشار في سيراليون، وهو أعلى بكثير في المناطق الريفية (59.1 في المائة) منه في المناطق الحضرية (25.1 في المائة). وأظهرت مسح نظام رصد الأمن الغذائي التي أجراها برنامج الأغذية العالمي في عامي 2018 و2019 تدهورا في الأمن الغذائي.

- وأظهر نظام رصد الأمن الغذائي في أغسطس/آب 2019 أن 4.6 في المائة من سكان سيراليون يعانون من انعدام الأمن الغذائي الشديد خلال المواسم الجافة، بزيادة قدرها 2.6 في المائة منذ سبتمبر/أيلول 2018. وهذا يؤكد وضع الاقتصاد الكلي الحالي الصعب في سيراليون، والذي يتصف بارتفاع التضخم، وارتفاع أسعار الأغذية، وقلة فرص العمل. وبالنظر إلى مستوى الفقر المدقع، كان لزيادات الأسعار أثرا عميقا على صمود الأسر الضعيفة ذات الدخل المنخفض: ارتفعت نسبة الأسر التي تصرف أكثر من 65 في المائة من دخلها على الأغذية من 44.8 في المائة في سبتمبر/أيلول 2018 إلى 56 في المائة في أغسطس/آب 2019.
- 8- **الزراعة هي العمود الفقري للاقتصاد**، وتمييزها حاسمة للنمو الاقتصادي والحد من الفقر. فقد ساهمت الزراعة، والغابات، ومصايد الأسماك مجتمعة بنسبة 50.3 في المائة في الناتج المحلي الإجمالي في عام 2017، وشغلت 86.1 في المائة من القوة العاملة. وتشارك أسرة واحدة من بين كل ثلاث أسر في مصايد الأسماك أو تربية الأحياء المائية. ويستخدم الجزء الأكبر من الأراضي الزراعية لزراعة أرز المرتفعات (35.5 في المائة)، ويتبعه أرز الأراضي المنخفضة (17 في المائة)، والكسافا (10.8 في المائة)، ونخيل الزيت (9.6 في المائة)، وال فول السوداني (9.3 في المائة) والكاكاو (7 في المائة).
- 9- وتوفر النساء أكثر من 55 في المائة من العمالة الزراعية. ويُدرن زراعة حدائق الخضروات، وعمليات تجهيز وتسويق الدواجن المحلية. ولكن الفجوة بين الجنسين في الزراعة، إلى جانب عدم المساواة بين الجنسين في الأسر، يحد من إمكانات النساء. وفي بعض أجزاء البلد، قامت النساء بتنظيم أنفسهن في رابطات قروية ناجحة للادخار والإقراض، والتي توفر الوصول المبسط إلى التمويل.
- 10- يعاني الشباب في سيراليون إلى حد كبير من البطالة والبطالة الجزئية، ويفقدون إلى التعليم والمهارات اللازمة للوصول إلى أسواق العمل. ودمجهم في القطاع الزراعي ضروري. فهم مصدر هام للعمالة الزراعية، ولكن إمكاناتهم كمالكين أو مديرين للمزارع، أو رواد أعمال صغرى/صغيرة تقدم الخدمات للمزارع بانتظار أن تتحقق بشكل كامل.
- 11- **الوصول إلى بذور وتمويل أفضل من القيود الرئيسية على الإنتاجية الزراعية.** عند سؤالهم عن أهم ثلاثة قيود على زيادة الإنتاج الزراعي، ذكر 45 في المئة من المزارعين عدم توفر البذور المستوردة، وأشار 41.5 في المائة إلى نقص الوصول إلى الائتمان، ونسب 39 في المائة اللوم إلى الكوارث الطبيعية أو الإيبولا. كما تم ذكر نقص العمالة الاسرية (31.5 في المائة)، والآفات وأمراض المحاصيل (27.7 في المائة)، ونقص الأدوات (24.7 في المائة)، ونقص الأسمدة (19.1 في المائة).
- 12- **تغير المناخ سيشكل تحديا للزراعة.** هناك مؤشرات على أن تغير المناخ يسبب احترارا في سائر الفصول والسيناريوهات في سيراليون. فارتفاع درجات الحرارة بما بين 1.5 درجة مئوية و2.0 درجة مئوية سينتج عنه ارتفاع خسائر التبخر وانخفاض هطولات الأمطار وتراجعها. وسيكون لتغير المناخ آثار مختلطة على المحاصيل الرئيسية. فعلى سبيل المثال، نخيل الزيت يتحمل درجات حرارة عالية للغاية، وهو مناسب بشكل طبيعي لجميع مناطق سيراليون، ولكنه شديد التعرض لحرائق الأدغال الأكثر احتمالا في الظروف الجافة. والكاكاو – المحصول النقدي الرئيسي والسلعة التصديرية الرائدة – مناسب إيكولوجيا لمناطق الغابات، ولكن درجات الحرارة المتزايدة وهطولات الأمطار المتناقصة تعمل بالفعل على خفض الإنتاج.

## ثانيا – الإطار السياساتي والمؤسسي للحكومة

- 13- ترسم خطة التنمية الوطنية متوسطة الأجل للفترة 2019-2023 لحكومة سيراليون مسارا نحو تحقيق وضع البلد ذات الدخل المتوسط بحلول عام 2039 من خلال النمو الشمولي بحلول عام 2039. وتحدد الخطة أربعة أهداف رئيسية تتمثل في تحقيق: (1) اقتصاد أخضر متنوع وقادر على الصمود؛ (2) دولة يتمتع مواطنوها

بالتعليم، والتمكين، والصحة؛ (3) مجتمع ينعم بالسلام، والوحدة، والأمن، والعدالة؛ (4) اقتصاد تنافسي مع بنية أساسية متطورة.

14- خطة التنمية الوطنية متوسطة الأجل منظمة حول ثماني مجموعات سياساتية: (1) تنمية رأس المال البشري؛ (2) تنويع الاقتصاد وتعزيز النمو؛ (3) البنية الأساسية والتنافسية الاقتصادية؛ (4) الحوكمة والمساءلة عن النتائج؛ (5) تمكين النساء، والأطفال، والمراهقين، والأشخاص ذوي الإعاقة؛ (6) عمالة الشباب، والرياضة، والهجرة؛ (7) معالجة أوجه الضعف، وبناء القدرة على الصمود؛ (8) أساليب التنفيذ. وتتواءم هذه المجموعات مع جداول الأعمال الإقليمية والدولية، ولا سيما أهداف التنمية المستدامة، وخطة الاتحاد الأفريقي لعام 2063، وأهداف بناء السلام وبناء الدولة للاتفاق الجديد، المترسخة في نظرية التغيير للخطة. وتعترف خطة التنمية الوطنية متوسطة الأجل بأن تحسين الإنتاجية والتسويق التجاري في القطاع الزراعي أمر هام للنمو.

15- تفصل الخطة الوطنية للتحويل الزراعي المتوسطة الأجل للفترة 2019-2025، التي تشمل الخطة الوطنية للتحويل الزراعي القصيرة الأجل للفترة 2019-2023، كيفية تحقيق الأهداف الزراعية لخطة التنمية الوطنية متوسطة الأجل، بأولوياتها الأربع: (1) الاكتفاء الذاتي من الأرز؛ (2) تنمية الثروة الحيوانية؛ (3) تنويع المحاصيل؛ (4) الإدارة المستدامة للغابات وحفظ التنوع البيولوجي. وهناك ثلاث سياسات تمكينية: (1) تحسين تماسك السياسات، والتخطيط المشترك والاستراتيجي، والتنسيق، والأبحاث، وتعبئة الموارد؛ (2) جعل الشباب والنساء عوامل محفزة لتنمية الأعمال الزراعية؛ (3) الاستثمار في التكنولوجيا المعنية بالتحويل، مثل المكننة، والري، وإدارة المياه، والاستشعار عن بعد.

16- **المساهمات المحددة وطنياً.** وقّعت سيراليون على اتفاق باريس بشأن تغير المناخ، ومساهماتها المحددة وطنياً تحدد عزم البلد على الإبقاء على مستوى الانبعاثات لديها قريباً من المتوسط العالمي البالغ 7.58 طن من مكافئ ثاني أكسيد الكربون للفرد الواحد بحلول عام 2035، وأن تصبح بلداً محايداً من حيث طرح الانبعاثات بحلول عام 2050. وسوف يتحقق ذلك عن طريق دعم تبني وتنفيذ أفضل إجراءات وحلول التأقلم والتخفيف من الآثار في القطاعين الزراعي والجرعي. وسوف تساعد استثمارات الصندوق الجديدة في تحقيق هذه الأهداف.

### ثالثاً – انخراط الصندوق - الدروس المستفادة

- 17- يضم البرنامج القطري للصندوق عمليتين جاريين:
- (1) برنامج التمويل الريفي والنهوض بالمجتمعات المحلية - المرحلة الثانية، الذي دخل حيز التنفيذ في عام 2013، ويهدف إلى تحسين الوصول إلى الخدمات المالية الريفية. وبلغ التمويل الأصلي للمشروع 22.3 مليون دولار أمريكي، وتم رفده بتمويل إضافي بقيمة 9 ملايين دولار أمريكي في عام 2018 لتقديم رأس مال إضافي لشبكة المؤسسات المالية الريفية.
  - (2) مشروع تنمية سلاسل القيمة الزراعية، الذي بدأ العمل فيه في سبتمبر/أيلول 2019، ويهدف إلى زيادة دخول صغار المزارعين من خلال تعزيز قيادة الأعمال الزراعية. وهو يركز على الأرز، والكافور، ونخيل الزيت، والخضروات. ويبلغ تمويل الصندوق الحالي 40.3 مليون دولار أمريكي، ويتوقع تقديم مبلغ إضافي بقيمة 12.3 مليون دولار أمريكي في عام 2021.
- 18- تشمل الدروس الرئيسية المستفادة منحافظة الصندوق ما يلي:

- (1) لقد شكل الفاصل الزمني بين نفاذ المفعول وأول عملية صرف تقليدياً مشكلة، ولكن تم تقليصه مؤخراً إلى خمسة أشهر. وهناك حاجة للرصد الوثيق.

- (2) على الرغم من أن حافظة الصندوق لها تغطية على نطاق وطني، ينبغي توجيه تنمية سلاسل القيمة في أجزاء محددة من البلد حول مراكز الإنتاج حيث تتواجد الإمكانات المنتجة وحضور وسطاء الجملة من القطاع الخاص. وكما تمت الإشارة إليه في تقييم للاستراتيجية القطرية والبرنامج القطري الذي أجراه مكتب التقييم المستقل في الصندوق، فإن اختيار مجموعات المزارعين القائمة ذات الاهتمام والخبرة بالأرز، والكاكو، والنخيل ساعد على تعزيز مشاركة صغار المزارعين والفقراء منهم الذين يملكون إمكانات زيادة إنتاجيتهم.
- (3) وكما تم تحديده في تقييم الاستراتيجية القطرية والبرنامج القطري، تؤثر البذور ذات الجودة العالية، والأسمدة، والمعدات الممكنة على نتائج المشروعات.
- (4) ينبغي أن يجد تطوير الطرق التوازن الصحيح بين التغطية والجودة لضمان ليس مجرد الوصول، بل والاستدامة أيضا. وينبغي تحديد أولويات الموارد من أجل الصيانة.
- (5) لقد أثبتت المصارف المجتمعية، ورابطات الخدمات المالية التي تم تعزيزها و/أو تطويرها في ظل المشروعات، أنها ناجحة للغاية. ولكن المزارعين على نطاق صغير استفادوا، كما أشار تقييم الاستراتيجية القطرية والبرنامج القطري، بشكل أقل وضوحا. وكان المستوى المنخفض المستمر للإقراض الزراعي عائد إلى السياسات المحافظة للمؤسسات المالية الريفية، بالإضافة إلى افتقارها إلى التدريب المحدد في الإقراض الزراعي، وضعف قواعدها الرأسمالية. وإنشاء قطاع خدمات مالية ريفية تنافسية ومستدامة مسعى طويل الأجل.
- (6) الشمول الاجتماعي والدمج الفعال للنساء والشباب في المشروعات بالغ الأهمية في تحقيق أهداف الصندوق والحكومة. ولكن النجاح يتطلب بناء قدرات المشاركين، وتقديم الأموال لتنفيذ الأنشطة المناسبة في سائر دورة المشروعات.
- (7) في حين أن حيازة الأراضي ليست بالمشكلة الكبيرة مقارنة مع البلدان الأخرى، تواجه النساء والشباب عقبات، وخصوصا فيما يتعلق بالتحكم بالأراضي وأمن الحيازة طويل الأجل. وينبغي تعميم ضمان الوصول المستدام إلى الأراضي في الحافظة.
- (8) وكما تمت الإشارة إليه في تقييم الاستراتيجية القطرية والبرنامج القطري، قام البرنامج القطري للصندوق في الماضي بعدد قليل نسبيا من الأنشطة الموجهة تحديدا إلى الحد من انعدام الأمن الغذائي، معتمدا على زيادة الإنتاج والدخول، وتعزيز تنوع المحاصيل. ولكن وفقا لتقييم الاستراتيجية القطرية والبرنامج القطري، كان لهذا النهج أثر محدود على الأمن الغذائي والتغذية.
- (9) كان لتنفيذ نظام تعلم العمل بشأن قضايا التمايز بين الجنسين إمكانات توليد عدد من النتائج من حيث المساواة بين الجنسين، وتمكين المرأة، والتقدم الاجتماعي-الاقتصادي على مستوى الأسرة. ولكن ينبغي إدارة التنفيذ بعناية وبشكل استراتيجي لضمان الوصول إلى عدد كاف من مغيري قواعد اللعبة في المجتمعات المستهدفة، وبين المستفيدين من الصندوق.
- (10) أظهر استهداف الشباب، مع أنه جزء من الحافظة القطرية، أداء مختلطا، جزئيا بسبب غياب استراتيجية منسقة للشباب تستند إلى التطلعات والاحتياجات المحددة لمجموعات الشباب المختلفة (الأصغر والأكبر سنا، والذكور والإناث).
- (11) بالنسبة للتجهيز الزراعي والتسويق، تم تحقيق نجاح أقل لأن الروابط بين المزارعين والجهات الفاعلة في سلاسل القيمة لم تكن قد تأسست بشكل فعال ضمن الإطار الزمني للمشروعات، كما تم توضيحه في تقييم الاستراتيجية القطرية والبرنامج القطري.



## رابعاً – الاستراتيجية القطرية

### ألف – الميزة النسبية

- 19- معرفة الصندوق العميقة بالزراعة على نطاق صغير، مع أكثر من 40 سنة من التركيز الحصري على صغار المزارعين والتحول الريفي، بالإضافة إلى خبرته الطويلة في البلدان الخارجة من نزاع، تضع الصندوق في موقع قوي للقيام بدور استراتيجي في تعزيز التحول الريفي الشمولي والمستدام في سيراليون.
- 20- تدابير الأهداف الشمولية اجتماعياً لضمان أن أهداف التنمية تصل إلى السكان الريفيين من المجموعات الاجتماعية-الاقتصادية المختلفة، بمن فيها مجموعات الفقراء، والنساء، والشباب. وسوف تُغتنم كل فرصة لإدماج الأشخاص ذوي الإعاقة في جميع المبادرات. وتستند الميزة النسبية للصندوق إلى نهج محوره البشر في تنمية سلاسل القيمة والانخراط السياساتي.
- 21- كجموع للتمويل الإنمائي، يعتبر الصندوق حالياً المنظمة الدولية ذات الحافظة الزراعية الأكبر. ويتوقع أن يكون استثمار الصندوق في سيراليون في نهاية التجديد الحادي عشر للموارد في عام 2021 ما قيمته 137 مليون دولار أمريكي، بما في ذلك 30 مليون دولار أمريكي كتمويل مشترك دولي.

### باء – المجموعة المستهدفة واستراتيجية الأهداف

- 22- المجموعة المستهدفة. ستركز البرامج الممولة من الصندوق على: (1) المزارعين الذين يعيشون دون خط الفقر المهمين في، والقادرين على، الزراعة بصورة مستدامة؛ (2) المزارعين فوق خط الفقر المعرضين للهبوط إلى ما دونه؛ (3) رواد الأعمال الصغرى والصغيرة. وسوف يشمل المستفيدون في هذه الفئات الاجتماعية-الاقتصادية رجالاً ونساءً من أعمار مختلفة، والأسر التي تترأسها نساء. كما سيدعم الصندوق إدماج الأشخاص من ذوي الإعاقة، ولا سيما الشباب منهم، في الأنشطة الزراعية وغير الزراعية.
- 23- استراتيجية الأهداف. سيستخدم برنامج الفرص الاستراتيجية القطرية أساليب استهداف شمولية اجتماعياً لضمان وصول أهداف التنمية إلى السكان الريفيين من الفئات الاجتماعية-الاقتصادية المختلفة، بمن فيها مجموعات الفقراء، والنساء، والشباب. وستشمل تدابير الأهداف الإضافية تخصيص حصص لمشاركة النساء والشباب، وآليات صلبة للتغذية الراجعة، وتزويد الإدارة، والموظفين، ومقدمي الخدمات بالتدريب والشمول الاجتماعي؛ ودمج على مدار دورة المشروعات أفراد المجتمعات المستبعدين بشكل عام عن صنع القرار وعمليات التنمية الأوسع. وسيتم تيسير استهداف الأشخاص ذوي الإعاقة عن طريق إقامة شراكات مع المنظمات غير الحكومية والمنظمات الأخرى ذات الخبرة المطلوبة.
- 24- وسيتم اختيار أقسام محددة توفر أكبر إمكانية لإحداث أثر على أساس العوامل الزراعية الإيكولوجية والمتعلقة بتنمية الأسواق المناسبة. وستعطى الأولوية للأماكن ذات المعدلات المرتفعة للفقر حيث يمكن القيام باستثمارات متعددة ومنسقة، وإقامة روابط مع المزارعين المستقلين ووسطاء الجملة. وسيتركز الدعم لزراعة الكاكاو في الإقليم الشرقي من البلد.
- 25- وسيتم اختيار سلاسل القيمة على أساس عوامل السوق، وتبني سلاسل الحساسية لقضايا التغذية ذات الإمكانيات العالية لاجتذاب صغار المزارعين، ولا سيما النساء. وينبغي موازنة سلاسل القيمة هذه مع الأولويات الموضوعية من قبل الحكومة لتلبية أهداف الإنتاج المحلي للأغذية.

## جيم – الغاية الشاملة والأهداف الاستراتيجية

- 26- **الغاية الشاملة لانخراط الصندوق** هي تحسين مستويات المعيشة والأمن الغذائي للسكان الريفيين من خلال زيادة دخولهم، وإيجاد الوظائف لهم، وتعزيز قدرتهم على الصمود في وجه تغير المناخ. وسوف يستفيد الرجال والنساء، ولا سيما الشباب منهم، بما يتماشى مع أهداف التنمية المستدامة.
- 27- لبرنامج الفرص الاستراتيجية القطرية ثلاثة أهداف استراتيجية:
- الهدف الاستراتيجي الأول:** تطوير سلاسل قيمة شمولية، ومقاومة لتغير المناخ تعزز نمو الدخل والأمن الغذائي، والتغذية المحسنة، وإيجاد الوظائف في المناطق الريفية، مع تركيز خاص على مشاركة الشباب من الرجال والنساء.
- الهدف الاستراتيجي الثاني:** تحسين وتوسيع الشمول المالي، ولا سيما للقطاع الزراعي، من خلال إدخال ونشر المنتجات المالية، والسياسات، وحلول تكنولوجيا المعلومات المبتكرة.
- الهدف الاستراتيجي الثالث:** تحسين تقديم الخدمات، وإدارة النتائج، وصنع القرار المستنير في القطاع العام لصالح المنتجين أصحاب الحيازات الصغيرة.
- 28- **نظرية التغيير** تعترف بأن الأهداف الاستراتيجية مترابطة. وهي تستند إلى عدد من الافتراضات، بما في ذلك: (1) استمرار ظروف السلام؛ (2) رغبة صغار المزارعين في اعتماد توصيات المشروعات والاستثمار في الإنتاج الزراعي الذكي مناخياً؛ (3) تقديم الحكومة والشركاء الإنمائيين للتمويل الضروري. وسيتم تحقيق الغاية الشاملة من خلال حزمة مدخلات مصممة خصيصاً ومتوائمة مع الأهداف الاستراتيجية.
- 29- يتوقع أن يساهم الهدف الاستراتيجي الأول في أربعة نواتج: (1) زيادة إنتاجية سلاسل القيمة الرئيسية (أرز، وكاكاو، ونخيل زيت مستنقع الوادي الداخلي)؛ (2) تحسين نظم ما بعد الحصاد والتسويق في سلاسل القيمة؛ (3) تعزيز البنية الأساسية الريفية في المجتمعات المستهدفة؛ (4) زيادة القدرات التقنية لصغار المزارعين. ويتوقع أن يؤدي الهدف الاستراتيجي الثاني إلى تعزيز النظم الائتمانية الريفية الرسمية، والهدف الثالث إلى: (1) تحسين التخطيط ووضع السياسات في وزارة الزراعة والغابات؛ (2) تحسين إنجاز مؤسسات إمدادات المدخلات الرئيسية؛ (3) تحسين التعاون بين المؤسسات الرئيسية، ومعالجة استنتاج تقييم الاستراتيجية القطرية والبرنامج القطري بأنه على الرغم من الجهود المختلفة، يعرقل تقدم التنمية ضعف النظام المؤسسي، ونقص الشفافية والمساءلة في إدارة الموارد.
- 30- عنصران يعتبران أساسيين لتحقيق هذه النواتج: (1) تعميم قضايا التمايز بين الجنسين، والشباب، والتغذية، والمناخ؛ (2) تعميم مشاركة القطاع الخاص في جميع الأنشطة.
- 31- عندما تتحقق النواتج أعلاه، سيكون برنامج الفرص الاستراتيجية القطرية قد حقق غايته المتمثلة في: (1) المزيد من سلاسل القيمة المنتجة؛ (2) شمول أكبر للنساء والشباب؛ (3) زيادة دخول الأسر الريفية، مع الحد المقابل في معدلات الفقر الريفي؛ (4) تحسين البنية الأساسية الريفية. وسوف تساهم الأنشطة الممولة من الصندوق بشكل متزامن في تحقيق أهداف الخطة المتوسطة الأجل للحكومة، وأهداف التنمية المستدامة للأمم المتحدة 1، و2، و5، و10، و17.
- 32- سيتم تعميم قضايا التمايز بين الجنسين، والشباب، والتغذية، والمناخ كما يلي:
- (1) **التمايز بين الجنسين.** ستواصل المشروعات والبرامج التشجيع على استخدام نظام تعلم العمل بشأن قضايا التمايز بين الجنسين لمعالجة عدم المساواة بين الجنسين على مستوى الأسرة والمجموعات.
- (2) **الشباب.** يعترف برنامج الفرص الاستراتيجية القطرية بأن الشباب مجموعة غير متجانسة، وأنه يجب معالجة احتياجاتهم، ومصالحهم، وقدراتهم المحددة. وسيتم وضع استراتيجية للشباب. وعلاوة على

ذلك، سوف يتلقى كلا المشروعين دعماً من أخصائيين في الشمول الاجتماعي، سيركزون على ضمان التعبئة الكافية، واستهداف ورصد مشاركة الشباب في التدخلات الإنمائية الريفية.

(3) **التغذية.** بالنظر إلى الأهداف الاستراتيجية المختلفة لبرنامج الفرص الاستراتيجية القطرية، ستركز جهود تعميم قضايا التغذية على تنويع سبل العيش، بما في ذلك المحاصيل الغذائية والمنتجات الحيوانية. وسوف تقدم الرسائل المتعلقة بالتغذية بشكل رئيسي، ولكن غير حصري، في سياق الدورات التدريبية لنظام تعلم العمل بشأن قضايا التمايز بين الجنسين. وسيتم السعي للقيام بالتنسيق على المستوى المحلي مع إشراك جميع اللاعبين في الحد من سوء التغذية.

(4) **تغير المناخ.** سوف يركز برنامج الفرص الاستراتيجية القطرية على استراتيجيات التأقلم مع تغير المناخ مع تركيز مخصوص على تعزيز تغذية وتمكين النساء والشباب. وسوف تتمحور استراتيجيات التأقلم حول الإبقاء على الإنتاج وزيادته، من خلال بناء الصمود في وجه آثار تغير المناخ، مثل الخسائر الناجمة عن موجات الجفاف والفيضانات والآفات وحرائق الغابات. وربما تتضمن مثل هذه الإجراءات استخدام البذور المحسنة، وتكييف الممارسات الإنتاجية، وإدخال قدر أكبر من التنوع، وتوفير الخدمات المناخية وعكس تدهور الأراضي وإزالة الغابات.

## دال – قائمة تدخلات الصندوق

33- **القروض والمنح.** يركز مشروع تنمية سلاسل القيمة الزراعية على تحقيق الهدف الاستراتيجي الأول (سلاسل القيمة). ويركز برنامج التمويل الريفي والنهوض بالمجتمعات المحلية - المرحلة الثانية، الذي ينفذ منذ عام 2014، على تحقيق الهدف الاستراتيجي الثاني (الشمول المالي). وكلا المشروعين يدعم تحقيق الهدف الثالث (إيصال الخدمات). وسوف يعكس مشروع جديد في فترة التجديد الثالث عشر لموارد الصندوق أفضل الممارسات والدروس المستفادة من مشروع تنمية سلاسل القيمة الزراعية، وبرنامج التمويل الريفي والنهوض بالمجتمعات المحلية - المرحلة الثانية. وسوف يتحرى الصندوق عما إذا كان يمكن اجتذاب استثمارات الصندوق الرأسمالي للأعمال الزراعية. وسوف يتواصل السعي من أجل منح من الصندوق وشركائه الآخرين، مع التنسيق الوثيق مع حافظة استثمارات الصندوق.

34- **الانخراط السياساتي على المستوى القطري.** كما تم تحديده في تقييم الاستراتيجية القطرية والبرنامج القطري، كانت أبرز مساهمة للصندوق في الانخراط السياساتي في مجال التمويل الريفي. وخلال فترة برنامج الفرص الاستراتيجية القطرية الحالي، سيتم السعي وراء الانخراط السياساتي استناداً إلى دراسات ممولة على مستوى المشروعات بالتنسيق مع الشركاء الإنمائيين مثل منظمة الأغذية والزراعة، وبرنامج الأغذية العالمي، والبنك الدولي.

35- سيركز الانخراط السياساتي على النواتج التالية:

- (1) تعزيز بيئة تمكينية لاجتذاب المزيد من الاستثمارات في قطاع الأعمال الزراعية، ولا سيما بالعمل مع منظمة الأغذية والزراعة بشأن تيسير استهلال مشاريع الأعمال الزراعية؛
- (2) المساهمة في التنفيذ الناجح لسياسة الأراضي في سيراليون لعام 2015، وتقاسم خبرة الصندوق الخاصة بجهود تحقيق أمن حيازة الأراضي طويل الأجل للمستفيدين؛
- (3) دعم الحكومة في تنفيذ سياساتها المتعلقة بالأرز والكاكاو، وتيسير زيادة القدرة التنافسية للإنتاج الوطني؛
- (4) مواصلة تقاسم نتائج نظام تعلم العمل بشأن قضايا التمايز بين الجنسين، والتدابير الأخرى التي تساعد على تمكين المستفيدين.

36- بالاستناد إلى المنتجات السياساتية للجنة الأمن الغذائي العالمي،<sup>1</sup> وخطة العمل العالمية لعقد الأمم المتحدة للزراعة الأسرية، سينخرط الصندوق مع أصحاب المصلحة المعنيين على المستوى الوطني وشبه الوطني للمساهمة في تنفيذ الخطة الاستراتيجية المتعددة أصحاب المصلحة للحد من سوء التغذية للبلد، بقيادة أمانة لوسيع نطاق التغذية.

37- **بناء القدرات.** سيركز البرنامج القطري على ما يلي فيما يتعلق ببناء القدرات:

(1) سيتم تعزيز قدرة وزارة الزراعة على مستوى الأقسام والمجمعات لتحسين تقديم الخدمات، بما في ذلك من خلال إنشاء وحدة مركزية لشؤون الإنجاز تشرف على إدارة الإنجاز والنتائج، بما في ذلك الرصد والتقييم.

(2) سيتم تعزيز مقدمي الخدمات من القطاع الخاص لتحسين جودة ومدى وصول منتجاتهم إلى صغار المزارعين.

(3) سيتم بناء القدرات ضمن المنظمات، والتعاونيات، ومراكز الأعمال الزراعية القائمة على المزارعين فيما يتعلق بالحوكمة الداخلية الشمولية، والإدارة المالية، وتقديم الخدمات للأعضاء، بالإضافة إلى مهارات التفاوض، بهدف الحصول على نفوذ أكبر في الأسواق.

(4) تعزيز القدرات المتعلقة بالتوريد على مستوى الوحدة الوطنية لتنسيق المشروعات.

38- **إدارة المعرفة.** ستسترشد إدارة المعرفة في الصندوق باستراتيجية للمعرفة يجري وضعها في عام 2020 بإدارة مكتب الصندوق في فريتاون. وسيكون هدف استراتيجية المعرفة على المستوى القطري تحسين القدرة على توليد، واستخدام، وتقاسم الأدلة والمعرفة المطلوبة لتحقيق عمليات محسنة وأطر سياساتية أفضل. وسيتم إيلاء اهتمام خاص لضمان روابط قوية بين خطة إدارة المعرفة ونظم الرصد والتقييم.

39- **التعاون بين بلدان الجنوب والتعاون الثلاثي.** سيتم دعم التعاون بين بلدان الجنوب والتعاون الثلاثي بصورة استباقية، من خلال كل من الحافظة الجارية، ووسائل التمويل الأخرى، بالتنسيق الوثيق مع مركز الصندوق للمعرفة والتعاون بين بلدان الجنوب والتعاون الثلاثي في أديس أبابا. وتوفر المجالات التالية مؤشرا على الفرص التي يمكن متابعتها:

(1) أفضل الممارسات في إنشاء وإدارة المشاريع المستدامة لمزارعي المحاصيل الشجرية المستقلين - كما في ماليزيا واندونيسيا؛

(2) الابتكار الرقمي في القطاع المالي الريفي، بالإضافة إلى الاستدامة المؤسسية لبنك Apex - كما في شرق أفريقيا والهند؛

(3) الشراء العام لمنتجات صغار المزارعين من أجل التغذية المدرسية والمؤسسات العامة - كما في البرازيل؛

(4) تحسين الخدمات المالية الريفية.

40- **الاتصالات والرؤية.** ستستخدم منصات تنسيق السياسات متعددة أصحاب المصلحة، والمنتديات المخصصة بمشاركة المزارعين التي يدعمها الصندوق للإبلاغ عن النتائج. وسوف تزداد الرؤية وضوحاً، بما في ذلك من خلال المساهمات في إطار عمل الأمم المتحدة للتعاون في مجال التنمية المستدامة.

<sup>1</sup> بما في ذلك مبادئ الاستثمار المسؤول في الزراعة والنظم الغذائية (2014)، والإطار الاستراتيجي العالمي للأمن الغذائي والتغذية (2017).

## خامسا – الابتكار وتوسيع النطاق لتحقيق النتائج المستدامة

- 41- **الابتكارات.** ستنتم مواصلة تعزيز مدارس المزارعين الحقلية للمحاصيل الشجرية، من ابتكار الجهد المشترك لبرنامج إضفاء الطابع التجاري على زراعة أصحاب الحيازات الصغيرة، والبرنامج العالمي للزراعة والأمن الغذائي. وتشمل الابتكارات الأخرى التي سيتم تشجيعها نموذج المتعاقدين الشباب في المحاصيل الشجرية الذي يوفر الوظائف للشباب؛ ومشاركة وزارة الزراعة والغابات في رصد وجمع بيانات أنشطة المشروعات باستخدام نظام مجموعة البيانات المفتوحة لنقل البيانات في الوقت الحقيقي؛ وتحويل المؤسسات المالية الريفية إلى مصارف مجتمعية لزيادة إيصال الخدمات المالية إلى مناطق تجميع أكبر.
- 42- **توسيع النطاق.** يقوم مشروع تنمية سلاسل القيمة الزراعية بتوسيع نطاق نموذج التدخل الذي تم إدخاله في مشروع الإعمار والحد من الفقر القائم على المجتمعات المحلية، وبرنامج إضفاء الطابع التجاري على زراعة أصحاب الحيازات الصغيرة، والبرنامج العالمي للزراعة والأمن الغذائي وتولي وتوسيع مناطق المحاصيل الشجرية. وسيتم توسيع ابتكار المحاصيل الشجرية لبرنامج إضفاء الطابع التجاري على زراعة أصحاب الحيازات الصغيرة، والبرنامج العالمي للزراعة والأمن الغذائي بدمج التدريب في سلاسل قيمة ما بعد الحصاد ووحدات إدارة المزارع.

## سادسا – تنفيذ برنامج الفرص الاستراتيجية القطرية

### ألف – المظروف المالي وأهداف التمويل المشترك

- 43- سيستمر برنامج الفرص الاستراتيجية القطرية من فترة التجديد الحادي عشر لمراد الصندوق (2019) وحتى نهاية السنة الأولى للتجديد الثالث عشر لمراد الصندوق (2025). وبالنسبة للتجديد الحادي عشر للموارد، تبلغ مخصصات نظام تخصيص الموارد على أساس الأداء 40.8 مليون دولار أمريكي، وتستخدم بالكامل من أجل مشروع تنمية سلاسل القيمة الزراعية. ويفترض أن مخصصات التجديد الثاني عشر للموارد ستكون مماثلة. ويتوقع أن تكون نسبة التمويل المشترك 0.7 كما هو مبين في الجدول 1. وخلال فترة التجديد الحادي عشر للموارد، ستقدم نسبة 27 في المائة من تمويل الصندوق كمنح بموجب إطار القدرة على تحمل الديون، و73 في المائة كفروض بشروط تيسيرية للغاية. ومن غير المحتمل أن تتغير هذه الشروط.

الجدول 1

تمويل الصندوق والتمويل المشترك للمشروعات الجارية والمخطط لها

(بملايين الدولارات الأمريكية)

المشروع	تمويل الصندوق		نسبة التمويل المشترك
	محلّي	دولي	
<b>جار</b>			
برنامج التمويل الريفي والنهوض بالمجتمعات المحلية - المرحلة الثانية	31.3	8.2	-
مشروع تنمية سلاسل القيمة الزراعية	40.3	10.9	29.2
<b>مخطط له</b>			
توسيع نطاق مشروع تنمية سلاسل القيمة الزراعية (أموال التجديد الحادي عشر للموارد)	12.3	8.4	-
مشروع جديد (أموال التجديد الثاني عشر للموارد)	40.0	10.0	20.0
<b>المجموع</b>	<b>123.9</b>	<b>37.5</b>	<b>1:0.7</b>

- 44- المسارات الثلاثة المحتملة على مدى الفترة 2020-2025 الموصوفة في الذيل الثاني قد يكون لها مضامين مختلفة على شروط الإقراض في الصندوق، وتمويل نظام تخصيص الموارد على أساس الأداء. وبموجب

سيناريو الحالة الأسوأ، قد يحتاج مشروع جديد في ذخيرة مشروعات الصندوق إلى التركيز على أهداف استراتيجية مختلفة.

45- رهنا بالموارد المتوفرة والموافقات المطلوبة، سيتم أيضا تقديم طلبات إلى برنامج تمويل القطاع الخاص المتوقع، وبرنامج التأقلم لصالح زراعة أصحاب الحيازات الصغيرة +، مما يعكس أهمية استثمار القطاع الخاص والحاجة إلى حماية سبل عيش المجموعات المستهدفة من الصندوق من تغير المناخ.

### باء – الموارد المخصصة للأنشطة غير الإقراضية

46- كما تمت الإشارة إليه في القسم دال أعلاه، سيقوم الصندوق بمجموعة من الأنشطة غير الإقراضية، بما في ذلك إدارة المعرفة، والانخراط السياساتي، وبناء القدرات، والإدارة المالية العامة. وسيتم تمويل هذه الأنشطة من خلال البرامج الجارية، والمنح العالمية للصندوق، ومنحة من صندوق الشراكة الإنمائية بين الهند والأمم المتحدة بحوالي 1.5 مليون دولار أمريكي.

### جيم – الشراكات الاستراتيجية الرئيسية والتنسيق الإنمائي

47- سيدخل الصندوق في شراكة مع معهد توني بلير لتعزيز إيصال الخدمات، وتنفيذ السياسات، والإدارة المستندة إلى النتائج على المستوى المركزي والمحلي. وسوف تيسر المنصات المتعددة أصحاب المصلحة المدعومة من أجل وضع السياسات المستندة إلى الأدلة الشراكات مع المؤسسات المالية الدولية الرئيسية الأخرى مثل مصرف التنمية الأفريقي، والبنك الدولي. كما سيتم النهوض بالتعاون مع الوكالات التي تتخذ من روما مقرا لها في إطار عمل الأمم المتحدة للتعاون الإنمائي المستدام، وخطة عمل الوكالات التي تتخذ من روما مقرا لها للفترة 2019-2020 من خلال دعم منصات السياسات المذكورة أعلاه (انظر الذيل الثاني عشر).

48- سيستمر بذل الجهود من أجل تحقيق المساواة بين الجنسين من خلال نظام تعلم العمل بشأن قضايا التمايز بين الجنسين، ولكن ليس حصريا، نظرا إلى أن وزارة الزراعة والغابات، ووزارة الرعاية الاجتماعية، والشؤون الجنسانية، وشؤون الأطفال، وهيئة الأمم المتحدة للمرأة، ومنظمة الأغذية والزراعة، من بين جهات أخرى، ستعمل على تمكين المرأة. وسوف يستخدم نظام تعلم العمل بشأن قضايا التمايز بين الجنسين لتعميم عناصر التغذية المتوائمة مع وزارة الصحة والصرف الصحي، وضمن التحالف الأوسع لحركة تعزيز التغذية. وسيسعى الصندوق للاتصال مع وزارة شؤون الشباب، والمجلس الوطني للشباب، وممثلي الشباب في المجالس المحلية، وغيرهم من الهيئات والأشخاص العاملين على المستوى المحلي لتمكين الشباب. وسوف تنسق البرامج والمشروعات مع منظمة الأغذية والزراعة، ومنظمة العمل الدولية لدمج أفضل الممارسات لمنع عمالة الأطفال، وتعزيز سبل العيش الكريمة، وفرص العمل للشباب. كما سيتم السعي للتعاون على المستويات المحلية مع الهيئات العاملة على تحسين أمن حيازة الأراضي.

### دال – انخراط المستفيدين والشفافية

49- ستبذل جهود كبيرة لجلب المعرفة والخبرة الجديدة حول كيفية استخدام آليات التغذية الراجعة من المواطنين من قبل الحكومات، والمنظمات الإنمائية، والقطاع الخاص لجعل التمويل الإنمائي الزراعي أكثر فعالية. ويمكن تجريب أدوات تكنولوجيا المعلومات والاتصالات لتيسير هذا التفاعل وتمكين المواطنين، مع التركيز على الأداء والنتائج. وأخيرا، ستشمل عمليات الصندوق آليات فعالة للتظلم.

## هاء – ترتيبات إدارة البرنامج

50- سيتم الإشراف على البرنامج القطري من قبل المدير القطري الموجود في أبيدجان مع دعم من موظف البرنامج القطري الموجود في المكتب القطري للصندوق في سيراليون. وسوف يتم تنفيذ المشروعات الممولة من الصندوق من خلال الوحدة الوطنية لتنسيق المشروعات.

## واو – الرصد والتقييم

51- باستخدام آلية التقييم الذاتي لمبادرة النهوض بالمعرفة من أجل الأثر الزراعي في الصندوق، وخطة عملها المقابلة، سيبنى تعزيز نظم الإدارة القطرية المستندة إلى النتائج على مسارين للعمل:

(1) سيتم دعم بنية مؤسسية لصنع القرار القائم على البيانات لتتبع تقدم برنامج الفرص الاستراتيجية القطرية بشكل روتيني، والعمل على تصحيح المسار في الوقت المناسب. وسوف يدخل الصندوق في شراكة استراتيجية مع معهد توني بلير، كما ذكر أعلاه، بما في ذلك من أجل رصد وتقييم برنامج الفرص الاستراتيجية القطرية.

(2) سيعمل الصندوق مع أصحاب المصلحة القطريين الرئيسيين، بما في ذلك وزارة الزراعة والغابات، ووزارة التنمية والتخطيط الاقتصادي، ومقر الرئاسة لإدخال أحدث التكنولوجيا من أجل استقاء، ومعالجة، ودمج بيانات أفضل.

52- ستتم مواءمة مؤشرات النواتج والمعالم الرئيسية المدرجة في إطار النتائج مع إطار عمل الأمم المتحدة للتعاون الإنمائي المستدام، وخطة التنمية الوطنية متوسطة الأجل، والخطة الوطنية للاستثمار الزراعي، والخطة الوطنية للتحويل الزراعي. وسوف تؤمن آليات جمع البيانات على مستوى مشروعات الصندوق من خلال إجراء مسح للنواتج بشكل منهجي وتحسين السجلات الإدارية. ولزيادة رأس المال البشري لعملية الرصد والتقييم القطرية، سيضمن الصندوق أيضا مشاركة الموظفين الحكوميين من الوزارات الرئيسية في الدورة التدريبية لبرنامج في الرصد والتقييم الريفيين.

## سابعا – إدارة المخاطر

53- يصف الجدول 2 المخاطر الأكثر احتمالا على برنامج الفرص الاستراتيجية القطرية وتدابير التخفيف لدى الصندوق.

الجدول 2

### المخاطر وتدابير التخفيف

المخاطر	تصنيف المخاطر	تدابير التخفيف
<i>مخاطر سياسية/مخاطر الحكومة</i>		
التطلعات بين الأحزاب السياسية لها آثار غير مباشرة على المشروعات	منخفضة	
<i>مخاطر اقتصادية كلية</i>		
الأولويات المالية المتنافسة تؤثر على الالتزامات المالية الحكومية	متوسطة	مواصلة استخدام الإقراض الميسر والافتراضات الواقعية بشأن التمويل المشترك الحكومي
<i>مخاطر الاستراتيجية والسياسات القطاعية</i>		
عدم وصول أصحاب الحيازات الصغيرة إلى التكنولوجيا المحسنة والتمويل	متوسطة	الاستثمار في الخدمات الريفية، ومدارس المزارعين الحقلية، والتدريب، وحوار السياسات. استراتيجية جديدة لإدارة المعرفة
<i>مخاطر القدرات المؤسسية</i>		
عملية اللامركزية غير المكتملة تعوق التسليم المحلي	كبيرة	الدخول في شراكة مع معهد توني بلير لتحسين الإدارة المستندة إلى النتائج
<i>مخاطر الحافظة</i>		
ضعف رسملة المؤسسات المالية الريفية	عالية	الاستفادة من الصناديق التي تبحث عن استثمارات ذات أثر اجتماعي
<i>مخاطر ائتمانية – إدارة مالية</i>		
ضعف الإدارة المالية والرقابة الداخلية يظهر تناقضات واضحة في الإبلاغ المالي	عالية	تحسينات على الإبلاغ المالي، وإدارة الوقود، والحد من استخدام المدفوعات النقدية
<i>مخاطر ائتمانية – التوريد</i>		
الرصد غير الفعال لأنشطة التوريد من قبل السلطات	كبيرة	بناء القدرات والتدريب
<i>مخاطر بيئية ومناخية</i>		
ارتفاع درجات الحرارة وانخفاض هطول الأمطار	كبيرة	الاستخدام المنهجي لأشجار الظل في مزارع الكاكاو
<i>مخاطر اجتماعية</i>		
مخاطر سيطرة النخبة	كبيرة	استراتيجيات استهداف وشفافية مُصاغة بعناية
الاستغلال والتحرش الجنسيان	كبيرة	تعميم سياسة الصندوق بعدم التسامح إطلاقا على المشاركين في البرامج
<i>المخاطر الإجمالية</i>		
المخاطر الإجمالية	كبيرة	



## COSOP results management framework

Country strategy alignment <i>What is the country seeking to achieve?</i>	Related SDG UNSDCF outcome	Key results for COSOP <i>How is IFAD going to contribute?</i>			
		<i>Strategic objectives</i> <i>What will be different at the end of the COSOP period?</i>	<i>Lending and non-lending activities*</i> <i>for the COSOP period</i>	<i>Outcome indicators**</i> <i>How will the changes be measured?</i>	<i>Milestone indicators</i> <i>How will progress be tracked during COSOP implementation?</i>
<p><b>Medium-Term National Development Plan 2019-2023</b></p> <ul style="list-style-type: none"> <li>- Goal 1: A diversified, resilient green economy</li> <li>- Goal 4: A competitive economy with a well-developed infrastructure</li> <li>- Policy cluster 2: Diversifying the Economy and Promoting Growth</li> <li>- Policy cluster 3: Infrastructure and economic competitiveness</li> <li>- Policy cluster 5: Empowering women, children, adolescents &amp; persons with disabilities</li> <li>- Policy cluster 6: Youth employment, sports and migration</li> <li>- Policy cluster 7: Addressing vulnerabilities and building resilience</li> </ul> <p><b>National Agricultural Transformation Programme 2019-2023</b></p> <ul style="list-style-type: none"> <li>- Cross-cutting: Enabling Environment and Governance</li> <li>- Priority 1: Towards Rice self-sufficiency</li> <li>- Priority 3: Crop Diversification</li> <li>- Priority 4: Sustainable forest management and biodiversity conservation</li> </ul>	<p>SDG1: no poverty SDG2: no hunger SDG5: gender equality SDG8: decent work and economic growth SDG10: reduced inequalities SDG13: climate action</p> <p><b>UNDAF outcome 1:</b> By 2023, Sierra Leone benefits from a more productive, commercialized and sustainable agriculture, improved food and nutrition security, and increased resilience to climate change and other shocks.</p> <p><b>UNDAF outcome 2:</b> By 2023, people in Sierra Leone benefit from more gender and youth responsive institutions that are innovative, accountable, and transparent at all levels and can better advance respect for human rights and the rule of law, equity, peaceful coexistence, and protection of boys and girls, women and men including those with disability.</p>	<p><b>SO1:</b> Develop sustainable and inclusive value chains, promoting wealth and job creation in rural areas with strong participation of women and youth.</p>	<ul style="list-style-type: none"> <li>- Lending/investment activities <ul style="list-style-type: none"> <li>• AVDP</li> <li>• New project</li> </ul> </li> <li>- Non-lending/non-project activities <ul style="list-style-type: none"> <li>• Policy and planning support to youth and gender policymaking agencies</li> <li>• Partnerships with AfDB and World Bank for improved certified seeds supply</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>- 50% increase in rice production for IVS farmers in 6 prioritized districts</li> <li>- 40% increase in rice yields for IVS farmers in 6 prioritized districts</li> <li>- 25% increase in production for targeted tree crops and vegetables</li> <li>- 20% increase in yield for targeted tree crops and vegetables</li> <li>- 30,000 jobs created of which 50% are youth</li> <li>- 25,000 people reporting adoption of environmentally sustainable and climate resilient technologies and practices of which 40% are women and 40% are youth</li> </ul>	<ul style="list-style-type: none"> <li>- 25% of AVDP's targeted households reporting increased assets by MTR</li> <li>- 50% and 30% of IFAD-funded projects' beneficiaries are women and youth, respectively, receiving improved and environmentally sustainable services</li> <li>- 75,000 farmers adopt recommended improved inputs and technologies</li> <li>- 75,000 rural producers have access to inputs and/ or technological packages out of which 30% are women and 30% are youth</li> <li>- 1,000 Km of rural roads passable all year round- 15,000 ha of land brought under climate resilient practices</li> <li>- 6,000 ha developed for cocoa production; 10,000 ha for rice; 9,000 ha for palm oil and 1,000 ha for horticulture</li> </ul>

<p><b>Medium-Term National Development Plan 2019-2023</b></p> <ul style="list-style-type: none"> <li>- Goal 4: A competitive economy with a well-developed infrastructure</li> <li>- Policy cluster 2: Diversifying the Economy and Promoting Growth</li> <li>- Policy cluster 5: Empowering women, children, adolescents &amp; persons with disabilities</li> <li>- Policy cluster 6: Youth employment, sports and migration</li> </ul> <p><b>National Agricultural Transformation Programme 2019-2023</b></p> <ul style="list-style-type: none"> <li>- Cross-cutting: Enabling Environment and Governance</li> </ul>	<p>SDG1: no poverty SDG5: gender equality SDG8: decent work and economic growth SDG10: reduced inequalities</p> <p><b>UNDAF outcome 1:</b> By 2023, Sierra Leone benefits from a more productive, commercialized and sustainable agriculture, improved food and nutrition security, and increased resilience to climate change and other shocks.</p>	<p><u>SO2:</u> Deepen and expand financial inclusion, particularly for the agricultural sector.</p>	<p>- Lending/investment activities</p> <ul style="list-style-type: none"> <li>• RFCIP-II</li> <li>• New project</li> </ul> <p>- Non-lending/non-project activities</p> <ul style="list-style-type: none"> <li>• Policy support for strengthening financial inclusion strategy</li> </ul>	<p>- 38% of rural households report using rural financial services</p> <p>- 60% of CB/FSA shareholders/depositors receive loans for agricultural production</p> <p>- Existence of a new regulatory framework for rural financial institutions</p>	<p>- Portfolio at Risk of rural financial institutions is less than 3%</p> <p>- 80% of rural financial institutions with Operational Self-Sufficiency at 100%</p> <p>- Capitalization strategy of rural financial institutions put in place and well-functioning</p> <p>- 90% of CBs and FSAs express satisfaction with TAA/Apex services</p>
<p><b>Medium-Term National Development Plan 2019-2023</b></p> <ul style="list-style-type: none"> <li>- Goal 3: A society that is peaceful, cohesive, secure and just</li> <li>- Policy cluster 4: Governance and accountability for results</li> </ul> <p><b>National Agricultural Transformation Programme 2019-2023</b></p> <ul style="list-style-type: none"> <li>- Cross-cutting: Enabling Environment and Governance</li> </ul>	<p>SDG16: peace, justice and strong institutions</p> <p><b>UNDAF outcome 2:</b> By 2023, people in Sierra Leone benefit from more gender and youth responsive institutions that are innovative, accountable, and transparent at all levels and can better advance respect for human rights and the rule of law, equity, peaceful coexistence, and protection of boys and girls, women and men including those with disability.</p>	<p><u>SO3:</u> Improve service delivery, data management and evidence-informed policy coordination in favor of smallholder producers.</p>	<p>- Lending/investment activities</p> <ul style="list-style-type: none"> <li>• AVDP</li> <li>• New project</li> </ul> <p>- Non-lending/non-project activities</p> <ul style="list-style-type: none"> <li>• AVANTI's action plan implementation</li> <li>• PRIME program</li> <li>• Partnership with Tony Blair Institute</li> <li>• Support for mainstreaming cutting-edge technology into data processes</li> </ul>	<p>- 50% of Ag-scan sub-dimensions achieve score of 3 or above</p> <p>- 6 prioritized districts have improved agricultural policy delivery mechanisms in place<sup>2</sup></p>	<p>- 6 multi-stakeholders district-level policy coordination platforms supported</p> <p>- 10 M&amp;E officers from the MAF (including but not limited to those of IFAD's Project Management Unit) are certified by the PRIME</p> <p>- Flexible outcome surveys are implemented and integrated with broader country-level data systems (e.g., farmer registry)</p>

<sup>2</sup> Delivery mechanisms include: priority targets, implementation plans and arrangements, data-driven problem-solving routines and citizen engagement

## Transition scenarios

1. Though the civil war in Sierra Leone ended almost twenty years ago, the country continues to exhibit fragility due, among other things, to macroeconomic weaknesses, vulnerability to shocks, and limited institutional capacity at the national and local level. Since the end of the civil war economic performance has been generally strong, driving by investment in the mining sector, but the Ebola Virus Disease epidemic of 2014 and the collapse of iron ore prices in 2015 led to a significant setback from which the country has yet to fully recover. Between 2003 and 2014, the real increase in gross domestic product averaged almost eight per cent before plummeting by over 20 per cent in 2015. It has averaged 4.5 per cent since then, but per capita income is still at 2012 levels. Moreover, government debt as a share of GDP has increased to levels not seen since the country received Heavily Indebted Poor Country (HIPC) debt relief. The government elected in 2018 has been working to bring about a fundamental improvement in economic performance, including through measures agreed with the IMF under the current Extended Credit Facility arrangement. The central elements of the program are improved public financial management, better debt management and a stronger banking sector.
2. We consider three possible trajectories over the 2020-2025 period:
  - a. **Base scenario:** The base case reflects the projections in the most recent IMF World Economic Outlook. GDP growth (real) will average 4.7 per cent over the 2020-2025 period leading to a gradual increase in per capita income and a decline in the number of extreme poor from 2.8 million (38 per cent of the population) to 2.4 million (30 per cent of the population). Under this scenario, the government implements most of the economic reforms agreed with the IMF under its current Extended Credit Facility (ECF) arrangement. The external economic environment remains favourable and the domestic political environment remains peaceful.
  - b. **High scenario:** Under the high case scenario, the authorities fully implement the measures agreed with the IMF, including reducing the fiscal deficit sufficient to ensure debt sustainability, clearance of government arrears, implementation of the public financial management law, applying a monetary policy that maintains price stability, and resolving governance problems at the state-owned banks. With such measures, and if world economic growth becomes stronger than currently projected, increasing the demand for Sierra Leone exports. Under this case, growth would average 7.5 per cent.
  - c. **Low scenario:** A low case scenario would be marked by loose monetary policy, increased fiscal deficits and growing debt levels. This would be exacerbated by lower exports and worsening terms of trade. The likely result would be higher inflation, an increased risk of debt distress, and growth that basically maintains current per capita income levels.

**Table: Projections for key macro-economic and demographic variables<sup>3</sup>**

Case	Base	High	Low
Av. Real GDP growth (2020-2025)	4.7%	7.5%	3.5%
GDP/capita (2025) ppp 2011 \$	\$1,665	\$1,950	\$1,550
PV of Public debt (% of GDP) (2025)	55.0	35.0	75.0
Debt service ratio (2025)	9.0%	7.0%	15.0%
Average inflation rate (%) (2020-2025)	11.0%	10.0%	15.0%
Rural population	Current (2019): 4,575,000		
	2025 (projected): 5,425,000		
	Annual growth rate: 1.3%		
Investment Climate for rural business <sup>4</sup>	Rating: 3/6 Sierra Leone ranked 163 out of 190 countries on the 2019 World Bank Doing Business Index, falling from 160 in 2018, though the raw score actually improved. Rural private sector investment is inhibited by a variety of factors including inadequate infrastructure, an underdeveloped financial sector, and a burdensome permitting process.		
Vulnerability to shocks	Rating: 3/6 Macroeconomic prospects are closely linked to outcomes in the mining sector (particularly iron ore and diamonds), which has traditionally been volatile and subject to global developments. With respect to climate change, according to the Notre Dame GAIN Index Sierra Leone is the 26 <sup>th</sup> most vulnerable country and the 57 <sup>th</sup> least ready country.		

## Implications for IFAD

### Lending Terms and condition

- Sierra Leone is a lower income country that currently receives highly concessional financing in accordance with the Debt Sustainability Framework (EB/2007/90/r.2) and the Debt Sustainability Framework Reform (EB/2019/127/R.37/Rev.1). Given its level of per capita income and the three scenarios described above, it is highly unlikely to transition to harder terms but it could fall to the most concessional terms and conditions category if the low case occurs.

### PBAS Allocation

- Under a high case scenario, Sierra Leone's performance would likely result in an increase in its PBAS allocation for IFAD12, though relative to its size it already receives a relatively large share of the allocation. Conversely, under the low case the IFAD12 allocation is likely to be lower relative to better performing countries.

<sup>3</sup> Data sources: Author's projections based on IMF/World Bank December 2018 Debt Sustainability Analysis and IMF October 2019 World Economic Outlook

<sup>4</sup> Sources: IFAD11 Rural Sector Performance Assessment, 2019 World Bank Doing Business Report, World Bank Sierra Leone Country Diagnostic (2018)

**COSOP Priorities and Products**

- The proposed priorities and products in this COSOP – development of inclusive value chains, advancing financial inclusion in rural areas, and improving service delivery and evidence-informed policy coordination – are unlikely to differ under the base or high case scenarios. Under the low case, a new project in the IFAD pipeline may need to focus its attention on one or two of the strategic objectives which are most conducive to achieving results given the policy framework at the time.

**Co-financing opportunities**

- Under the high case there could also be stronger interest in both domestic and international co-financing for IFAD projects, though the government would still be hard pressed to allocate significant amounts of cash for new projects given the need to reduce the fiscal deficit. Under the low case scenario, co-financing opportunities will likely be more difficult.

## Agricultural and rural sector issues

### Structure of Agricultural Production Systems

1. Sierra Leone covers 72,300 km<sup>2</sup> of which 5.4 million ha are potentially cultivable<sup>5</sup>. The upland agro-ecology represents approximately 80 per cent; and the rest are lowlands with potential for high crop yields under sound management practices. The lowlands comprise 690,000 ha inland swamps, 145,000 ha of naturally grassy drainage depressions (bolilands), 130,000 ha of riverine grassland and 20,000 ha of mangrove swamps.<sup>6</sup>
2. The crop sub-sector, with rice dominating, contributes about 75 per cent of agricultural GDP. Annual per capita consumption of rice is amongst the highest in sub-Saharan Africa. It is estimated that domestic production of rice currently accounts for up to 60 per cent of the total annual national requirement for rice of 550,000 tonnes. The fisheries sub-sector contributes 21 per cent and livestock represents 4 per cent. The contribution of forestry to the agricultural sector's GDP has varied between 9 per cent and 13 per cent since 1984/85. Over 90 per cent of the domestic energy needs for heating and cooking are provided by fuel wood.
3. Tree crops plantations, which are found mostly in the Eastern part of the country, constitute the bulk of agricultural exports and of the domestic palm oil supply. The main export crops are coffee, cocoa, kola nut and oil palm. Fuel wood and charcoal production is the most important forestry activity and provides a supplementary source of income for most farmers.
4. Livestock are kept mainly by semi-nomadic herders in the Northern part of the country. Birth rates are low (45 per cent), mortality is high and off take is only 7 per cent, due mainly to feed deficiencies and uncontrolled parasites and diseases. Poultry are the most widely owned form of livestock and also the most numerous. Pigs are the least widely owned but nevertheless they are widely distributed and many are found in urban areas.
5. Fisheries are dominated by artisanal marine capture systems, and by small-scale fishing in inland waters. Industrial fishing is mainly done by foreign fleets. Aquaculture is not yet of significance. Total catch is currently estimated at 65,000 metric tons with artisanal production accounting for up to 70 per cent.
6. The last ASR identified a number of weaknesses and constraints as well as strengths and opportunities for the development of the agricultural sector. The main constraints include (i) *Increased pressures and threats to macroeconomic stability* (growth in economic output has not matched the growth in aggregate demand), (ii) *Limited possibilities for expansion of annual crop area* (the need for upland fallow in order to prevent land degradation, etc. (iii) *Declining soil fertility and low crop productivity*, (iv) *Inadequate research system* (currently very little or no research on the most important economic tree crops (cocoa, coffee and oil palm), nor on forestry, or agro-forestry, and very limited livestock or aquaculture research), (v) *Poor extension services* (shortage of front line staff, with inadequate farmer extension ratio), (vi) *Poor and inadequate rural infrastructure* (the 6,000 km of rural roads in Sierra Leone, give a density of about 80 km/1,000 km<sup>2</sup>,

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<sup>5</sup> Ministry of Agriculture Forestry and Food Security (MAFFS), 2009; National Rice Development Strategy (NRDS), Sierra Leone, Prepared for the Coalition for African Rice Development (CARD)

<sup>6</sup> Sierra Leone Agricultural Sector Review (ASR) and Agricultural Development Strategy, Volume I, Main Report, MAFFS, Assisted by FAO, in association with IFAD, UNDP and World Bank, FAO, Accra, September 2004

significantly less than what should exist, considering the population density of the country, and the existing network is in a poor state of repairs), (vi) *Lack of agricultural finance* (farmers in Sierra Leone are generally paying interest rates above 40 per cent, at a time where inflation rates are estimated at around 15 percent, which increases factor costs of production, limits modernization and expansion of farming enterprises and acts as a barrier to investment in agriculture).

7. According to data collected in the 2015<sup>7</sup>, the most commonly cited constraint by farmers was the lack of access to improved seeds. Overall, when asked to identify the top three constraints to increasing agricultural production, 45 per cent of farmers cited the unavailability of improved seeds, 41.5 per cent cited lack of access to credit, 39 per cent cited natural disasters/Ebola outbreak, 31.5 per cent cited insufficient household labour, 27.7 per cent cited pests or crop disease, 24.7 per cent cited a lack of tools, and 19.1 per cent cited the unavailability of fertilizers.

### **Input and Supply Markets**

8. Incomplete input and output markets have largely constrained the development of agricultural production in the pre and post war years. The MAF is the major distributing agency of fertilizers, improved seeds and other planting material, followed by NGOs and a few traders.
9. Fertilizers (mineral/organic) are generally imported from Europe and USA, mainly by the GoSL; but in recent years, imports in 50kg bags from the West African sub region come across the border from Guinea are gaining importance (the original source presumably being Senegal).<sup>8</sup> The latest data available indicates that farmers' use of fertilizer in Sierra Leone is very low at 0.3 kg/ha<sup>9</sup>, and much lower than the average for Sub Saharan Africa which was 15.5 kg/hectare in the comparable year<sup>10</sup>. In the northern Bolilands about 15% of rice farmers are estimated to use fertilizers<sup>11</sup>, but in the mangrove swamps the percentage of farmers using fertilizers is higher (35%)<sup>12</sup>.
10. The National Fertilizer Regulatory Agency Act, 2017, makes provision for regulation of fertilizer input marketing system. The agency is being set up. Distribution is currently mainly from MAF directly to farmers and Farmer-based organizations (FBOs) from MAF regional warehouses. But in recent years attempts have been made by MAF, IFAD and EDS, to train and establish a network of small agrodealers to create access to inputs to farmers in and around their farming areas, by training and supporting local shop owners to include crop production and protection products and tools in their stocks.<sup>13</sup>
11. Seeds and improved planting materials are also used with relative infrequency compared to the rest of Africa. There are at present about 15 improved varieties of

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<sup>7</sup> World Food Programme, State of Food Security in Sierra Leone 2015, Comprehensive Food Security and Vulnerability Analysis

<sup>8</sup> Deen et al - A Rapid Appraisal of Agri Inputs Markets in Sierra Leone [http://www.eds-sl.com/docs/IFDC\\_FINAL\\_REPORT\\_ON\\_SIERRA\\_LEONE\\_REVISED\\_ER\\_SF\\_DT\\_New\\_Complete3.pdf](http://www.eds-sl.com/docs/IFDC_FINAL_REPORT_ON_SIERRA_LEONE_REVISED_ER_SF_DT_New_Complete3.pdf)  
<sup>9</sup> <http://www.nationmaster.com/country-info/stats/Agriculture/Fertilizer-use>

<sup>10</sup> World Bank <https://data.worldbank.org/indicator/ag.con.fert.zs>

<sup>11</sup> EDS, 2014 VALUE CHAIN ANALYSIS IN THE Rice SECTOR in sierra Leone By Dunstan Spencer With Daniel Fornah September 22, 2014 <http://www.eds-sl.com/docs/ValueChainAnalysisinTheRiceSectorofSierraLeone22.09.14.pdf>

<sup>12</sup> Spencer et al, 2009

<sup>13</sup> Enterprise Development Services (EDS) Ltd, Agro Dealer Development Program for Sierra Leone (Agra Grant Reference No. 2o15 Pass 026), Final narrative report, March 15, 2019

rice, 3 varieties of maize, 1 variety of groundnut, 4 varieties of cowpeas, 7 varieties of cassava and 6 varieties of sweet potatoes in use by farmers. However, the adoption rate of improved varieties is low, probably as low as 10%<sup>14</sup> although in some localities adoption rates are higher - a study conducted in the NGP area in 2010 showed that over 80% of rice farmers in the Bolilands have access to and use improved rice varieties.<sup>15</sup>

12. Currently about 90% of seed requirements of smallholder farmers is met with seed from other farmers and, use of own-saved seeds. There is no functional seed certification system in Sierra Leone. However, the Sierra Leone Seed Certification Agency Act 2017 makes provision for such a system, and an African Development Bank project at SLARI is providing funding for the initial set up including setting up of the Sierra Leone Seed Certification Agency (SLESCA), and support to a private sector led input distribution systems. Sierra Leone is a signatory to sub-regional bodies like the Economic Community of West African States (ECOWAS), and CORAF/WECARD, which has recently enunciated its Strategic and Operational Plans in which regional trade in seeds is emphasized.
13. The major domestic producers of improved seed/planting materials are the SLARI institutes (the Rokupr Agricultural Research Centre (RARC), the Njala Agricultural Research Centre (NARC), and the Kenema Agricultural Center) and private seed growers e.g. Abhajar, BRAC, Marika Enterprises of Makeni, Seed Tech, Commodity Trading Company (CTC), and several small-scale growers especially in Moyamba, Bombali, Port Loko, Kambia, Bo, Tonkolili (Mile 91) and Kenema districts).

### Output Markets

14. There are very few post-harvest, handling and processing facilities. Most of the processing is done manually across all the value chains, mostly by women. Very little processing equipment is available for rice and maize (mechanical harvesters, threshers, winnowers, dryers and mills) and also for tree crops. Quality of produce especially the cereals is low and therefore cannot compete with imported produce that were mechanically done. There is a strong need to expand mechanical processing.
15. Aggregators and Marketers: These are few, private sector participation is very weak. Agriculture Business Centers are not fully functional to support the farmers. Rural communities have created periodic markets where they meet every week. These markets allow farmers to access markets for their produce and buy needed items for household use. The markets are also used as a collection point for farm produce. Traders from the urban towns collect produce and transport to areas of need.

### Policy and regulatory framework

16. The Government of Sierra Leone's new **Medium-term National Development Plan (MTNDP) 2019–2023** charts a clear path towards the goal of achieving middle-income status by 2039 through inclusive growth. It identifies four key national goals, identified through a consultative process and grounded in the developmental state model (1) A diversified, resilient green economy, (2) A nation with educated, empowered, and healthy citizens capable of realizing their fullest potential, (3) A society that is peaceful, cohesive, secure, and just, and (4) A competitive economy with a well-developed infrastructure.
17. **The medium-term National Agricultural Transformation Plan (NAT) 2019-2025**, which includes the short term National Agricultural Transformation

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<sup>14</sup> A Rapid Appraisal of Agri Inputs Markets in Sierra Leone Sanusi Deen et al

<sup>15</sup> Spencer, 2010b



Programme 2019-23, detail plans for achieving the agricultural objectives of the MTNDP. It has four priorities (1) Rice Self-sufficiency, (2) Livestock development, (3) Crops diversification; and (4) Sustainable Forest Management and Biodiversity Conservation; and three enablers (1) Improving policy coherence, joint & strategic planning, coordination, research, and source mobilization, (making youth and women catalysts for agribusiness development, and (3) investing in catalytic technology: e.g. mechanization, irrigation, water management, remote sensing feeder roads by government and private sector.

18. The new **cashew policy**<sup>16</sup> provides a strategic framework for the sustainable development of the non-traditional tree crop with a big potential for the economic development of the country.
19. The vision of the **cocoa policy**<sup>17</sup> is to develop a competitive approach for the sustainable development of the cocoa sector in Sierra Leone by 2023, enhancing the full potential of the sector by doubling farmers' incomes, creating jobs, addressing the food security deficit and training farmers on climate change adaptation and mitigation techniques (Climate-Smart Cocoa production).
20. **Climate change policies:** There is an indication of climate change causing consistent temperature warming across all seasons and scenarios in Sierra Leone. The projected 1.5<sup>0</sup>-2.0<sup>0</sup> Celsius increase in temperature will result in increased evaporation losses, decreased precipitation, and a continuation of rainfall decline.<sup>18</sup> Climate change will have mixed impacts for major crops, and is also likely to impact on fisheries and marine life by affecting the boundaries of ecosystems and the mix of species that inhabit them.
21. Climate adaptation policies for agriculture are expressed by Sierra Leone's Nationally Determined Contribution to the Paris Agreement. Sierra Leone's contribution to greenhouse gases is negligible but changes in forest lands accounted for over 95% of LULUCF sector emissions, and agriculture was the second most significant source at 25.7% and thus activities identified in this COSOP may indirectly reduce emissions from land use. This COSOP however is more directly related to NDC Adaptation strategies 3 and 4: integrated management of crops and restoration of degraded lands with high production, respectively.
22. **Land tenure:** Land in Sierra Leone can be held under either the general law (consisting of the rules of common law, equity and enactments in force in Sierra Leone) or customary law.<sup>19</sup> Of relevance to agriculture are tenures under Customary Law (a) Communal Tenure where title to land in a chiefdom or parts of chiefdom are claimed by or on behalf of the community as a whole. The rights of ownership of the community are exercised on behalf of the community by the traditional socio-political heads extending from the town/section chiefs right up to the Paramount Chief in consultation with the other elders. They are vested with powers of management, control and supervision, which they exercise together with officials of the local government administration such as the District Officer. The same is also true in respect of the right of disposal to non-members of the community; (b) Family Tenure where certain lands within chiefdom is claimed by various descent groups, each with a common ancestor. The title is vested in the

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<sup>16</sup> Cashew Value Chain Policy, Ministry of Agriculture and Forestry (MAF), June 2019

<sup>17</sup> Ministry of Agriculture and Forestry National Cocoa Value Chain Policy, Funded by the European Union Project Boosting Agriculture and Food Security (BAFS), May 2019

<sup>18</sup> GEF (2014) Country Portfolio Study: Sierra Leone (1998-2013), Final Report, Volume 1

<sup>19</sup> Ministry of Lands, Country Planning and the Environment, National Land Policy - Sierra Leone, Freetown, October 2016

family as a unit. The family's title is paramount and not dependent on or derived from that of any superior entity.

23. Under the existing policy access to land for agriculture by small holder farmers, is relatively easy, including access tree crop plantations, although there are issues with access by women. Access for long term large scale commercial farming poses more challenges.
24. Under the new policy under preparation, all the land tenure systems recognized in Sierra Leone must guarantee access to land and security of tenure for all citizens. They must ensure equity in the distribution of land resources, eliminate discrimination in ownership/access and transmission of land resources, and preserve and conserve resources for future generations.
25. **Pesticides:** Sierra Leone presently has no pesticide policy but draft documents are in development for the harmonization of regional/ sub-regional pesticide distribution and use codes. The Environmental Protection Agency (EPA) has the mandate to monitor pesticides and agrochemical effects in the air, soil, water, human, flora and fauna.

### **Institutional Arrangements**

26. **The Ministry of Agriculture, Forestry (MAF)** is the main institution responsible for regulating and promoting the development of the agricultural sector. It is mandated with the management of protected areas through the National Forestry Policy of 2004. The Wildlife Conservation Unit has the mandate to manage the Nation's protected areas and implement the provisions of the Wildlife Conservation Act.<sup>20</sup>
27. The extension model used by MAF is the FFS which gives practical training to farmers in different value chains. Farmers are organised into groups of 25 to 30 to form FBOs. 4 to 6 FBOs will be grouped to form Agriculture Business Centres (ABCs). The ABCs are supposed to serve as aggregators and marketing outlets for the farmers. The ABC concept is great when free from politics and located by value chains of comparative advantage. The first 300 ABCs were supported through GAFSP but were not properly supported to serve their purpose except for a few that are fully.
28. **Ministry of Lands, Country Planning and Environment (MLCPE).** The MLCPE was established to serve as the main body for the implementation of environmental policy, including the sustainable management of land resources in Sierra Leone. MLCPE is also in charge of overall land administration in the country. The overall policy objectives of the Ministry include the enhancement of balanced land administration, use, planning, management, development and control.
29. **Universities:** The Universities have an acceptable level of human and technical resources to assist in developing and managing, effectively and sustainably, the natural resources of the Country. The three main universities, University of Sierra Leone, Njala, and Earnest Bai Koroma run courses in agriculture, forestry, wildlife and fisheries management, and conduct environmental studies and research into various aspects of natural resources management. Lack of financial resources, however, has limited the extent to which they can engage in development of climate smart agricultural technologies.
30. **Sierra Leone Agricultural Research Institute (SLARI)** was established by an Act of Parliament in 2007. SLARI is an independent agricultural institution with the responsibility to develop valuable technologies that can address the problems

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<sup>20</sup> GEF COUNTRY PORTFOLIO STUDY: SIERRA LEONE (1998-2013), Final Report, Volume 2, Unedited, June 2014

facing the farming, fishing, forestry and livestock sectors. SLARI has four core functions: (a) to conduct agricultural research; (b) to generate information and knowledge; (c) to strengthen capacity; and (d) to promote advocacy. When fully operational, SLARI is planned to comprise of eight research centers, including the Magbosi Land and Water Research Centre (MLWRC), charged with contributing to food security and wealth by enhancing long-term productivity of land and water resources.

31. Agricultural productivity needs to increase significantly if incomes and poverty are to be reduced in Sierra Leone. In the medium to long term, the agricultural research system will have to generate an appropriate mix of technological improvements. However, in the short term, reliance can be placed on modification and adoption of technology that is already available, and can be quickly experimented with and modified to suit the needs of local farming communities.

### **The large scale private (commercial) sector**

32. **Oil Palm:** Most commercial large-scale private sector agricultural development is currently in oil palm production. At least nine firms have acquired over 200,000 hectares land for oil palm plantations in Sierra Leone, but not all are currently operating. Plantations already bearing fruit are located in Port Loko (West African Agribusiness), Pujehun (SOCFIN), and Kailahun (Gold Tree), districts total around 25,000ha.
33. **Rice:** Sierra Leone has only a few large-scale rice producers who process and market their own produce as well as produce by neighbouring farmers (e.g. Abhajer Co and the West African Rice Company in Bonthe District, Mountain Lion in Bombali District), the Agricultural Business Centers (ABCs) or the Farmer-based organizations (FBOs). The system is distinguished from the traditional system in that it delivers rice of the same quality as imported rice to consumers. Currently the private sector is providing mechanical cultivation services to farmers in the Bolilands.
34. **Poultry:** There are currently about three large scale private sector intensive commercial poultry producers with small holder out-growers in the country. They are characterized by breed and flock sizes of specialized breeds: over 5,000, modern housing, generally with concrete walls and regulated internal environment, use of commercially compounded feeds, use of standard and regular animal health programme, and cold chain system for input-output distribution.
35. **International and local non-governmental organizations (NGOs)** have committed resources to natural resources management and agricultural production in Sierra Leone. In general, capacity among local NGOs is low compared to their international counterparts, most of which work through local organizations and unfortunately, there is a dearth of information on the existence and capacity of community-based organizations (CBOs) in rural Sierra Leone.
36. With funding from the European Union, some NGOs are playing an important role in the cocoa industry as there is a strong interest among them and donors, including IFAD, in developing the value chain. For example Welthunger hilfe (WHH) has been doing considerable work on the value chain since 2008, helping to develop the sector through advocacy and rehabilitation of plantations. They have rehabilitated 8,000 ha between 2012 and 2016 and plan to upgrade another 7,500 ha over the next four years. SOLIDARIDAD is supporting sustainable cocoa intensification and production improvements by facilitating improved farmers access to inputs (hybrid seeds) and extension services that will accelerates production. GIZ/EPP3 is also supporting cocoa farmers by supplying inputs, planting materials, monitoring farms in their operational areas, facilitate access to markets and provide trainings for cocoa farmers (using an Integrated Farmer

Training model)<sup>21</sup> in the cocoa producing communities. They have rehabilitated 13,500ha between 2010 to 2019 and plan to rehabilitate up to 15,000ha by the end of 2020. Other technical and financial partners, EU-funded “Boosting Agriculture and Food Security” (BAFS) project (2017-2021), implemented through the Ministry of Agriculture and Forestry (MAF) is enhancing the cocoa sector with Technical Assistance from GIZ International Services in partnership with the West African Rice Company (WARC).

37. Coupled with IFAD’s past interventions, these NGO projects have resulted in the rehabilitation of virtually all of the existing cocoa area of about 230,000ha that qualify for rehabilitation (age under 30 years). The focus should now shift to replanting the rest (plantations over 30 years old), with hybrid seeds, to allow the country to reap the potential of the relatively attractive world market price for quality cocoa in the future, while continuing to be a price taker due to its relatively small share of the global market.

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<sup>21</sup> Ref

## SECAP background study

1. **Introduction** The present Social Environment and Climate Assessment Procedure (SECAP) incorporates IFAD's social and environmental mainstreaming in the Sierra Leone 2020-2025 COSOP. It provides a situational analysis and describes trends and the policy and regulatory frameworks and strategic actions to mainstream environment, climate change, nutrition, youth and gender, as well as track climate financing. The SECAP serves as an instrument to improve the advancement and resilience of Sierra Leone's rural people and identify contributions to supporting the country achieve its objectives set out relevant objectives of its Nationally Determined Contributions (NDC).
2. The Sierra Leone 2020-2025 COSOP follows the 2010-2015 COSOP and the Country Strategy Note (CSN) of 2017-2018. It aligns with the Government of Sierra Leone's Medium Term National Development Plan 2019-2023 (MTNDP), the National Sustainable Agriculture Development Plan 2010-2030 (NSADP), IFAD's 2016-2025 Strategic Framework, IFAD's Strategy and Action Plan on Environment and Climate Change 2019-2025<sup>22</sup>, the Sustainable Development Goals (SDG), and IFAD11 Replenishment Consultation Report with its agenda for mainstreaming gender, youth, nutrition and climate finance tracking using multilateral development bank methodologies to secure improved and more resilient livelihoods for all rural people and increasing national capacity to deliver on the Paris Agreement and SDGs. IFAD11 commitments on climate change include undertaking an analysis of recipient countries' agriculture-related adaptation/mitigation commitments to achieve their NDCs under the Paris Agreement; mainstreaming climate concerns in 100% of projects; screening 100% of projects for climate financing and ensuring that at least 25% of IFAD11's Programme of Loans and Grants are climate-focused.
3. Although key cross-cutting issues including environment and natural resource management, the promotion of gender equality, youth and women's empowerment and the pursuit of innovation were addressed in the 2010-2015 COSOP, there was no overarching mainstreaming requirement at that time. This SECAP is based on reviews of documents and statistical data from a wide array of secondary sources including Sierra Leone country reports, legal, institutional, policy and programme documents, IFAD strategy papers and action plans, and reports from other multilateral agencies and development partners, together with consultations with key stakeholders in-country.

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<sup>22</sup> IFAD Strategy and Action Plan on Environment and Climate Change 2019-2025 <https://webapps.ifad.org/members/eb/125/docs/EB-2018-125-R-12.pdf> Accessed 30th September 2019

## Part 1 - Situational analysis and main challenges

### Socio-economic situation and underlying causes

4. **Demography.** Sierra Leone has a total land area of 72,929 km<sup>2</sup> as is home to about 7.54 million people<sup>23</sup>; the Northern Region is the most populous of all five Regions. Sixty-three percent (63%) of Sierra Leonians live in rural areas. Population density has more than doubled in the past 50 years, currently at 97 people/km<sup>2</sup> – being one of the highest in the continent. Over forty percent (42.5%) of the population is under 15 years and life expectancy is 52.2 years<sup>24</sup>. Households are in average comprised by is 6 people.
5. **Economy.** Sierra Leone is a least developed country with GDP totalling US\$ 3,998 million based on purchasing power parity (PPP), ranking 154, and per capita GDP of US\$516, ranking 178 out of 186 countries<sup>25</sup>. Prior to the Ebola Virus Disease crisis in 2014/2015, Sierra Leone had one of the highest economic growth rates in the world, with post-civil war economic growth gaining pace after two iron ore mines started production in 2012, accelerating real GDP growth from an average of 5.7 percent per annum during 2010-11 to 15.2 percent and 20.1 percent in 2012 and 2013 respectively.<sup>26</sup> However, as a result of the two exogenous economic shocks in 2014 (a huge drop in iron ore commodity prices and the Ebola virus disease outbreak), real GDP growth slowed to 4.6 percent that year and further decreased to negative 21.5 percent in 2015. Since then the economy and the economic outlook has improved. From an average of 3.7% in 2018, growth is expected to pick up to an annual average of 5.4% in 2019 and 2020.<sup>27</sup> This is more than the predicted averages of 3.8% and 3.7% respectively for ECOWAS and Sub Saharan Africa countries. Total annual GDP is about USD 4 billion with per capita GDP of about USD 523 in 2018<sup>28</sup>.

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<sup>23</sup> Statistics Sierra Leone and the World Bank, Sierra Leone Integrated Household Survey (SLIHS) Report 2018, October 2019

<sup>24</sup> UNDP, 2018. Human Development Indices and Indicators: 2018 Statistical Update. Briefing Note for Countries on the 2018 Statistical Update: Sierra Leone.

<sup>25</sup> "World Economic Outlook Database, October 2019". International Monetary Fund. 15 October 2019

<sup>26</sup> International Monetary Fund, World Economic Outlook Database, October 2015

<sup>27</sup> World Economic and Financial Surveys, Regional Economic Outlook, Sub-Saharan Africa - Recovery mid Elevated Uncertainty, International Monetary Fund April, 2019

<sup>28</sup> <https://countryeconomy.com/countries/sierra-leone>

6. **Poverty.** The war that ended in 2002, persistent underinvestment in infrastructure, human and economic development, together with dependence on small-scale rain-fed agriculture continue to lock the majority of the rural population in poverty. National level income / consumption poverty decreased in all regions between 2003 and 2011 except in the Western Region, where poverty increased. In 2011, 52.9% of the country's population lived under the national poverty line<sup>29</sup>, despite improvements, poverty remains widespread in rural areas (66.1%)<sup>30</sup>. Wealth quintile data indicates that almost 20% of the population lives in a situation of deep poverty<sup>31</sup>.
7. It is estimated that 64.8% of the country's population is also affected by multidimensional poverty characterised by poor sanitation, access to electricity and low number of years of schooling of Sierra Leonians<sup>32</sup>. This is consistent with the human development value in 2017 of 0.419 placing the country in the low human development category ranking 184 out of 189 countries<sup>33</sup>. In fact, 63% of the population in rural areas is illiterate<sup>34</sup>.
8. **Rural Livelihoods.** Agriculture leads Sierra Leone's rural economy: 86.1% of the rural population are engaged in crop farming, fishing and/or animal husbandry. In rural areas, the greatest acreage is dedicated to upland rice (35.5%), followed by lowland rice (17%), cassava (10.8%), oil palm (9.6%), groundnut (9.3%) and cocoa (7%)<sup>35</sup>. Thirty-three

**Table 1: Population, income poverty and multidimensional poverty, per district**

Region and district	Population*	Income poverty**	Multidimensional poverty***
<b>EASTERN REGION</b>			
Kailahun	546,308	60.9%	77.6%
Kenema	668,009	61.6%	62.4%
Kono	384,743	61.3%	65.9%
<b>NORTHERN REGION</b>			
Bombali	399,656	57.9%	65.9%
Falaba	248,096		
Koinadugu	258,575	54.3%	86.5%
Tonkoliki	756,425	76.4%	85.4%
<b>NORTH WEST REGION</b>			
Kambia	386,718	53.9%	77.3%
Karene	279,711		
Port Loko	646,715	59.9%	70.9%
<b>SOUTHERN REGION</b>			
Bo	617,618	50.7%	64.9%
Bonthe	229,355	51.4%	82.6%
Moyamba	359,520	70.8%	83.7%
Pujehun	342,726	54.1%	87.2%
<b>WESTERN REGION</b>			
Western Area Rural	406,306	57.1%	53%
Western Area Urban	1,004,5004	20.7%	28.5%
<b>Sierra Leone</b>	<b>7,583,012</b>	<b>52.9%</b>	<b>64.8%</b>

Sources: \* Statistics Sierra Leone and the World Bank, *Sierra Leone Integrated Household Survey (SLIHS) Report 2018, October 2019*

\*\* *The World Bank and Statistics Sierra Leone, 2014. A Poverty Profile for Sierra Leone.*

\*\*\*UNDP, 2019. *Sierra Leone Multidimensional Poverty Index.*

<sup>29</sup> The national poverty line was drawn in 2002 and 2011 on the basis of reflecting the monetary value of a minimum set of basic food and non-food items. The measure was adjusted in 2011 due to inflation.

<sup>30</sup> The World Bank and Statistics Sierra Leone, 2014. *A Poverty Profile for Sierra Leone* Poverty Reduction and Economic Management Unit. Africa Region

<sup>31</sup> Statistics Sierra Leone. 2018. *Sierra Leone Multiple Indicator Cluster Survey 2017, Survey Findings Report*. Freetown, Sierra Leone: Statistics Sierra Leone

<sup>32</sup> UNDP, OPHI and Statistics Sierra Leone, (no date). *Sierra Leone Multidimensional Poverty Index 2019*.

<sup>33</sup> UNDP, 2018. *Human Development Indices and Indicators: 2018 Statistical Update. Briefing Note for Countries on the 2018 Statistical Update: Sierra Leone*

<sup>34</sup> Statistics Sierra Leone, 2017. *Sierra Leone 2015 Population and Housing Census. National Analytical Report*

<sup>35</sup> Statistics Sierra Leone, 2015. *2015 Population and Housing Census. Summary of Final Results: Planning a Better Future*

percent (33%) of Sierra Leonian households are involved in fisheries and aquaculture activities<sup>36</sup>.

**Table 2: Food crop farming in Sierra Leone**

Province	Percent of agricultural household engaged			Total Percent of agricultural land areas (in ha)		
	Upland Rice	Lowland Rice	Cassava	Upland Rice	Lowland Rice	Cassava
Sierra Leone	62.3	31.6	20.2	37	17.3	10.6
Eastern	21.6	9.1	3.8	12.4	4.2	1.7
Northern	25.7	17.6	7.3	13.1	10.3	3.4
Southern	14.7	4.6	8.6	9.3	2.6	5.3
Western area	0.3	0.2	0.5	0.2	0.1	0.1

Source: Gboku et al. 2017.

**Table 3: Tree crop farming in Sierra Leone**

Province	Percent of agricultural household engaged			Total area cultivated (in ha)		
	Coffee	Cocoa	Oil Palm	Coffee	Cocoa	Oil Palm
Sierra Leone	27.2	32.6	38	191,791	235,749	307,593
Eastern	23.9	29.7	15.2	162,702	215,442	111,472
Northern	1.5	0.7	11.8	9,045	3,660	84,798
Southern	1.8	2.2	10.9	19,752	16,473	110,476
Western area	0	0	0.1	294	173	847

Source: Gboku et al. 2017.

9. Small-holder agricultural production is at times constrained by lack of access to land and more often to longer-term land tenure insecurity, together with limited access to basic agricultural tools as well as mechanization, labour shortages at household level, low quality soils and seeds, low access to quality inputs and incorrect usage, post-harvest losses, limited financial inclusion and unstructured and unprofitable trade arrangements.
10. A large proportion of rural households in Sierra Leone (84%) only has one source of income increasing their vulnerability to external and internal shocks, including: (i) damage of crops by pests; (ii) crop disease and damage of crops by animals; (iii) death of a household member; (iv) lack of household labour; and (v) lack of agricultural inputs<sup>37</sup>.
11. Key factors determining poverty in rural areas include having access to small **portions** of land, reliance on smallholder farming activities and low education. Increasing rural income requires providing assistance to smallholder farmers to transition to commercial agriculture with investments that address existing barriers in a context of increasing demographic pressure and reliance on natural resources and climate

<sup>36</sup> FAO and ECOWAS Commission 2018. National Gender Profile of Agriculture and Rural Livelihoods, Sierra Leone. Country Gender Assessment Series, Freetown

<sup>37</sup> MAFFS, 2015. Comprehensive Food Security in Sierra Leone 2015: Comprehensive Food Security and Vulnerability Analysis



change, as well as addressing pressing bottlenecks at other levels in targeted value chains.

12. **Gender equality and women.** Sierra Leone ranks 150/160 in the Gender Inequality Index (value 0.645) while the Gender Development Index is at 0.872<sup>38</sup>. Women in Sierra Leone bear the brunt of multiple responsibilities: managing their households, caring for their children and the sick, together with intensive productive responsibilities to feed their families. Women in Sierra Leone play a key role in household food security and health. Yet, despite ongoing policy efforts and interventions aiming to promote gender equality, women in Sierra Leone continue facing numerous customary and practical barriers limiting their development including low access and control over assets, low access to opportunities and services, low participation in decision-making, have limited enjoyment of the benefits of their own work and are overburdened.
13. Women have lower access to education (19.2% of women have access to secondary education, vs. 32.3% of men)<sup>39</sup>; illiteracy among rural women is also substantially higher than among men (71% versus 55%, respectively)<sup>40</sup>. Seventy-five percent (75%) of the active labour force used for food production is provided by women<sup>41</sup>. Female participation in the labour force is only slightly lower than men's (57.1% vs. 58.7%, respectively)<sup>42</sup> but their presence in the informal sector is widespread.
14. Irrespective of the tenure system, decisions related to land use and tenure security are largely in the hands of men. As a result, plots used by women are smaller than those used by men (8.3 vs. 11.1 acres, respectively)<sup>43</sup>. Equally important, control of land used and tenure security over time constitute important challenges for women's sustained and profitable participation in agriculture. Women rarely hold individual land titles (5%) and seldomly do so jointly with their husbands (26%). Married women can lose access to land after divorce or when widowed<sup>44</sup>.
15. Women's access to improved seeds and other inputs, as well as extension services, mechanization and processing facilities continue, overall, to be lower than among their male peers. Women tend to be in charge of agricultural production, especially labour intensive tasks, however their multiple responsibilities can limit the time dedicated to agricultural activities that limit productivity or quality of produce, such as weeding<sup>45</sup>. Determining when and who to sell is generally decided by their husbands, who often also decide how associated proceeds are used. Only 42% of

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<sup>38</sup> UNDP, 2018. Human Development Indices and Indicators: 2018 Statistical Update. Briefing Note for Countries on the 2018 Statistical Update: Sierra Leone

<sup>39</sup> Ibid

<sup>40</sup> Statistics Sierra Leone, 2017. Sierra Leone 2015 Population and Housing Census. National Analytical Report

<sup>41</sup> FAO and ECOWAS Commission 2018. National Gender Profile of Agriculture and Rural Livelihoods, Sierra Leone. Country Gender Assessment Series, Freetown

<sup>42</sup> UNDP, 2018. Human Development Indices and Indicators: 2018 Statistical Update. Briefing Note for Countries on the 2018 Statistical Update: Sierra Leone

<sup>43</sup> Statistics Sierra Leone, 2015 b. Sierra Leone 2014 Labour Force Survey Report

<sup>44</sup> FAO and ECOWAS Commission 2018. National Gender Profile of Agriculture and Rural Livelihoods, Sierra Leone. Country Gender Assessment Series, Freetown

<sup>45</sup> FAO and ECOWAS Commission 2018. National Gender Profile of Agriculture and Rural Livelihoods, Sierra Leone. Country Gender Assessment Series, Freetown

married women decide how to use their earnings without consulting their husbands<sup>46</sup>. Women tend to own poultry and small ruminants while their husbands own large animals of higher economic value<sup>47</sup>. Women, together with children are also more acutely affected by malnutrition<sup>48</sup>.

16. More than 50% of ever married women in Sierra Leone aged 15-49 have at some point experienced physical, sexual or emotional violence from an intimate partner. Common causes for wife beating include women arguing with their husbands, perception of children being neglected, leaving the house without telling the husband, refusing to have sex and burning food. Fifty-two percent (52%) of women and 32.7% of men consider that husbands are justified in beating their wives under any of the aforementioned circumstances<sup>49</sup>. Other forms of psychological violence are also common in intimate relationships, including verbal abuse, restrictions in movement and threats<sup>50</sup>. The information reveals the weight of deep-rooted unequal gender norms and the effects of systematic abuses perpetrated against women during the war<sup>51</sup> and indicates that most women feel there is little room to challenge or change harmful gender norms.
17. **Consistent** with IFAD experience in Sierra Leone and other countries, interviewees working on gender issues reached during the COSOP development mission underscored the importance of addressing unequal gender power relations at the household and group level, highlighting that with technical support aimed at increasing income alone, households can only make limited socio-economic progress<sup>52</sup>.
18. Approximately 28% of households are headed by women<sup>53</sup>. These households often have lower access to labour and can have more restricted access to land, requiring that specific enabling measures be considered by development programmes to enable access to opportunities offered to them. No significant differences exist in poverty rates between male and female-headed households in Sierra Leone at present.
19. Maternal mortality in Sierra Leone is of the most alarming worldwide: 1,360 deaths per 100,000 live births<sup>54</sup>. The loss of health infrastructure along with insufficient re-investment and the effects of the 2014-2016

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<sup>46</sup> Statistics Sierra Leone, 2014. Sierra Leone Demographic and Health Survey 2013

<sup>47</sup> FAO and ECOWAS Commission 2018. National Gender Profile of Agriculture and Rural Livelihoods, Sierra Leone. Country Gender Assessment Series, Freetown

<sup>48</sup> FAO and ECOWAS Commission 2018. National Gender Profile of Agriculture and Rural Livelihoods, Sierra Leone. Country Gender Assessment Series, Freetown

<sup>49</sup> Statistics Sierra Leone, 2014. Sierra Leone Demographic and Health Survey 2013

<sup>50</sup> Statistics Sierra Leone. 2018. Sierra Leone Multiple Indicator Cluster Survey 2017, Survey Findings Report. Freetown, Sierra Leone: Statistics Sierra Leone

<sup>51</sup> International Alert, 2007. Addressing Gender-Based Violence in Sierra Leone: Mapping Challenges, Responses and Future Entry Points

<sup>52</sup> The Gender Action Learning System (GALS) has been used by IFAD in Sierra Leone and beyond (as well as by other agencies and sector authorities to support households and income generating groups reached to address gender imbalances. Evidence shows that the methodology has the potential to maximize the possibilities of socio-economic progression of households and groups targeted by the methodology. IFAD, October 2014. Case Study: Gender Action Learning System in Ghana, Nigeria, Rwanda, Sierra Leone and Uganda. Gender, Targeting and Social Inclusion

<sup>53</sup> Statistics Sierra Leone, 2017. Sierra Leone 2015 Population and Housing Census. National Analytical Report

<sup>54</sup> UNDP, 2018. Human Development Indices and Indicators: 2018 Statistical Update. Briefing Note for Countries on the 2018 Statistical Update: Sierra Leone

Ebola outbreak on the health workforce constitute the main underlying causes<sup>55</sup>.

20. Addressing gender inequality and empowering women in Sierra Leone requires increasing opportunities for women – married or not - addressing inequity entry barriers, catering to literacy levels and the time constraints faced by women and addressing gender norms at household and group level. Empowering a woman translates into empowering a household to fulfil its potential.
21. **Youth.** In Sierra Leone, youth are considered as people aged 15-35<sup>56</sup>. At present, youth comprise approximately 36% of the population<sup>57</sup>. Literacy levels among rural youth are higher than among rural people aged 36-64 (40.7% vs. 12.2%, respectively).
22. It is estimated that 73% of youth participate in agriculture and 22% are engaged in the provision of services<sup>58</sup>. Data from 2011 also reveals that almost 55% of all children aged 5-17 were engaged in work activities – irrespective of being classified as child labour or not; while 45.9% were engaged in “child labour” activities (as defined by the International Labour Organization, ILO). Incidence of both forms of labour is higher in rural areas, predominantly in the agriculture sector (plantations 57%; family dwellings 28%), but also in the fisheries and forestry sectors. The vast majority of children engaged in employment do not receive remuneration. Fifty-six percent (56%) of working children aged 6-17 also attended school at the time of employment. Children’s engagement in different forms of employment is more prominent in the Northern and Eastern Regions<sup>59</sup>.
23. Youth have a low material, financial and social asset base, especially younger youth (15-24) but are often pressured to contribute to household livelihood at times compromising their schooling<sup>60</sup>. Youth are generally excluded from decision-making circles and processes at community level.
24. Anecdotal evidence indicates that rural male youth in the younger youth bracket (15-24), who are generally unmarried, are more interested in engaging in income generating activities with quick returns such as provision of services, including bike transport services. Conversely, their female peers and older male and female youth (aged 25-35), after having settled and started a family, are more interested in participating at any level of agricultural value chains – including in agricultural production activities holding promising prospects. Integrating youth in agriculture is key to sustain current and future investments to increase food production capacity in Sierra Leone and halt urban to rural migrations. Every effort needs to be invested in attracting and enabling youth’s entrance into

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<sup>55</sup> *Why pregnancy brings distress for women in Sierra Leone* ([https:// www.downtoearth.org.in/health-in-africa](https://www.downtoearth.org.in/health-in-africa) Accessed 22nd September 2019)

<sup>56</sup> Ministry of Youth Affairs, 2014. The Revised National Youth Policy 2014

<sup>57</sup> Statistics Sierra Leone, 2017. Sierra Leone 2015 Population and Housing Census. National Analytical Report

<sup>58</sup> Statistics Sierra Leone, 2015 b. Sierra Leone 2014 Labour Force Survey Report

<sup>59</sup> International Labour Office, ILO International Programme on the Elimination of Child Labour; Statistics Sierra Leone; Ministry of Labour and Social Security of Sierra Leone, 2014. Report on National Child Labour in Sierra Leone

<sup>60</sup> Ministry of Youth Affairs, 2014. A Blueprint for Youth Development: Sierra Leone’s Youth Programme 2014-2018

agricultural value chains both at production and service levels, the latter including seed/seedling multiplication, land preparation, provision of technical services, transport, and trade. The integration of rural male and female youth requires that specific efforts be made by development programmes to demystify the commonly held association between agriculture and mere subsistence, i.e., poverty, meet the specific interests and enable them to access opportunities with the low social, material, financial and oftentimes human asset base they bring, while still recognising their heterogeneous nature.

25. As in other countries with high levels of poverty, girls and young women are highly susceptible to transactional sex<sup>61</sup>. While premature marriages constitute a challenge in the country, unmarried female youth also require specific attention from development programmes, that is, by offering them opportunities which they can sustain after marriage. Engagement in small business activities in agriculture or other domains, which are not linked to a specific plot of land appear to be of the greatest interest to young unmarried women.
26. **Indigenous peoples.** Sierra Leone is home to multiple ethnic groups, the largest being the Mende (residing primarily in the south of the country) and the Temne (established primarily in the north). These are followed by the Limba and Kono. The Koranko, Fullah, Susu, Kissi, Loko, Madingo, Sherbro, Yalunka, Kim, Vrai and other smaller ethnic groups, each represent less than 5% of the population. The Krio, descendants of freed slaves, are mainly based in the capital city of Freetown. No groups of indigenous peoples have been reported to be established in the country.
27. The majority of the population is Muslim (77%), who mainly live in the north of the country. These are followed by Christians located predominantly in the south of the country. Smaller pockets of people adhering to formal and traditional religions are also found across the country<sup>62</sup>.
28. **Marginalised groups.** People with disabilities, including war veterans, and very poor households are among the most marginalised in Sierra Leone, especially in rural areas. People with disabilities represent approximately 3% of the population. In Sierra Leone, there is a strong correlation between disability and poverty. Disabilities limit access to information and opportunities. Women with disabilities are more affected than men with disabilities as they carry the double burden and impacts of gender inequality and disability. Access to and integration in income generating activities of people with disabilities and / or their spouses, is paramount to improving their situation. The most common forms of disability among households depending on agriculture are sight impairment associated with age and spinal injury which could be associated with the manual nature of agricultural labour. Other common disabilities include physical impairment associated to polio or amputations

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<sup>61</sup> Ministry of Youth Affairs, 2014. A Blueprint for Youth Development: Sierra Leone's Youth Programme 2014-2018

<sup>62</sup> Statistics Sierra Leone, 2017. Sierra Leone 2015 Population and Housing Census. National Analytical Report

- of which many could be a result from the country's past armed conflict. About 30% of people with disabilities have more than one disability<sup>63</sup>.
29. Landless farmers, including women and youth, subjected to the will of landowners and without tenure security rights have difficulties in accessing and maintaining control of land made available to them. All of these groups encounter specific barriers limiting their short and / or long term income generating capacity and require specific attention.
30. **Food security and nutrition.** Challenges around food availability and access have been the prime causes of food insecurity in Sierra Leone in recent years due to the combined effects of the Ebola crisis and the effects of inflation in food prices. Between 2010 and 2015 food insecurity rates increased almost five points (from 45% to 49.8%). In these circumstances, food consumption patterns remain below desirable standards for over 60% of the population – including a proportion of those living *above* the poverty line<sup>64</sup>. Malnutrition in Sierra Leone is manifested mainly by undernutrition in the form of stunting, wasting and underweight. Despite recent improvements in these the performance of these indicators, malnutrition continues to pose a serious problem in the health of children <5 years of age and affects boys more acutely.
31. Over 31% of children in Sierra Leone are stunted as a result of poor nutrition over time. This means that over a third of the country's children are likely to not develop their full cognitive potential by the time they reach adulthood. Without reversing this trend, the human and socio-economic development of over a third of the country's future adults are compromised<sup>65</sup>. Also, over 5% of children under five years of age are wasted, due to recent nutritional deficiencies, with children aged 6-29 months being the most affected<sup>66</sup>. Finally, 13.6% of children <5 are underweight<sup>67</sup>. The recent nutritional survey conducted in 2017 highlights a number of consumption related challenges in children under five, including the introduction by mothers of early complementary feeding under unhygienic conditions, unmet food consumption requirements and undiversified diets.
32. However, the causes of malnutrition in Sierra Leonean children are however not all associated to poor food intake, rather, malnutrition is a multifaceted phenomenon: food insecurity, illness, poor childcare, consumption of non-potable water, and poor hygiene and sanitation practices all contribute to children's malnutrition in the country. Indicators with particularly poor performance include access to sanitation facilities (19.8%) and handwashing in line within minimally recommended parameters (30.6%) and use of appropriate water treatment methods (5.5%). Socio-economic conditions, education and cultural structures are also considered as factors of influence<sup>68</sup>.

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<sup>63</sup> Ibid

<sup>64</sup> Ministry of Health and Sanitation, 2014. Sierra Leone National Nutrition Survey 2014. Final Report

<sup>65</sup> Government of Sierra Leone, Irish Aid and Action Against Hunger (no date). Sierra Leone National Nutrition Survey 2017. August 28 – October 10, 2017

<sup>66</sup> Ibid

<sup>67</sup> Ibid

<sup>68</sup> Ibid

## Environment and climate context, trends and implications

33. **Location.** Sierra Leone lies between latitudes 7° and 10° N and longitudes 10° and 13° W and covers about 71,700 km<sup>69</sup>. It borders Guinea (East and North-East), Liberia (South and South-West) and the Atlantic Ocean to the West. The country consists of five regions and 16 districts<sup>70</sup>. Districts are divided into 190<sup>71</sup> Chiefdoms.
34. **Drainage.** Sierra Leone's abundant water resources include high rainfall, surface drainage and groundwater systems. River discharges are high, and the run-off coefficient estimated between 20-40% on average<sup>72</sup>. Groundwater supplies about 70% of water and the country's exploitable water<sup>73</sup>. Sierra Leone has nine<sup>74</sup> major river systems running from the northern highlands to the southern lowlands and coastal plains, including: the Great Scarcies, Little Scarcies, Rokel, Jong, Sewa, Teye, Waane, Moa and Mano Rivers. It shares river basins with Guinea and Liberia and is a member of the Mano River Union, a regional body impacting agriculture and rural development.
35. **Relief.** Sierra Leone elevation ranges from 1-1948m. The country is divided into four main relief regions: coastline/coastal plains, interior lowland plains, interior plateau and mountains. The coastal plain is relatively gentle and comprises estuarine swamps, terraces, alluvial plains and beach ridges. The interior lowland plains extend from the coastal terraces in the West to the East of Sierra Leone (43% of the land area). At the edge of the lowland plains are the interior plateaus and granitic mountains running from the Northeast to the Southeast<sup>75</sup>. Mountains include the Tingi, Loma, Sula and Wara with Mt Bintumani (in the Loma).
36. **Ecology.** The general ecological regions include the: coastal plain with mangrove swamps and coastal grassland, savanna woodland (dominated by Lophira savanna, woodland, mixed tree savanna, upland grassland and forest regrowth), transitional rainforest/savanna area (dominated by woodland, montane grassland and forest regrowth), rainforest (dominated by forest and forest re-growth) and hills/mountains (dominated by montane and upland grassland)<sup>76</sup>.

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<sup>69</sup> Government of the Republic of Sierra Leone, 2017. Third national communication of Sierra Leone to the United Nations framework convention on climate Change. [3<sup>rd</sup> national communication: https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf](https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf)

<sup>70</sup> Northern Province (Bombali, Koinadugu, Falaba, and Tonkolili); North-West Province (Karene, Kambia and Port Loko), Eastern Province (Kailahun, Kenema and Kono), Southern Province (Bo, Bonthe, Moyamba, Pujehun), and Western Area (Western area rural and Western area urban)

<sup>71</sup> <http://slconcordtimes.com/sierra-leone-now-has-190-chiefdoms-and-a-new-national-map/>

<sup>72</sup> Government of Sierra Leone, 2009. National Sustainable Agriculture Development Plan 2010-2030: Sierra Leone's Comprehensive African Agriculture Development Programme. Version Adapted by CAADP Compact 18th September 2009, Freetown

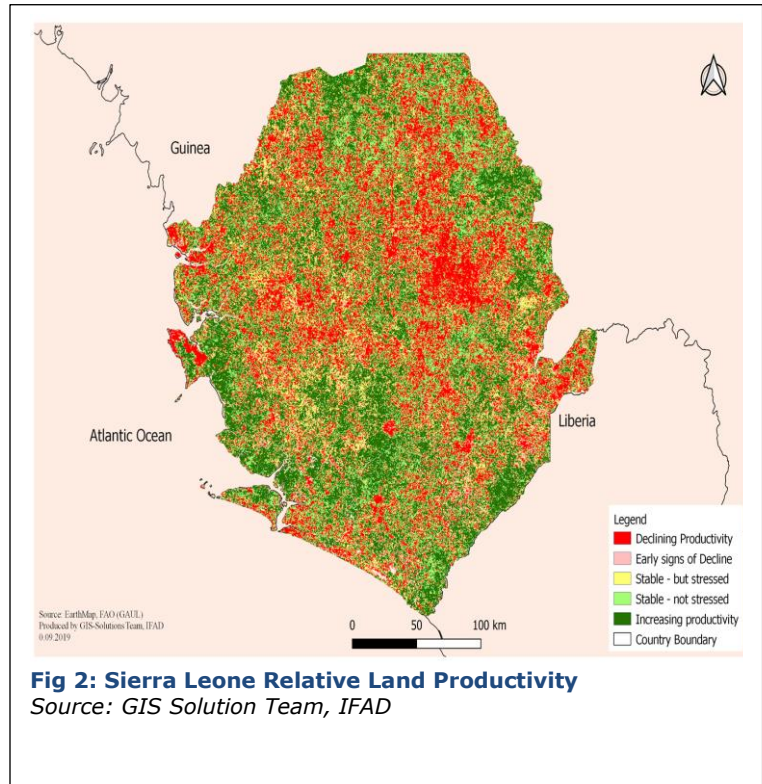
<sup>73</sup> Government of the Republic of Sierra Leone, 2017. Third national communication of Sierra Leone to the United Nations framework convention on climate Change. [3<sup>rd</sup> national communication: https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf](https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf)

<sup>74</sup> Government of Sierra Leone, 2009. National Sustainable Agriculture Development Plan 2010-2030: Sierra Leone's Comprehensive African Agriculture Development Programme. Version Adapted by CAADP Compact 18th September 2009, Freetown

<sup>75</sup> EU, 2006. Sierra Leone - Country Environment Profile

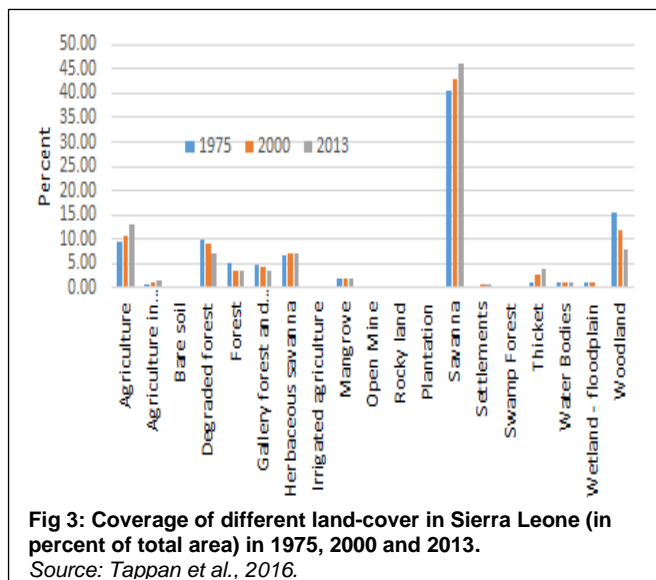
<sup>76</sup> Government of Sierra Leone, 2009. National Sustainable Agriculture Development Plan 2010-2030: Sierra Leone's Comprehensive African Agriculture Development Programme. Version Adapted by CAADP Compact 18th September 2009, Freetown

37. These ecological regions produce five main types of cultivable land for food and tree crop production: highly leached uplands (80% of arable land); low fertility seasonally flooded bolilands (3%); very fertile inland valley swamps receiving hillside runoff (10%); fertile riverine grasslands which flood in the rainy season (3%); and coastal mangrove swamps (3%). The integrity of these natural agro-ecosystems is vital to support the biodiversity and ecosystem goods and services upon which the majority of the rural population depend.



38. **Protected areas.** A number of protected areas (national parks, forest reserves and game sanctuaries) are spread across Sierra Leone, including the Gola Rainforest National Park, Kilimi National Park, Western Area National Park on the Freetown Peninsula, Lake Mape/Mabesi National Park, and Mayosso Wildlife Sanctuary, among others. These sites were created to protect some of the remaining primary forests and biodiversity.

39. **Deforestation and landcover trends.** Forestlands (consisting mainly of forest regrowth from shifting cultivation) account for about 6.3 million ha (87%) of total land area of Sierra





Leone<sup>77</sup>. Deforestation and biodiversity loss remain major challenges that can undermine sustainable development. Forest cover accounts for 38% of total land area (with only 5% remaining as primary forest). Annual deforestation between 1990 and 2010 is estimated at about 20,000 ha per year<sup>78</sup>. The main direct causes of deforestation include agriculture, logging, firewood use for household and small-scale processing (including rice parboiling and oil palm processing), mining, charcoal production, tree crop plantation, settlement expansion and the slash and burn practice used in shifting cultivation<sup>79</sup>. The primary indirect causes include extreme poverty, corruption, low public awareness and weak institutions.

40. **Figure 3** shows the trend in major land-cover categories in 1975, 2000 and 2013. Savanna lands increased from 40.5% to 46%, forests decreased from 5 to 4.47%, and agriculture areas (excluding irrigated areas and agriculture in shallows and recessions) increased from 9.71 to 13.14%<sup>80</sup>.
41. **Present climate trend.** Sierra Leone is characterized by a tropical hot and humid climate with distinct wet and dry seasons and annual average rainfall of about 2,746 mm<sup>81</sup>. The wet season from May to October sees an average of 3,000 mm, ranging from 2,000 mm in the North to 4,000 mm in the coastal areas<sup>82</sup>. The dry season is characterized by dusty, hot harmattan winds and drought conditions<sup>83, 84</sup>. Humidity is high all year, especially in the coastal areas. The long-term average monthly temperature is about 26.7°C<sup>85</sup> with an increase in the average annual temperature by 0.8°C since 1960. Average annual rainfall decreased since

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<sup>77</sup> Government of the Republic of Sierra Leone, 2017. Third national communication of Sierra Leone to the United Nations framework convention on climate Change. [3<sup>rd</sup> national communication: https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf](https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf)

<sup>78</sup> FAO, 2010. Global Forest Resource Assessment. Country Report Sierra Leone. FRA 2010/189.

<sup>79</sup> Government of the Republic of Sierra Leone, 2017. Third national communication of Sierra Leone to the United Nations framework convention on climate Change. [3<sup>rd</sup> national communication: https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf](https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf)

<sup>79</sup> FAO, 2010. Global Forest Resource Assessment. Country Report Sierra Leone. FRA 2010/189.

<sup>80</sup> Tappan, G. G., Cushing, W.M., Cotillon, S.E., Mathis, M.L., Hutchinson, J.A., and Dalsted, K.J., 2016. West Africa Land Use Land Cover Time Series: U.S. Geological Survey data release, <http://dx.doi.org/10.5066/F73N21JF>

<sup>81</sup> Government of the Republic of Sierra Leone, 2017. Third national communication of Sierra Leone to the United Nations framework convention on climate Change. [3<sup>rd</sup> national communication: https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf](https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf)

<sup>82</sup> Government of Sierra Leone, 2009. National Sustainable Agriculture Development Plan 2010-2030: Sierra Leone's Comprehensive African Agriculture Development Programme. Version Adapted by CAADP Compact 18th September 2009, Freetown

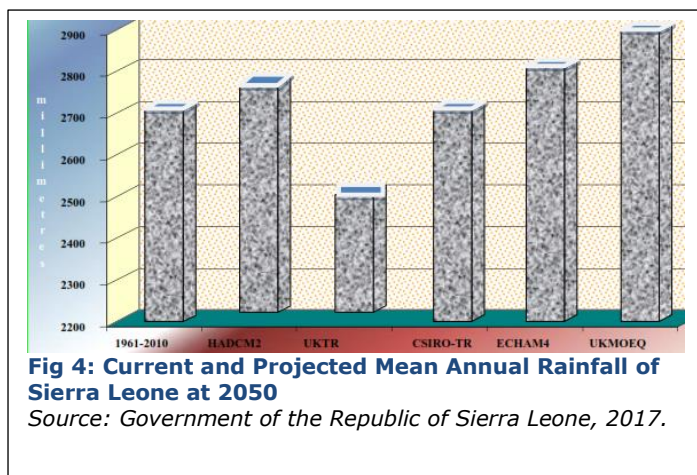
<sup>83</sup> Government of the Republic of Sierra Leone, 2017. Third national communication of Sierra Leone to the United Nations framework convention on climate Change. [3<sup>rd</sup> national communication: https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf](https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf)

<sup>84</sup> Government of the Republic of Sierra Leone, 2012. Second National Communication on Climate change. <http://unfccc.int/resource/docs/natc/slenc2.pdf>

<sup>85</sup> Government of the Republic of Sierra Leone, 2017. Third national communication of Sierra Leone to the United Nations framework convention on climate Change. [3<sup>rd</sup> national communication: https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf](https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf)



1960<sup>86, 87</sup> A trend for late rainfall onset dates has been reported in Daru, Freetown and Lungi stations and for early onset dates in Bo from 1990-2014<sup>88</sup>. An increasing trend in cessation dates was also noted at Daru and Freetown and decreasing trend in Bo. These trends have led to high hazard levels for extreme heat and wildfires.<sup>89</sup>



**42. Future climate trend.** The mean annual temperature is projected to increase by 1.0 to 2.6°C by the 2060s, and 1.5 to 4.6°C by the 2090s. The range of projections by the 2090s under any one emission scenario is 1.0-2.0°C with substantial increases in the frequency of hot days and nights<sup>90</sup>. While different models agree on the trend for rising future temperatures, there is disagreement on future rainfall

patterns. Using 1961-2000 as base, ECHAM4<sup>91</sup> and HadCM2<sup>92</sup> models project a rainfall similar to the present day in 2100, but CSIRO-TR<sup>93</sup> and UKTR<sup>94</sup> simulations project a 3-10% decrease in rainfall by 2100, which, in consequence, would likely trigger a northward shift in the vegetation from tropical rain forest to tropical dry forest<sup>95</sup>. The possibility of significant

<sup>86</sup> C McSweeney, M. New, and G. Lizcanou, 2010. The UNDP Climate Change Country Profiles: Sierra Leone  
[https://digital.library.unt.edu/ark:/67531/metadc226564/m2/1/high\\_res\\_d/Sierra\\_Leone.hires.report.pdf](https://digital.library.unt.edu/ark:/67531/metadc226564/m2/1/high_res_d/Sierra_Leone.hires.report.pdf)

<sup>87</sup> Irish Aid (Resilience Policy Team), 2015. Sierra Leone Climate Action Report  
<https://www.irishaid.ie/media/irishaid/allwebsitemedia/20newsandpublications/publicationpdfsenglish/Country-Climate-Action-Reports-Sierra-Leone-FINAL.pdf>

<sup>88</sup> Kamara, M.Y., 2016. Investigating the Variation of Intra-Seasonal Rainfall Characteristics in Sierra Leone. PGD Thesis, Department of Meteorology, University of Nairobi Kenya.  
[http://erepository.uonbi.ac.ke/bitstream/handle/11295/99554/Kamara\\_Revised\\_21.11.2016.pdf?sequence=1&isAllowed=y](http://erepository.uonbi.ac.ke/bitstream/handle/11295/99554/Kamara_Revised_21.11.2016.pdf?sequence=1&isAllowed=y)

<sup>89</sup> <http://thinkhazard.org/en/report/221-sierra-leone>

<sup>90</sup> C McSweeney, M. New, and G. Lizcanou, 2010. The UNDP Climate Change Country Profiles: Sierra Leone  
[https://digital.library.unt.edu/ark:/67531/metadc226564/m2/1/high\\_res\\_d/Sierra\\_Leone.hires.report.pdf](https://digital.library.unt.edu/ark:/67531/metadc226564/m2/1/high_res_d/Sierra_Leone.hires.report.pdf)

<sup>91</sup> The ECHAM climate model was developed from the European Centre for Medium-Range Weather Forecasts (ECMWF) atmospheric model (therefore the first part of its name: EC) and a comprehensive parameterisation package developed at Hamburg therefore the abbreviation HAM. ECHAM4 is the current generation in the line of ECHAM models. See [https://www.ipcc-data.org/sim/gcm\\_clim/IS92A\\_SAR/echam4\\_info.html](https://www.ipcc-data.org/sim/gcm_clim/IS92A_SAR/echam4_info.html)

<sup>92</sup> HadCM2 stands for the Hadley Centre Coupled Model version 2. See <https://www.metoffice.gov.uk/research/approach/modelling-systems/unified-model/climate-models/hadcm2>

<sup>93</sup> The CSIRO Atmospheric Research simulations (Mark 2b)

<sup>94</sup> UKTR is a transient experiment in which the year-by-year greenhouse gas forcing is a 1% per annum compounded increase over a 75-year period

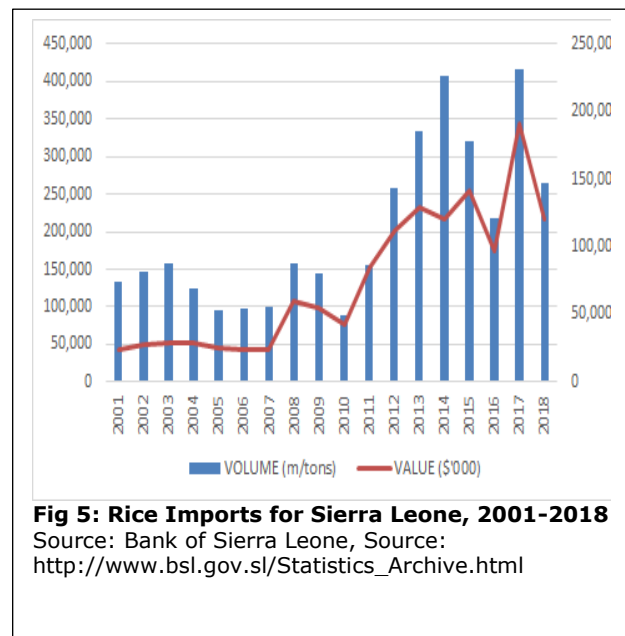
<sup>95</sup> Government of the Republic of Sierra Leone, 2017. Third national communication of Sierra Leone to the United Nations framework convention on climate change. [3<sup>rd</sup> national communication: https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf](https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf)

increases in heavier storms in the June to December period in the future has also been noted<sup>96</sup>.

43. **Contributions of agriculture.** Although Sierra Leone is rich in metallic natural resources, fertile arable lands for agricultural development remain the most important<sup>97</sup>. But less than 15% of suitable arable land is currently under cultivation<sup>98</sup>. The Sierra Leonean economy remains predominantly agrarian with agriculture employing at least 59.2%<sup>99</sup> of the national labour force, contributing over 40%<sup>100</sup> of the GDP.

44. **Food imports.** Despite the widespread cultivation of rice, the country is burdened by high food importation bill for rice. Data from the Bank of Sierra Leone from 2001 to 2018 suggests that rice imports rose sharply from 2012 with an all-time high import value of over 400,000 metric tonnes in 2014 and 2017<sup>101</sup>.

45. **Climate impacts on agriculture.** Climate change will have mixed impacts for major crops. Scenarios from biophysical models have suggested increasingly negative trends for net rice exports, but with some increase toward 2050. A slight increase in the area under cultivation for cassava and other roots/tubers has also been projected<sup>102</sup>. Oil palm is highly tolerant and naturally suited to all districts of Sierra Leone, but highly vulnerable to bush fire (especially at infancy and maturing stages), which is



<sup>96</sup> C McSweeney, M. New, and G. Lizcanou, 2010. The UNDP Climate Change Country Profiles: Sierra Leone [https://digital.library.unt.edu/ark:/67531/metadc226564/m2/1/high\\_res\\_d/Sierra\\_Leone.hires.report.pdf](https://digital.library.unt.edu/ark:/67531/metadc226564/m2/1/high_res_d/Sierra_Leone.hires.report.pdf)

<sup>97</sup> Festus O. Amadu, Colby Silvert, Cortney Eisenmann, Katy Mosiman, and Ruiting Liang, 2017. Sierra Leone: Landscape Analysis: Integrating Gender and Nutrition within Agricultural Extension Services. USAID and INGENAES. <https://www.g-fras.org/en/component/phocadownload/category/93-reviews-and-assessments.html?download=821:sierra-leone-landscape-analysis>

<sup>98</sup> Matthew L.S.Gboku, Sahr Karimu Davowa and Abdul Gassama, 2017. Sierra Leone 2015 Population and Housing Census: Thematic Report on Agriculture. Statistics Sierra Leone [https://www.statistics.sl/images/StatisticsSL/Documents/Census/2015/sl\\_2015\\_phc\\_thematic\\_report\\_onagriculture.pdf](https://www.statistics.sl/images/StatisticsSL/Documents/Census/2015/sl_2015_phc_thematic_report_onagriculture.pdf)

<sup>99</sup> Statistics Sierra Leone, 2015. Population and Housing Census: Key Figures. [https://www.statistics.sl/images/StatisticsSL/Documents/Census/2015/2015\\_census\\_fact-sheet.pdf](https://www.statistics.sl/images/StatisticsSL/Documents/Census/2015/2015_census_fact-sheet.pdf)

<sup>100</sup> Matthew L.S.Gboku, Sahr Karimu Davowa and Abdul Gassama, 2017. Sierra Leone 2015 Population and Housing Census: Thematic Report on Agriculture. Statistics Sierra Leone [https://www.statistics.sl/images/StatisticsSL/Documents/Census/2015/sl\\_2015\\_phc\\_thematic\\_report\\_on\\_agriculture.pdf](https://www.statistics.sl/images/StatisticsSL/Documents/Census/2015/sl_2015_phc_thematic_report_on_agriculture.pdf)

<sup>101</sup> Bank of Sierra Leone: [http://www.bsl.gov.sl/Statistics\\_Archive.html](http://www.bsl.gov.sl/Statistics_Archive.html)

<sup>102</sup> Government of the Republic of Sierra Leone, 2017. Third national communication of Sierra Leone to the United Nations framework convention on climate change. [3<sup>rd</sup> national communication: https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf](https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf)

likely to be more pervasive in dry conditions. Cocoa is the major cash crop and leading export commodity of Sierra Leone<sup>103</sup>; it is ecologically suited to forest zones. Cocoa requires rainfall range between 1,250 to 3,000 mm and temperature range between 18-21°C and 28-32°C<sup>104</sup>. Increasing temperatures and decreasing rainfall in cocoa producing districts are already affecting production<sup>105</sup>. Sierra Leone is projected to experience a future reduction in climate suitability for cocoa production by up to 20% in the more suitable southern districts and up to 40% in the drier north-eastern upland districts by 2050<sup>106</sup>. The drier climate will require climate smart cocoa agriculture with systematic use of shade trees in cocoa farms. For food crops, available adaptation options include adjusting planting and harvesting dates and growing drought-resistant and early maturing cereal crops avoid crop failures<sup>107,108</sup>.

46. Although the average annual rainfall over Sierra Leone has decreased since 1960, different models have predicted the possibility of significant increases in heavier storms in the June to December period. For example, Freetown experienced persistent torrential rains from late May to August 2019 with the highest recorded incident on August 2nd which caused flooding in low lying areas as well as new episodes of landslides on low scale and other impacts. More than 20 000 people were displaced in 2017 when a massive landslide triggered by heavy storm occurred in Freetown. There is high possibility of floods that would affect many communities in the future. A large hectare of paddy rice cropping are going to be done in the inland valley swamps which are susceptible to flash floods from the mountains during the rainy season. Strategies to support and promote the cultivation of flood resistant rice varieties, introduce weather-indexed insurance and no regret options, and strengthen the capacity of meteorological agency to produce and disseminate agroclimatic information and the capacity of the farmers to uptake and use the information in farm planning activities are required.
47. Large scale wildfire has not been reported in Sierra Leone, however, it is a high risk hazard especially for smallholder cocoa plantations. The rising temperature (now and in future) necessitates mainstreaming options to mitigate wildfires. Strategy to discourage the use of fire for land preparation including training farmers on sustainable land preparation, land development and land management practices needs to be intensified.
48. **NDC and adaptation.** Sierra Leone's contribution to greenhouse gases is negligible but changes in forest lands accounted for over 95% of LULUCF sector emissions, and agriculture was the second most significant source

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<sup>103</sup> Ministry of Agriculture, Food Security and Forestry, (no date): National Cocoa Value Chain Policy.

<sup>104</sup> Government of the Republic of Sierra Leone, 2017. Third national communication of Sierra Leone to the United Nations framework convention on climate Change. [3<sup>rd</sup> national communication: https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf](https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf)

<sup>105</sup> Ministry of Agriculture, Food Security and Forestry, (no date): National Cocoa Value Chain Policy.

<sup>106</sup> Götz Schroth, Peter Läderach, Armando Isaac Martinez-Valle, Christian Bunn and Laurence Jassogne (2016). Vulnerability to climate change of cocoa in West Africa: Patterns, opportunities and limits to adaptation. *Science of the Total Environment* 556. 231–241. Elsevier

<sup>107</sup> Government of the Republic of Sierra Leone, 2017. Third national communication of Sierra Leone to the United Nations framework convention on climate Change. [3<sup>rd</sup> national communication: https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf](https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf)

<sup>108</sup> Kamara, M.Y., 2016. Investigating the Variation of Intra-Seasonal Rainfall Characteristics in Sierra Leone. PGD Thesis, Department of Meteorology, University of Nairobi. Kenya [http://erepository.uonbi.ac.ke/bitstream/handle/11295/99554/Kamara\\_Revise\\_21.11.2016.pdf?sequence=1&isAllowed=y](http://erepository.uonbi.ac.ke/bitstream/handle/11295/99554/Kamara_Revise_21.11.2016.pdf?sequence=1&isAllowed=y)

at 25.7% and thus activities identified in this COSOP may indirectly reduce emissions from land use. This COSOP is more directly related to NDC Adaptation strategies 3 and 4: integrated management of crops and restoration of degraded lands with high production, respectively. Sierra Leone intends to maintain emissions close to the world average of 7.58 MtCO<sub>2</sub>e by 2035 or neutral by 2050<sup>109</sup>.

49. Sierra Leone is a Countries ranking 8<sup>th</sup> on the Climate Risk Index for 2017 (Eckstein et al. 2019)<sup>110</sup>. It also remains in the extreme risk category in the *Verisk Maplecroft* climate risk vulnerability index 2017<sup>111</sup> with low capacity to adapt and high dependence on rain-fed agriculture and natural resource-based livelihoods. Mainstreaming climate smart agriculture can improve the resilience of millions of small-holder rural farmers, benefit agriculture and reduce emissions.
50. IFAD investments will target rural small-holder farmers. These often have environmental impacts that are likely site-specific and they can be readily remedied by appropriate preventive actions and/or mitigation measures. However, specific projects to support cocoa and rice cultivation will ride on the cluster model of farmers' location aggregation for its several advantages (including ease of information outreach, monitoring, distribution of inputs, supervision, etc.). This will create cumulative impacts including use of agro-chemicals with potential impacts for soil, water, air and other biological systems and human health. Intensification of paddy rice cropping will increase the risk of GHG emissions. In addition, paddy parboiling by smallholder rural processors relies heavily on fuelwood which increases deforestation and GHG emissions. These countervail the strategic objective to contribute to GHG emissions reduction. Identifying and promoting alternative rice production management practices are critical. Small-holder farmers need to be trained on how to drain rice paddies in mid-season to reduce GHG emission. Strategy to promote the use of improved seedling and improvement in nutrient management including the retention of rice residues to reduce reliance on inorganic fertilizers are also important for improved yield and GHG emission reduction. Small scale processors need to be encouraged and empowered to use clean and sustainable alternative energy sources to reduce the heavy reliance on fuelwood.

## Part 2 - Institutions and legal framework

51. **Institutions.** Sierra Leone has a rich institutional context comprising community level livelihood based groups and faith based organizations, re-known academic institutions, government and sector representations at national and sub-national level, an array of international donors, some international development agencies (non-governmental organizations, NGOs) and a timid but growing network of private sector players.
52. Smallholder farmers have progressively organised into Farmer Baser Organizations (FBOs) and Agri-Business Centres (ABCs) with support from

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<sup>109</sup> Government of Sierra Leone: Sierra Leone's Intended Nationally Determined Contribution, EPA, Sierra Leone  
<https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Sierra%20Leone%20First/SIERRA%20EONE%20INDC.pdf>

<sup>110</sup> David Eckstein, Marie-Lena Hutflits and Maik Winges, 2019. GLOBAL CLIMATE RISK INDEX 2019 Who Suffers Most from Extreme Weather Events? Weather-related Loss Events in 2017 and 1998 to 2017. GermanWatch.  
[https://germanwatch.org/sites/germanwatch.org/files/Global%20Climate%20Risk%20Index%202019\\_2.pdf](https://germanwatch.org/sites/germanwatch.org/files/Global%20Climate%20Risk%20Index%202019_2.pdf)

<sup>111</sup> <https://reliefweb.int/sites/reliefweb.int/files/resources/verisk%20index.pdf>

the GoSL and donors, including IFAD. Other common forms of association include Village Savings and Loan Associations (VSLAs) created mainly prior to the establishment of the network of Financial Services Associations (FSAs) and Community Banks supported by IFAD and the GoSL.

Development projects and sector authorities have encouraged the establishment of other community groups to enable access to emerging opportunities, including women's and youth groups. In specific locations, groups of people with disabilities have been established to enable access to targeted income generating opportunities.

53. In sum, groups at community level have been created in line with the policy direction guiding development programmes implemented to date. The functionality and effectiveness of the aforementioned community groups have been seen to vary; results being associated mainly to the quality and effectiveness of the support provided to them in the technical, managerial, leadership and governance realms, among others.
54. **Political** support is paramount to support grassroots efforts manifested by community groups. Experience has shown that inconsistencies between formal policy direction and inconsistent practice of politicians can compromise the sustainability of these groups.
55. Faith based organizations constitute the second most common form of association at community level. These organizations and their leaders can constitute important sources of support in the promotion of social and behavioural change interventions, such as overcoming gender inequality and empowering women and youth.
56. Local leadership structures in Sierra Leone include Districts Councils, Chiefdom Councils and the Paramount Chiefs, who link between community dwellers and all other external structures. In their role, community leaders constitute important allies in development programming; their buy-in is paramount for the success of development interventions. In that sense, community leaders are the entry points and hold the potential to become development champions through transparent processes to empower them while avoiding possibilities of elite capture.
57. The donor community present in Sierra Leone includes multilateral agencies, including Rome-based Agencies (WFP, FAO, IFAD), and other United Nations agencies (UNICEF, UNDP, UNWOMEN, etc.), the World Bank, and others. Bilateral cooperation is well established with the European Union, DFID and USAID who support the GoSL, sector institutions as well as international and local NGOs. In terms of the promotion of gender equality, several local organizations are particularly relevant for the integration of the Gender Action Learning System (GALS) in programmes supported under the 2020-2025 COSOP, including, a local non-profit dedicated exclusively to GALS, created with IFAD support, AGALS.
58. Information exchange, collaboration and coordination with all of these entities on social and environmental issues is necessary for efficient use of development funding as well as for policy development. Equally important is the potential to share and acquire lessons learnt and best practices for ongoing and future programmes.
59. The Sierra Leone Agricultural Research Institute (SLARI) with its several centres including: Fisheries (Freetown), Agriculture (Rokupr and Njala) Land and Water (Magbosi), Livestock (Teko), Plant Genetic Resources



- (Woama), Horticultural (Kabala), and Forestry and Tree Crop (Kenema) – have historically been partners for agriculture and rural development.
60. The private sector plays an important role in the provision of services or collaboration which could be of use to IFAD supported projects and programmes, including: companies engaged in the sale of agricultural seeds, inputs, tools and equipment; companies or individuals providing training or qualitative services; agricultural off-takers and companies engaged or willing to engage in out-grower schemes with smallholders supported by IFAD under this COSOP; established rural entrepreneurs interested in linking with and mentoring project beneficiaries, especially youth; established international companies committed to best international social and environmental performance standards; commercial banks and providers of banking services targeting unserved social groups in target communities.
61. The GoSL is IFAD’s main partner in the country. For the purposes of social and environmental issues within the current COSOP, efforts will be invested in ensuring continuous engagement, support, collaboration and coordination with the Ministry of Agriculture and Forestry (MAF). In addition, close coordination and collaboration will be instilled with the following entities to ensure the establishment of synergies and alignment: (i) the Ministry of Social Welfare, Gender and Children’s Affairs for issues related to women’s empowerment and gender equality; (ii) Scaling Up Nutrition (SUN) and the Ministry of Health and Sanitation for nutrition related interventions; (iii) the Ministry of Youth Affairs and the National Youth Commission; (iv) the National Commission for People with Disabilities; (v) the Sierra Leone National Environmental Protection Authority and Sierra Leone Meteorological Agency<sup>112</sup>.
62. **Legal Framework.** The 1991 Constitution of the Republic of Sierra Leone guarantees the sustainable utilization of natural resources, the reliance on agriculture for food self-sufficiency and security, and equal rights for all citizens<sup>113</sup>. The National Environmental Policy<sup>114</sup> strengthens environmental protection standards and issues guidelines for environmental impact assessments. The National Youth Service Act of 2016<sup>115</sup> promotes youth participation in agriculture and environment sectors.
63. **Policy Framework.** The MTNDP 2019-2023<sup>116</sup> has as part of its main development goals a diversified, resilient, and green economy with educated, empowered, and healthy citizens. Women empowerment, youth employment, addressing vulnerabilities and building resilience are part of the eight policy clusters being pursued. The National Land Policy of 2015<sup>117</sup>

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<sup>112</sup> Sierra Leone Meteorological Agency Act, 2017. Supplement to the Sierra Leone Gazette Vol. CXLVIII, No 64 dated 28<sup>th</sup> September 2017

<sup>113</sup> Sierra Leone Government. The Constitution of Sierra Leone 1991 (Act No 6 of 1991), Sections 6(2) and 7(1a-d)

<sup>114</sup> Sierra Leone National Environmental Policy Revised Edition 1994

<sup>115</sup> See the National Youth Service Act, 2016 section 34 (a-j)

<sup>116</sup> Government of Sierra Leone, 2019. Sierra Leone’s Medium Term National Development Plan (2019-2023). 214p

<sup>117</sup> Ministry of Lands, Country Planning and the Environment, November 2015. National Land Policy for Sierra Leone, Abridged Version

- and the National Land Policy Reform Program Implementation Plan<sup>118</sup> aim to develop a more efficient and just land tenure system that supports the country's development vision, promoting equitable access to land to all citizens, instilling security of tenure and protection of land rights. The thrust of the NSADP 2010-2030<sup>119</sup> is increasing agricultural productivity among the rural poor smallholder farmers and mainstreaming cross-cutting issues (including self-sufficiency, gender, youth employment, farmer health and environmental sustainability) in agriculture.
64. The National Gender Strategic Plan 2019-2023<sup>120</sup> outlines key interventions to empower women, including increasing their involvement in commercially oriented agriculture. The Draft Gender in Agriculture Policy<sup>121</sup> will outline the vision and strategic interventions to materialise women's increased benefits from their participation in agriculture. The Revised National Youth Policy<sup>122</sup> and the Youth Agenda for Development<sup>123</sup> aim to empower youth and develop a medium and long term strategy for tackling youth unemployment. The agri-business value chains were identified as one of the strategies for tackling youth unemployment<sup>124</sup>. The Multi-sector Strategic Plan to Reduce Malnutrition serves as the overall framework for collective action to contribute to reversing nutrition related indicators<sup>125</sup>.
65. Sierra Leone has remained committed to the UNCCD and expressed its commitment to voluntary Land Degradation Neutrality<sup>126</sup> (with a range of targets set) and identified design and implementation partners (including IFAD) for possible collaboration. The Sierra Leone National Action Plan to Combat Desertification and Land Degradation 2014-2018<sup>127</sup> establishes synergies among the three multilateral environmental agreements (on biological diversity, climate change and land degradation) and the convergence of actions among stakeholders to drive poverty reduction, food security, environmental sustainability and improved resilience.
66. Thus, the existing legal and policy frameworks present a veritable platform for mainstreaming social, climate change and environmental considerations in project portfolio and financing in Sierra Leone as IFAD

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<sup>118</sup> Ministry of Lands, Country Planning and the Environment of Sierra Leone, October 2016. National Land Policy Reform Program Implementation Plan 2017-2027. Sector Wide Approach to Land Policy Reform.

<sup>119</sup> National Sustainable Agriculture Development Plan 2010-2030: Sierra Leone's Comprehensive African Agriculture Development Programme. Version Adapted by CAADP Compact 18th September 2009, Freetown

<sup>120</sup> Government of Sierra Leone, (no date). National Gender Strategic Plan Sierra Leone 2019-2023

<sup>121</sup> Ministry of Agriculture and Forestry, (no date), Gender in Agriculture Policy (DRAFT)

<sup>122</sup> Ministry of Youth Affairs, 2014. The Revised National Youth Policy 2014

<sup>123</sup> Government of Sierra Leone: Youth Agenda for Development, National Youth Commission. [www.nationalyouthcommission.sl](http://www.nationalyouthcommission.sl)

<sup>124</sup> Stephen Chipika. Review of the Sierra Leone National Youth Policy <http://www.nationalyouthcommission.sl/pdf%20files/Sierra%20Leone%20National%20Youth%20Policy%20First%20Draft%2020%20November%202012.pdf>

<sup>125</sup> Government of Sierra Leone, (no date). Multi-Sector Strategic Plan to Reduce Malnutrition in Sierra Leone 2019-2025

<sup>126</sup> Sierra Leone Land Degradation Neutrality National Report, UNCCD National Focal Point Ministry of Lands, Country Planning and Environment

<sup>127</sup> Sierra Leone National Action Plan to Combat Desertification and Land Degradation 2014-2018. <http://www.ldc-climate.org/country/sierra-leone/>

moves forward from climate-sensitive investments and aiming for at least a quarter of investments to be climate focused by 2021 (IFAD 2018)<sup>128</sup>, and contributing to the attainment of SDGs through building the resilience of the poor and vulnerable<sup>129</sup>.

**67. Programmes and partnerships.** IFAD will coordinate all interventions under the COSOP 2020-2025 related to women's and youth empowerment, nutrition, climate change and the environment with entities working in these areas to maximize synergies, complementarity and generate efficiencies. Key areas in which partnerships could be explored include:

- Integrated value chain development: IFAD will assess opportunities to coordinate geographic targeting efforts with DFID and UNOPS's Mini Grid Programme targeting small business operations. IFAD is also in partnership with other multilateral organizations including the World Bank, OPEC fund for International Development (OFID), and the Adaptation Fund to support rural livelihoods in Sierra Leone.
- Land tenure security: Collaboration will be sought at local level with entities working to improve land tenure security such as FAO and NAMATI.
- Nutrition: IFAD will integrate nutrition promotion elements into relevant COSOP supported operations with the aim of improving food utilization and consumption, i.e., improving infant and child feeding practices, improving dietary diversity at household level and increasing the nutritional value of food consumed by beneficiaries and their wider communities. To do this, IFAD will develop a brief package of messages with the Ministry of Health and Sanitation and MAF. At local level, IFAD will ensure adequate coordination with stakeholders working on nutrition.
- Gender equality and women's empowerment: IFAD will continue investing in the impactful use of the GALS. Also, it will instil a culture of knowledge sharing with MAF and the Ministry of Social Welfare, Gender and Children's Affairs, UNWOMEN, FAO and international and national organizations working on women's empowerment to share lessons learnt and best practices, including results of the implementation of GALS to feed into ongoing policy development efforts.
- Youth empowerment: IFAD will seek to liaise with MAF, the Ministry of Youth Affairs, the National Youth Council and District Council Youth Representatives and other entities working at local level to empower youth, to share lessons learnt and best practices, and coordinate interventions. Supported programmes and projects will liaise with FAO and the ILO to integrate best practices to prevent child labour and promote decent livelihood / employment opportunities for youth; their expertise of these organizations will be accessed as required. Strategic interventions will be identified in a Youth Empowerment Strategy to be developed for the country programme.
- Increasing access to financial services for poor households, women and youth in target communities: Given their low saving capacity, lack of collaterals and that they are considered as 'risky clients', there is the need of options for financial inclusion to assist in asset acquisition and smoothing consumption. To this end IFAD could, in addition to strengthening the reach of the network of

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<sup>128</sup> IFAD (2018): Climate Action Report 2018

<https://www.ifad.org/en/web/knowledge/publication/asset/40864597>

<sup>129</sup> IFAD's Strategy and Action Plan on Environment and Climate Change 2019-2025: Results Management Framework. <https://webapps.ifad.org/members/eb/125/docs/EB-2018-125-R-12.pdf>



rural financial institutions, also support the establishment of Village Savings and Loan Associations (VSLAs) in communities targeted through partnerships / collaboration with International NGOs with consolidates experience in this area.

- Environment and natural resources management: IFAD will work closely with MAF and the SL-EPA to ensure sustainable agricultural practices that protect the natural resource base and promote tree crops as a mechanism to improve cover in abandoned plantations and degraded and deforested secondary bushes. IFAD will also partner with the Ministry of Health and Sanitation to improve awareness on food production and processing, hygiene and waste management. IFAD will liaise with the Sierra Leone Roads Agency and others to ensure that the construction and rehabilitation of market-connected farm roads and other market infrastructure are properly designed and aligned to forestall collateral impacts on the environment. Programmes to deepen the use of alternative energy sources to fuelwood and charcoal for processing and domestic uses in urban and rural homes will be pursued to reduce pressure on the forests. Supported programmes and projects will be encouraged to liaise with international organizations such as FAO to improve the capacity for periodic environmental monitoring.
- Climate change: IFAD will work closely with SL-EPA, the Sierra Leone Meteorological Agency and MAF to ensure that climate resilient small-holder production and processing is deepened. IFAD will work with SL-EPA and the Ministry of Lands and Country Planning to improve tracking and reporting of GHG especially in the Agriculture and LULUCF sectors in order to improve data collection towards monitoring progress on the NDCs. IFAD will work closely with the Meteorological Agency to improve its capacity to provide forecast and early warning information to strengthen the resilience of rural small-holder farmers. Existing partnership with Sierra Leone Road Agency will be strengthened to ensure that market infrastructure is climate-resilient. IFAD will also explore partnering with the Adaptation Fund and the Green Climate Fund for more resources to promote climate-resilience in Sierra Leone through the Adaptation for Small-holder Agriculture Programme (ASAP). Existing partnerships with the World Bank and UNDP and others will also be leveraged to promote climate-resilient production and processing systems in rural areas of Sierra Leone.

### **Part 3 - Strategic recommendations**

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69. A number of adaptation strategies to climate change strategies are possible which also contribute to social inclusion themes. In addition to those identified in earlier sections of this note, a number of potential strategies may include: : support for weather and climate information collection, processing and dissemination to aid climate-informed production decisions; resilience-improving rural market infrastructure that are also climate-resilient; all seasons cropping; waste management and valorisation; and weather-index insurance.

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71. Likewise, improved environmental management may be achieved through processing and environmental hygiene; integrated pest and agrochemical management; promoting landscape rehabilitation; agroforestry and tree crops in degraded areas; supporting agricultural extension and advisory services; community forestry and natural resources management initiatives; reforestation and soil and water conservation measures; and land-use and community action plans, These can be designed through socially inclusive approaches which include transformative gender and

youth approaches to empower women's and youth and increase efforts in promoting gender equality.

72. IFAD investment orientation towards climate-smart agriculture, in addition to creating opportunities for improving rural livelihoods and strengthening resilience, will also contribute to tracking Sierra Leone's NDC's implementation of its 2<sup>nd</sup> and 3<sup>rd</sup> Adaptation Strategy identified in its NDC.

- **Lessons learned.** The following lessons can be derived from previous IFAD projects in Sierra Leone related to social, environment and climate change issues that will be considered over the course of the implementation of this COSOP: Social inclusion and effective integration of gender mainstreaming are paramount to reach IFAD and government objectives. However, success in these domains requires building the capacity of implementing actors and funding for the implementation of relevant activities across the project cycle;
- The use of youth contractors holds promising results for rural youth employment and sustainability of investments by IFAD, the GoSL and beneficiaries. However, given the youth dividend in Sierra Leone, a more holistic approach to youth mainstreaming is needed.
- While land tenure security is less of an issue as compared to certain other countries in the region, there are barriers for women and youth, especially in relation to control over land accessed and longer-term tenure security. Efforts to ensuring sustainable access to land need to be mainstreamed in the portfolio.
- The implementation of GALS has the potential to generate multiple results towards gender equality, women's empowerment and the socio-economic progression of beneficiary households. However, implementation needs to be planned carefully and strategically to ensure that critical masses of game changers are reached in target communities and among IFAD supported beneficiaries. Spreading the methodology across too many communities to thinly affects the impact of the methodology.
- District nutrition officers have been involved in sharing key nutrition related information with people reached by GALS trainings. However, more concerted efforts will be employed to ensure that information is consistent in each site targeted, that linkages with community level resource people trained by health and nutrition sector authorities along and coordination with other stakeholders involved are promoted in a consistent fashion.
- The rehabilitation of tree crop plantations and planting of new cocoa, oil palm and cashew plantations did not lead to the clearing of virgin forest areas. New tree crop production which were encouraged in abandoned plantations, secondary bush and highly degraded lands enhances environmental and climate benefits including increased canopy ecosystems which protect the lands from erosions and enhance carbon sequestration better than the replaced bush.
- Development of Inland Valley Swamps (IVS) generate trade-offs between negative and positive impacts. The IVS wetland ecosystems, which are natural hotspots for biodiversity, are altered. However, their natural fertility improves crop productivity that enhances food security and economic empowerment for poor small-holder farmers. In addition, IVS development reduces siltation and create rice paddy wetland that is also attractive for certain types of fauna. Future development of IVS should consider a balance, leaving some natural patches around the edges of developed lands, leaving all local economic trees intact, ensuring that some standing trees (at least 15/ha) are left within developed plots.

- Climate change continues to constitute a risk to small-holder agriculture as rainfall variability disrupts farming activities, strong storms and winds damage crops and cause flooding, sometimes leading to loss of investments. Future programmes/projects should consider risk transfer and compensation mechanisms including weather-index insurance for farmers.

### **Strategic actions and targeting**

73. **Strategic interventions** to be considered in the context of this SECAP for the management of social and environmental issues include the following:

- Ensuring transparent and inclusive programme / project management (planning, beneficiary selection, implementation and monitoring, evaluation and learning and the establishment of linkages between smallholders and off-takers / outgrower schemes), to effectively avoid elite capture and generate win-wins for all parties involved.
- Adequately assessing entry, performance and sustainability barriers faced by different target groups in all IFAD supported interventions and establishing measures to address them.
- Focus on increasing the involvement of rural youth as beneficiaries, entrepreneurs and service providers across all levels of supported value chains. Experience from previous IFAD supported investments in the country reveals encouraging results in the use of Youth Contractor model.
- Employing gender transformative approaches (especially GALS), as relevant, to address gender inequality and promote women ´s empowerment both of which are expected to boost socio-economic progress among beneficiary households.
- Integrating the establishment of VSLAs in communities targeted as a means to increase capital accumulation for acquisition of assets and address household needs among beneficiaries and non-beneficiaries alike.
- Promote sustainable intensification and land management including agroforestry and sustainable forest management, tree crops in degraded areas, landscape rehabilitation, conservation and soil and water management.
- Deepen investment in environmentally sustainable and resilient market infrastructure (including farm-connected market roads and small irrigation structures) and capacity-building of the meteorological and related organizations to strengthen climate and environment data collection, processing and information dissemination.
- Promote investment in interventions that address GHG emissions, waste management and value additions and hygiene in production, processing and product transportation.
- Promote community woodlots, community-managed forest, fuel-efficient cooking stoves and biogas, and production of briquettes from waste (especially rice waste) to reduce pressure on forest and woodland resources.
- Promote use of improved and tolerant seedlings and no regret options for farmers.

74. The SECAP recommends that programmes and projects supported under the 2020-2025 COSOP are guided by the following targeting considerations:

Geographic targeting - specific districts and chiefdoms which offer the greatest possibility of success and impact will be strategically selected on the basis of suitable agro-ecological and market development factors, such as multiple and coordinated investments and locations in which linkages with outgrowers / off-

takers can be made. A second criteria will be favouring locations with high poverty rates and vulnerability.

Choice of value chains - value chains to be supported under this COSOP will be chosen on the basis of market driven supply and demand factors, favouring those which align with GoSL strategic priorities to meet domestic food production targets.

Beneficiaries - the focus will be placed on:

- i. people living under the poverty line who are interested and able to improve their livelihood activities in a sustainable fashion (between 50 - 70%). This will be the primary target group of the COSOP. Given the prominent role played by agriculture in Sierra Leone's rural economy, the focus will be placed on smallholder farmers who are not able to produce enough to meet their needs and rarely have surplus which they can channel to local markets. Increasing productivity, production, marketing, household planning and gender relations in these households will be key to propel this group to obtain higher income levels, support asset accumulation and smoothing consumption.
  - ii. people above the poverty line, that is, people who already meet their minimal needs but susceptible to poverty (approximately 20-30%). This group includes people who are already engaged in farming, who have surplus that they commercialise, but whose productive capacity can be improved with limited and short-term technical and technological support.
  - iii. Rural micro and small size entrepreneurs are paramount to facilitate smallholder access to services and goods required to meet their agriculture sector objectives. It is expected that 10-20% of beneficiaries targeted by this COSOP will fall under this category.
75. Beneficiaries in these socio-economic categories will include men and women of different ages, including women headed households, and people with disabilities (as relevant and possible).
76. **Additional targeting measures** will include the establishment of quotas for women's and youth participation of 30 – 50% (depending on the intervention) as part of *direct targeting* measures; ensuring that interventions respond to the needs and priorities of beneficiaries and the GoSL and align with their capacities – including different sub-sets of youth; the integration of *enabling measures* such as equipping management staff and service providers on social inclusion; and *empowering measures* such as the integration across the project cycle of community members who are generally excluded from decision making and broader development processes (the poor, women, youth and people with disabilities). *Procedural measures* will be integrated to ensure that all potential beneficiaries are able to take advantage of opportunities supported under this COSOP and that all processes are fair, participatory, inclusive and transparent. *Operational measures* will aim to staff engaged in supported programmes and projects have adequate profile, experience and ability to effectively manage social and environmental issues outlined in this SECAP. Finally, all IFAD operations will include effective and

operational grievance mechanisms, which will be made known to all relevant stakeholders.

77. **Monitoring.** Robust monitoring systems will be developed by each programme / project for all social and environmental measures considered at design and thereafter, including targeting performance. Specific groups such as youth will be given particular attention.
78. Specific indicators will be identified and used to monitor the social and environmentally relevant activities. Monitoring responsibilities will be attributed to specific units /positions, identifying the means and frequency for monitoring. Monitoring activities shall be costed accordingly.
79. Participatory processes will be employed, as relevant, to monitor relevant issues within this SECAP and duly embedded in community stakeholder processes, including annual or semi-annual community consultations involving representatives of leadership structures and other influential people at local level and representatives of all major target groups. Adequate information will be provided beforehand to for relevant and active participation of all involved. These community level sessions will enable local stakeholders to provide feedback on project performance and inputs into planning of activities for the following year on issues pertaining to targeting, the adequacy of interventions related to environmental and social issues, including interventions aiming to address gender inequality, support women´s empowerment and the integration of youth and poor people and nutrition. Inputs will be duly considered, discussed, and integrated, as relevant into project management documents and processes.
80. Such interactions and considerations will be part and parcel of the stakeholder consultation plans developed for each programme / project. The plan will be developed in consultation and with the agreement of relevant stakeholders, including the GoSL, relevant sector authorities and community representatives.
81. When needed, monitoring efforts within programmes and projects guided by this SECAP will benefit from specific qualitative studies to sharpen the understanding of progress made and constraints encountered around social and environmental issues.
82. In addition to the project-based Monitoring and Evaluations, Geographic Information System (GIS) database will be deployed as an M&E tool. GIS database will be created to integrate social, environmental and climate themes and data layers. This will form the basis of assessment and evaluations of the baseline environmental conditions of projects and subprojects to which subsequent project-specific impacts will be compared for monitoring.

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## Agreement at completion point

### A. Introduction

1. This is the first country strategy and programme evaluation (CSPE) in the Republic of Sierra Leone conducted by the Independent Office of Evaluation of IFAD (IOE). The main objectives of the CSPE were to: (i) assess the results and performance of the IFAD-financed country strategy and programme; and (ii) generate findings and recommendations for the future partnership between IFAD and the Republic of Sierra Leone for enhanced development effectiveness and rural poverty eradication.
2. The CSPE assessed the IFAD-Government partnership pursued under the Country Strategic Opportunity Programmes (COSOPs) of 2003 and 2010. To inform the assessment, the CSPE covered: (i) the lending portfolio (US\$201 million across four loans effective between 2003 and 2019, and one IFAD-supervised project); (ii) non-lending activities (knowledge management, policy dialogue, partnership-building, and selected grants); and (iii) performance of IFAD and the Government.
3. This agreement at completion point (ACP) contains recommendations based on the evaluation findings and conclusions presented in the CSPE report, as well as proposed follow-up actions as agreed by IFAD and the Government. The ACP is signed by the Government of Sierra Leone (represented by the Minister of Agriculture and Forestry as well as the Ministry of Planning and Economic Development) and IFAD Management (represented by the Associate Vice President of the Programme Management Department). The signed ACP is an integral part of the CSPE report in which the evaluation findings are presented in detail, and will be submitted to the IFAD Executive Board as an annex to the new country strategic opportunity programme for Sierra Leone. The implementation of the recommendations agreed upon will be tracked through the President's Report on the Implementation Status of Evaluation Recommendations and Management Actions, which is presented to the IFAD Executive Board on an annual basis by the Fund's Management.

### B. Recommendations and proposed follow-up actions.

4. **Recommendation 1: Deepen the developmental impact of agricultural growth through a sharper focus on strengthening linkages along the value chain.** The CSPE recommends strengthening the horizontal and vertical linkages along the value chain is important for sustainable pro-poor development in a fragile context to occur. In this regard, the new COSOP should focus on improving relationships among the stakeholders, including buyers, sellers, service providers and regulatory institutions. Multi-stakeholder forums that bring together value chain actors to develop dialogue between them, with the aim of improving communication and trust, should be pursued. Knowledge and information on prices and other market conditions should be provided to poor producers and their groups.
5. The focus of future projects should also be on developing systematic partnerships with the private sector actors and creating incentives for their participation, including mechanisms for risk and cost-sharing. A strong technical analysis on viability of value chains must be undertaken early at the project design stage, and shared with all stakeholders. At the policy and regulatory level, IFAD must assist the government in creating an enabling environment for private sector participation and for public-private partnerships, ideally in collaboration with other development partners.
6. The Round-table at the National Workshop proposed incentives for attracting private sector in agro-processing and agri-businesses by developing infrastructure such as storage and preservation facilities, providing assistance in obtaining

certification for food standards, packaging and labelling of products, deploying financial instruments that play a catalytic role in directing private sector financing into rural micro, small and medium enterprises, etc.

**Proposed follow up.** *IFAD and the Government agree with the recommendation to further strengthen linkages along the value chains with particular focus on strengthening the relations with the private sector. The activities to achieve that will include:*

- *The design of future IFAD-financed value chain projects will be based on a strong viability analysis undertaken early at the project design stage*
- *Under the AVDP, multi-stakeholder platforms will be set up to bring together value chain actors to develop dialogue between them, with the aim of improving communication and trust. Likewise, the platforms will serve to exchange knowledge and information on prices and other market conditions.*
- *IFAD will support the government in creating an enabling environment for private sector participation and for public-private partnerships, through the financing of analytical papers and knowledge exchange trips that can feed into the required policy formulation.*
- *Building on past experiences, the IFAD-financed country programme will strengthen and expand outgrower schemes to better link smallholder producers to medium and large-scale entities for agricultural production and offtake.*
- *IFAD-financed projects will continue to create the conditions for increased private sector investment by developing relevant infrastructure as well as enhancing technical capacity and soft skills among smallholder farmers.*

*Responsible partners: all projects, MAF and IFAD*

*Timeline: 2020 onwards*

7. **Recommendation 2: Pursue diversification more vigorously as a strategy to improve nutrition and build economic resilience.** The focus of the portfolio has primarily been on crop production. This has meant that incomes of beneficiaries remain exposed to climate- and market/price- related shocks. Further, while nutrition has been emphasised in the COSOP, the assumption has been that income increases (which depend on crops alone) will drive improvements in nutrition.
8. The new COSOP should put the spotlight on resilience and nutrition through a more emphatic approach to diversification. Thus, the future scope of the projects should be expanded from crop production to include other sub-sectors as for example livestock as a pathway to increased economic benefits, improved resilience and better nutrition. Livestock is also a thrust area of the government's development plan and is an area with a proven potential in rural development. As women are traditionally keepers of smaller animals, activities should specifically target them.

**Proposed follow up.** *The Government and IFAD agree that further emphasis should be put on livelihood diversification in order to strengthen nutrition and economic resilience. The Government and IFAD agree to:*

- *Include activities to diversify the livelihood of the beneficiary families in future IFAD-funded projects and in the process create a balance between the main staple crops (rice and cassava) and the others. This is likely to include livestock development, with particular focus on production systems and animal health.*

*Responsible partners: all projects, MAF and IFAD*

*Timeline: From 2021/2022 when the next IFAD-funded project design is scheduled.*

9. **Recommendation 3: Elevate the engagement in rural finance by building on the existing structures and the increased awareness of rural finance in the country.** The CSPE recommends that IFAD continue engaging in rural finance in Sierra Leone but pay greater attention to the underserved farming community. Apart from the achievements and the structures created under its rural finance projects, future interventions will also benefit from the increased awareness in rural communities on financial products and their potential.
10. IFAD should focus on making the Apex Bank a competent, profitable and professionally managed umbrella organisation capable of serving the CB/FSA network through the design of an appropriate, comprehensive strategic and business plan. The design of the implementation of modern, flexible agricultural lending policy for CB and FSAs needs to be finalised. IFAD must support the development of the outreach and impact of the CBs and FSAs through the introduction of new services and policies in deposits, loans and dividends, using IT based solutions and linkages with other financial institutions when appropriate. IFAD should explore a flexible, multi-financier re-financing window for the Apex Bank to attract incremental funding from multiple sources to substantially expand the rural portfolios in the CB/FSA network and beyond.
11. The Round Table at the National Workshop highlighted the need to strengthen the Apex Bank's operations, conduct capacity-building of CBs and FSAs towards agricultural lending and for the rural financial institutions to expand their product portfolio by providing different products to suit different requirements, with borrowing terms and interest rates adequately reflecting the risk underlying each product. It was also proposed that IFAD-supported projects should include activities to sensitize the loan recipients on the need to avoid loan defaults.

***Proposed follow up.*** *The Government and IFAD agree to the recommendation to deepen the engagement in rural finance, particularly by making the APEX Bank a competent, profitable and professionally managed umbrella organisation capable of serving the network of community banks and financial service associations. In that regard, the IFAD-financed country programme will:*

- *Strengthen the capacity of the APEX bank to provide agricultural lending by hiring specialised staff to the agri-finance unit within the APEX Bank and further fine-tune the agricultural lending policy*
- *Provide capacity building of the CBs and FSAs towards agricultural lending and for these rural financial institutions to expand their product portfolio by providing products to suit different requirements*
- *Strengthen agricultural lending by fast-tracking the implementation of the additional financing for the Agricultural Finance Facility under the APEX Bank*
- *To continuously look to improve cost-efficiency within the APEX bank and RFI network, which will facilitate that competitive interest rates can be offered to the beneficiaries of rural financial services*
- *IFAD will support the APEX Bank in exploring the potential establishment of a multi-financier re-financing window for the Apex Bank to attract incremental funding from multiple sources*
- *In order to attract additional financing sources, the parties commit to ensuring that governance of the APEX Bank adhere to international practices and in accordance with the institution's Memorandum and Articles of Association.*

*Responsible partners: RFCIP-II, APEX Bank, Bank of Sierra Leone, MOF, MAF, IFAD*

*Timeline: 2020 onwards*

12. **Recommendation 4: Re-balance the focus from an almost exclusive focus on development and over-sight of individual projects to management of the country programme.** This should involve mainstreaming non-lending and grants programme instruments as part of a coherent strategy in the next COSOP. The CSPE recommends the following actions in this regard.
13. A well-designed knowledge management strategy should be adopted that facilitates improved M&E systems at project level (that also feed into the national donor-based M&E systems), promotes deeper understanding of impact pathways in a fragile context and proposes indicators to measure progress in knowledge management.
14. IFAD should participate more actively in the United Nations Sustainable Development Cooperation Framework and the coordination groups for agricultural and rural sector donors. In order to shape its policy engagement with the Government IFAD should go beyond using only the experience of its own projects through providing a platform to a broader group of stakeholders such as research organizations, NGOs and private sector that are involved in, or are a part of, the rural landscape. The platform can be provided through inviting these stakeholders to donor and development partners' coordination group meetings. More efforts should be made to collaborate with other Rome-based agencies on food security, gender equality and resilience. To achieve greater impact, IFAD should increase the scope of its engagement with the Government by working more closely with all ministries involved in rural development.
15. Increased engagement should be supported by adequate financial and human resources. Adding additional capacity with relevant technical skills in the ICO, will leave the CPM and the CPO with more time to pursue non-lending activities. Increased proximity will also facilitate deeper understanding of the fragility context.
16. The Round Table at the National Workshop proposed that IFAD conduct regular discussions on its programmes in the country through media and other strategic policy making forums in order to present evidence from implementation of its projects to the Government. IFAD-supported programmes should also share the baseline data collected by them with users of agricultural information either through its website or through other media.

***Proposed follow up.*** *The Government and IFAD agree to the recommendation to further strengthen the country programme approach. This will include:*

- *The design of a knowledge management strategy for the country programme which will facilitate improved M&E systems at project level as well as strengthen their linkages to the Government M&E systems, particularly those at Ministry of Agriculture and Forestry and Ministry of Planning and Economic Development. The strategy will also propose indicators to measure progress in knowledge management.*
- *IFAD will play a more prominent role within the coordinated implementation of the United Nations Sustainable Development Cooperation Framework (UNSDCF), particularly by regular participation of the IFAD Country Director in the UNCT meetings (despite his/her being posted outside the country) and the systematic participation by the IFAD Country Programme Officer in the Deputies' Group and the Programme Management Team. The Country Programme Officer will furthermore play a proactive role in the revitalization of the agricultural working group under the UNCT.*

- *Subject to budget restrictions, IFAD will seek to maximise its presence in its Freetown office by also recruiting consultants, UN volunteers and other categories with required qualifications.*
- *IFAD and the Government will conduct portfolio results reviews at regular intervals in order to identify possible performance issues and take corrective action as required. The results should be communicated to relevant media in order to increase visibility.*

*Responsible partners: all projects, MAF and IFAD*

*Timeline: 2020 onwards*

17. **Recommendation 5: Strengthen the targeting focus by mainstreaming youth in the country portfolio through a country-specific youth strategy.** A needs assessment based on vulnerability analysis must be conducted to identify the needs of the youth in Sierra Leone and select those that can be addressed by IFAD-supported projects. Based on this, a youth strategy should be developed which will help unlock their potential in agriculture, includes suggested activities, linkages to other development partners and suggested responsibilities. The youth strategy and related activities need to be implemented in a structural manner, and the targeting unit in the NPCU should be appropriately strengthened with a dedicated youth expert staff. Youth participation must be strongly monitored, not only in numbers but also in relevant monitoring questions. Activities should be designed in such a way, that there is a considerable likelihood that the youth can sustain them without external support.

***Proposed follow up.*** *IFAD and the Government agree to further focus on the involvement of youth in agriculture and the off-farm economy in the countryside. In order to do that the country programme will:*

- *Based on the work of the National Youth Commission and in close collaboration with the Ministry of Youth Affairs, the country programme will conduct a needs assessment to identify the needs of the youth in Sierra Leone and select those that can be addressed by IFAD-supported projects.*
- *Based on the assessment, a youth strategy will be developed which will help unlock young people's potential in agriculture. The strategy will include suggested activities, linkages to other development partners and responsibilities. The strategy will provide guidance for the improved implementation of the ongoing country programme and serve as blueprint for the design of future IFAD-financed projects in Sierra Leone.*

*Responsible partners: all projects, MAF, MYA and IFAD*

*Timeline: 2020 onwards*

Signed by:

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H.E. Dennis K. Vandi

Minister for Agriculture and Forestry

Ministry of Agriculture and Forestry

Government of Sierra Leone

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H.E. Francis M. Kai-Kai

Minister for Planning and Economic  
Development

Ministry of Planning and Economic  
Development

Government of Sierra Leone

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Mr. Donal Brown

Associate Vice-President

Programme Management Department

International Fund for Agricultural  
Development

## COSOP preparation process

1. **Formulation process.** The main consultations took place in Sierra Leone on 7-15 October 2019. During this period, the team was able to:
  - a. Analyse strategic orientations from the Government of Sierra Leone and other partners;
  - b. Obtain statistical information from relevant authorities;
  - c. Meet the UN Resident Coordinator and other UN agencies, bilateral donors, NGOs, producers' organizations, rural communities and the private sector; and
  - d. Organize debriefing sessions with the Government on preliminary findings.
2. **Meetings with Government and national actors.** The mission met with different Government ministries, departments and projects to understand the perspectives of the sectors on the country's strategic priorities in the agricultural and rural development sectors. In this regard, the team met separately with the Ministry of Agriculture; Ministry of Finance, Ministry of Development and Economic Planning; Ministry of Social Welfare, Gender and Children's Affairs; Ministry of Youth Affairs; Ministry of Lands and Country Planning, Ministry of Health and Sanitation. Meetings were also held with the Environmental Protection Agency; Sierra Leone Investment and Export Promotion Agency (SLIEPA); Sierra Leone Roads Authority (SLRA); Sierra Leone Agriculture Research Institute (SLARI); Bank of Sierra Leone; Apex Bank; the National Youth Commission; the National Commission for People with Disabilities and the IFAD National Project Coordination Unit (NPCU).
3. **Meetings with multilateral and bilateral partners.** As part of the COSOP formulation, the design team met with the United Nations Resident Coordinator, as well as with representatives from FAO, WFP, UN-Women, World Bank and African Development Bank. The mission also met DFID and the European Union.
4. **Community-based organisations.** Focus group discussions were held as part of field visits organized to meet rural people including youth and women in Songoloko (Western Area Farmers' Association) and in Port Loko (Masafi Community in Koya Chiefdom and Lalmanka Community in Maramfa Chiefdom).
5. The COSOP was shared with the UNCT which presented valuable advice on a number of aspects including value chain development and the need to support the Government in its effort to instil a culture of results-based management.
6. **In-country validation.** The in-country validation workshop took place on 5 February 2020 in IFAD's country office in Freetown with the participation of relevant ministries and development partners.



## Strategic Partnership for the COSOP for Sierra Leone for 2020-2025

Partnering Functions	Partners/Networks/ Platforms	Specific Results and Outcomes from Partnership	Justification for Partnership
Mobilizing co-financing	Adaptation fund	US\$ 9.2 million for AVDP	AF supports climate resilient and smart agricultural production.
	OFID	US\$ 20 million for AVDP	OFID supports feeder roads rehabilitation and maintenance.
	African Development Bank / World Bank	Cofinancing for new project with IFAD12 allocation.	AfDB is IFAD's main development partner in the region and has now committed US\$ 11 million for an agribusiness focusing on seeds certification in four districts. World Bank's portfolio is targeting large water infrastructure, maintenance of roads and seeds certification.
Strengthening private sector engagement	DFID (AgDevCo)	Incorporate best practices from private sector led growth in Agriculture in the region	DFID is the largest bilateral donor in Sierra Leone and AgDevCo is a specialised investor and project developer focused exclusively on early stage Small and Medium Enterprise agribusiness in Sub Saharan Africa.
	World Bank (SCADEP)	SCADEP is focussed on the strengthening of agro-industries in the rural sector in Sierra Leone with whom AVDP will partner and create synergies.	SCADEP is ongoing and is already targeting a number of agro-industries that could off-take produce from IFAD-supported producer groups.
Engaging in policy and influencing development agendas	Food Agriculture Organization	Improved policy analysis for land tenure, gender and youth policies	FAO is an RBA with well-known comparative advantage on agricultural policy design.
	UNCT	Increased visibility through periodic participation in UNCT	UNCT is a platform and decision-making body for the UN country team.
Enabling coordinated country-led processes	Tony Blair Institute	Strengthened policy delivery mechanisms and data systems	One of the COSOP's SO is aiming at improving policy coordination and delivery. TBI has more than 15 years working in SL, embedded within key government agencies, and with globally recognized expertise on policy reforms implementation.
	World Food Programme	Increased and predictable demand for rural farmers' staples supply	WFP has conducted "purchase-for-progress" program (P4P) and is currently starting a new similar programme in seven districts.
Enhancing Visibility	Scaling Up Nutrition	IFAD is included in country-level narrative of nutrition outcomes' progress	SUN is a global movement with a clear policy framework for nutrition outcomes. Sierra Leone joined SUN in 2012.
	UNCT	Increased visibility through periodic participation in UNCT	UNCT is a platform and decision-making body for the UN country team.

## South-South Triangular Cooperation Strategy

### I. Introduction

1. As outlined in the context of the IFAD11 consultations, South-South and Triangular Cooperation (SSTC) is an important instrument for IFAD to deliver on its mandate of increasing agriculture production and productivity, food security, nutrition and incomes of poor people living in remote rural areas in developing countries.
2. This annex summarizes the main points that arose from the consultations with the relevant Government stakeholders, during the main COSOP mission organized in October 2019 in Sierra Leone.

### II. Past experiences and Opportunities for Rural Development Investment Promotion and Technical Exchanges in Sierra Leone

3. Sierra Leone is a least developed country with considerable skill gaps both in terms of technical know-how and policy development.
4. Past SSTC activities in the country have evolved around a variety of sectors such as health, agriculture, financial services as well as general capacity building of the public sector. SSTC partners cross all Latin America, Asian and Sierra Leone's African neighbours.

### III. IFAD-Sierra Leone SSTC Engagement Rationale

5. In Sierra Leone, the Government Agricultural transformation plan is prioritising rice and tree crops (including oil palm and cashew) as well as poultry and small ruminants. The country is already receiving quite some support for rice production (JICA, AFDB, IsDB, private investors) and it is therefore the assessment by the COSOP mission that other areas could benefit more from IFAD-supported SSTC. On the other hand, the country is aiming at creating more productive and harmonious out grower schemes in which both the private sector plantations and the smallholder out growers, particularly youth, will benefit.
6. Sierra Leone has seen a strong increase in the scope and depth of rural financial services. Yet, Sierra Leone lacks behind other countries in the region, particularly with regards to digital rural financial services.
7. Finally, there is a political willingness to increase the public purchase of smallholder produce, for example rice, for the consumption by the army, hospitals, schools etc. While the budget to do so is a constraint, it is not the only one: also setting up an effective system for purchase of smallholder produce. There are several good examples of doing so, including in Latin America.

### IV. Identified partnerships and initiatives for SSTC in Sierra Leone

8. SSTC will be proactively supported under the country programme, both financed through the ongoing portfolio as well through other financing modalities, in close coordination with IFAD's SSTC and Knowledge Centre in Addis Ababa. The following areas will be
  - a. Best practice in establishing and managing sustainable tree crop out-grower schemes – e.g. Malaysia/Indonesia (Supports COSOP SO1);
    - i. Indonesia: This is a country with proven records on tree crop management, especially coffee and oil palm. They have successfully implemented large scale out-grower schemes involving the rural farmers with similar background to Sierra Leone. They have transformed existing plantations using improved planting materials. The out-growers are organised into cooperatives that ensure economy of scale. It is expected that Sierra Leone can benefit a lot

from the Indonesian experiences, particularly for youth employment creation. Such an SSTC initiative would support COSOP SO1 and could be funded through the project or in partnership with the European Union which is presently implementing a tree crop project in Sierra Leone (BAF).

- b. Rural financial sector will benefit from SSTC exchanges on digital innovations in rural finance as well as experiences on institutional sustainability of APEX banks – e.g. East Africa and India (Supports COSOP SO2);
  - i. Kenya: This country is using an innovative rural financing through mobile phones and e-banking to provide rural credit to farmers. It is proven to be working and sustainable. It addresses the issue of access to credit by the rural communities. The farmers work through a cooperative system that allows them to save, borrow and trade their produce through their respective groups. Funding can be through the RFCIP-II project or the government as part of the African Union-feed Africa. Such an SSTC initiative would support COSOP SO2.
  - ii. Sierra Leone could also learn from agricultural rural banks in Kenya or Asia (e.g. India) on their strategy in providing soft agricultural loans at low interest rates over a longer period of grace. The APEX bank can learn from their counterparts on how to achieve sustainability and serving the target communities.
- c. Public purchase of smallholder produce for school feeding and public institutions – e.g. in Brazil (Supports COSOP SO3).
  - i. Mozambique: Joint Aid Management (JAM) an NGO is implementing a school feeding program through a nucleus farm and out growers, initially supported by USDA and the government. The project serves as aggregators, buying all the out-grower products and process to provide a nutritious food for the children. The project contributes to increase production by the rural farmers and injection of cash into their communities. It ensures ready market at a pre negotiated price.
  - ii. WFP also implemented a pilot project called P4P (purchase for progress) in both Sierra Leone and Mozambique. This model organizes farmers into production groups that can produce required crops through an established structure that ensures marketing and distribution through WFP.
  - iii. Finally, Brazil has vast experience in setting up programmes for public purchase of smallholder produce, and there would be valuable lessons to be learned from a systemic level on how to most effectively set up such a programme. This would support COSOP SO3.

## V. Conclusion

9. **Financing SSTC initiatives.** SSTC is an important development cooperation modality that should be explored throughout the COSOP period. SSTC should furthermore be embedded in the strategic objectives and reflected in the results measurement framework. In this regard, the IFAD12 financial envelope will allow for the design of new projects, to be implemented after 2022, that would keep this recommendation into consideration. In addition, some special SSTC initiatives could be designed and submitted for consideration to bilateral donors and SSTC funds.

## Country at a glance

### Country Portfolio Summary

Region	West & Central Africa	<b>Member of Country Groups :</b>	
Country	Sierra Leone	Least Developed country	Yes
Current Financing Terms	DSF Grant/Highly Concessional	Low-income, food deficit	Yes
Ranking all Countries	45	HIPC DI Eligible	Yes
Ranking within region	12		

Country Indicator	Value	Year	Source
Agriculture, value added (% of GDP)	60.30	2017	World Bank
GNI per capita, Atlas method (current US\$)	510.00	2017	World Bank
Human development index (HDI) value	0.42	2017	UNDP
Population, total	7,557,212.00	2017	World Bank
Rural population	4,410,691.00	2017	World Bank

Key Dates	
Last RB-COSOP Approved AVP/PMD	
First Project Approved	18 Sep 1979
Last Project Approved	08 Dec 2018

IFAD Interventions		
	<u>Number of Projects</u>	<u>IFAD Approved USD ('000)</u>
Financial Closure	6	93,844
Entry into Force	1	68,788
Available for Disbursement	1	31,316
Project Completed	1	0
<b>Total IFAD commitment</b>	<b>9</b>	<b>193,948</b>

IFAD Interventions Summary								
Project Number	Financing Instrument ID	Currency	Approved Amount	Disbursed	Loan/Grant Status	Project Status	Board Approval	Cooperating Institution
1100000021	1000002076	XDR	9,600,000	100%	Closed	Closed	18 Sep 1979	WB
1100000021	1000000466	XDR	235,000	100%	Closed	Closed	18 Sep 1979	WB
1100000064	1000002553	XDR	4,900,000	38%	Closed	Closed	22 Apr 1981	WB
1100000152	1000002012	XDR	5,100,000	87%	Closed	Closed	11 Sep 1984	WB
1100000308	1000002185	XDR	6,600,000	71%	Closed	Closed	09 Sep 1992	UNOPS
1100000308	1000002681	XDR	3,650,000	41%	Closed	Closed	09 Sep 1992	UNOPS
1100001054	1000002530	XDR	5,900,000	100%	Closed	Closed	18 Dec 2003	IFAD
1100001054	1000003959	XDR	7,050,000	100%	Closed	Closed	15 Dec 2010	IFAD
1100001054	1000003957	XDR	7,050,000	100%	Closed	Closed	15 Dec 2010	IFAD
1100001054	1000004393	XDR	4,215,000	100%	Closed	Closed	03 Dec 2012	IFAD
1100001054	1000004394	XDR	4,215,000	100%	Closed	Closed	03 Dec 2012	IFAD
1100001310	1000002817	XDR	5,950,000	100%	Closed	Closed	18 Apr 2007	IFAD
1100001310	1000004223	XDR	695,000	86%	Closed	Closed	03 Apr 2012	IFAD
1100001310	1000004224	XDR	695,000	86%	Closed	Closed	03 Apr 2012	IFAD
1100001710	2000000063	XDR	7,375,000	99%	Disbursable	Disbursable	03 Apr 2013	IFAD
1100001710	2000000055	XDR	7,375,000	99%	Disbursable	Disbursable	03 Apr 2013	IFAD
1100001710	2000002312	USD	4,500,000	0%	Entry into Force	Disbursable	13 Apr 2018	IFAD
1100001710	2000002311	USD	4,500,000	0%	Entry into Force	Disbursable	13 Apr 2018	IFAD
2000001544	2000002587	USD	5,900,000	0%	Entry into Force	Entry into Force	08 Dec 2018	IFAD
2000001544	2000002586	USD	5,900,000	0%	Entry into Force	Entry into Force	08 Dec 2018	IFAD
2000001544	2000003095	USD	20,800,000	0%	Approved	Entry into Force	09 Sep 2019	IFAD
2000001544	2000003094	USD	7,700,000	0%	Approved	Entry into Force	09 Sep 2019	IFAD

Projects In Pipeline		
Current Phase	<u>Number of Projects</u>	<u>IFAD Proposed Financing USD ('000)</u>
<b>Total</b>	<b>0</b>	<b>0</b>

Source: Country Portfolio Summary

## Financial management issues summary

COUNTRY	Sierra Leone							
Project	Financing instrument	FLX Status (1)	Lending Terms		Currency	Amount (million)	Completion date	
SCP	G-C-GAF-1-	DSBL	SUPPLEMENTARY FUNDS GRANTS		USD	50.00	29/09/2019	
RFCIP2	200000231100	ENTF	DSF HC GRANTS		USD	4.50	29/06/2022	
	200000231200	ENTF	HIGHLY CONCESSIONAL TERMS 0.75 pc		USD	4.50	29/06/2022	
	G-I-DSF-8115-	DSBL	DSF HC GRANTS		XDR	7.38	29/06/2022	
	L-I--893-	DSBL	HIGHLY CONCESSIONAL TERMS 0.75 pc		XDR	7.38	29/06/2022	
SL-AVDP	200000309400	APPR	DSF HC GRANTS		USD	7.70		
	200000309500	APPR	HIGHLY CONCESSIONAL BY CURRENCY		USD	20.80		
	200000258600	ENTF	DSF HC GRANTS		USD	5.90	29/09/2025	
	200000258700	ENTF	HIGHLY CONCESSIONAL TERMS 0.75 pc		USD	5.90	29/09/2025	
(1) APPR – SIGN – ENTFF – DISB – EXPD - SPND								
CURRENT LENDING TERMS	27% DSF Grant/ 73% Highly Concessional Loan							
A. INHERENT RISK (TI, PEFA relevant extracts)								
High risk	<p><b>TI (2018):</b> The 2019 CPI score for Sierra Leone is 33/100 (High Risk). On a global scale, Sierra Leone ranked 119<sup>th</sup> out of 180 countries.</p> <p><b>CPIA (2018):</b> The overall CPIA score for Sierra Leone in 2018 is 3.2, placing the Country just above the regional average of 3.1. The lower performing cluster concerns policies for social inclusion and Equity while economic management, public policies and public sector management are the highest performing clusters.</p> <p><b>PEFA (2017):</b> The last PEFA assessment in 2017 pictures an overall weak performance of the Public Financial Management system (PFM) at country level. The reliability of the budget is very low due to the high variance between original budget provisions and effective expenditures. Moreover, donor expenditure is not included in the consolidated budget. Concerning the management of assets and liabilities, the report shows that, at present, public investment project selection (about 70% of public investment projects) is heavily dependent on political considerations, with very little or no focus on the availability of fiscal space as well as economic and social impact. Weaknesses also concern the controls in budget execution with significant expenditures arrears and delays in payroll of public servants. Procurement management and monitoring is weak and incomplete. Finally, concerning external audit, the report notes that The Audit Service Sierra Leone is steadily improving its coverage and standards, but delivers its reports only nine months after receipt of the annual financial statements.</p> <p><b>IMF-WB, Debt Sustainability Analysis (2018):</b> Sierra Leone's risk of external debt distress and overall risk of debt distress are assessed as "high", which is a deterioration of the risk rating of the last June 2017 DSA. Sierra Leone is also classified to have a medium debt-carrying capacity. Public debt indicators are driven mainly by the external debt component representing 70% of public debt of which multilateral creditors own about 75% and that has recently increased due to debt contracted for post-Ebola recovery. Total public and publicly guaranteed debt stood in fact at 41.2% of the GDP in 2017 and was projected to increase to 46% in 2018.</p> <p><b>Ineligible expenditure (confirmed / unconfirmed):</b> US\$ 1,153,749</p>							
B. PORTFOLIO, FM RISK & PERFORMANCE								
Project	Financing instrument	Curr.	Amount (million)	Project risk rating	PSR quality of FM	PSR audit	PSR disb. rate	Disbursed to approved
SCP	G-C-GAF-1-	USD	50.00	High	Satisfactory	Satisfactory	Satisfactory	99 %
RFCIP2	200000231100	USD	4.50	High	Mod. satisfactory	Satisfactory	Highly satisfactory	0 %
	200000231200	USD	4.50	High	Mod. satisfactory	Satisfactory	Highly satisfactory	0 %
	G-I-DSF-8115-	XDR	7.38	High	Mod. satisfactory	Satisfactory	Highly satisfactory	99 %
	L-I--893-	XDR	7.38	High	Mod. satisfactory	Satisfactory	Highly satisfactory	99 %
SL-AVDP	200000309400	USD	7.70	Medium	N/A	N/A	N/A	0 %
	200000309500	USD	20.80	Medium	N/A	N/A	N/A	0 %
	200000258600	USD	5.90	Medium	N/A	N/A	N/A	0 %
	200000258700	USD	5.90	Medium	N/A	N/A	N/A	0 %

IFAD portfolio in Sierra Leone is composed of three projects. SCP, financed by the GAFSP Trust Fund and administered by IFAD, has recently reached its completion date. For RFCIP II, which has fully disbursed its original financing, an additional financing was approved by IFAD in 2019. Finally, AVDP became effective in July 2019 and has not disbursed yet.

### C. SUMMARY – APPROVED AND DISBURSED AMOUNTS

#### APPROVED AMOUNTS (PBAS)

USD million <sup>(4)</sup>	2013 - 2015 (IFAD9)	2016 - 2018 (IFAD10)	2019 - 2021 (IFAD11)	Notes
PBAS allocation	25.47	20.79	40.83	
Amount approved	22.32	20.79	28.50	

(4) Source = GRIPS.

#### DISBURSEMENTS BY FINANCING SOURCE

USD million equivalent disbursed during the period <sup>(5)</sup>	2013 - 2015 (IFAD9)	2016 - 2018 (IFAD10)	2019 - 2021 (IFAD11)	Cumulative undisbursed balance <sup>(6)</sup>
LDCF	1.90	0.42	0.00	0.00
SUPP	10.19	25.98	3.01	0.37
IFAD financing	30.59	16.08	0.64	49.46
SPA	0.00	0.00	0.00	0.00

(5) Historical total disbursed, in USD. Source = Oracle Business Intelligence.

(6) At 04/11/2019 IMF exchange rate. Includes financing instruments in approved, effective, signed and disbursable status.

### D. AUDIT

Since 2015 the external audit of IFAD projects are performed by the Audit Service Sierra Leone. The quality of the reports received has been usually satisfactory even though the reports are often received with a delay on the agreed deadline.

**SCP (FY2018):** Audit performance was rated as Moderately Unsatisfactory and the audit coverage deemed to be complete. An 'Unqualified' audit Opinion was provided by the auditors. Although all mandatory financial statements were submitted, the Management Letter was received with a considerable delay. The Management letter raised serious financial concerns, which could have been expected to affect the audit opinion provided. The financial statements also presented notable weaknesses. Outstanding issues highlighted in the audit, including appropriateness of exchanges rates applied and implementation status of certain project activities, are being followed-up on closely by IFAD.

**RFCIP2 (FY2018):** Audit performance was rated as Moderately Unsatisfactory. The audit was received with a delay of more than two months. The quality of the financial statements is deemed acceptable, although inconsistencies remain and one set of mandatory analysis was not submitted. The 'Unqualified' audit opinion of the Project's financial statements could seem to be in contrast with the findings reported in the Management Letter. Among the several internal control issues raised, procurement practices, petty cash balance and completeness of the fixed asset register were flagged, as well as poor administration of rent payments and other outstanding refunds. Among the numerous outstanding issues highlighted in the audit, which IFAD is following-up on closely, is the loan from RFCIP II to SCP that is not permitted according to IFAD procedures and which is yet to be reimbursed.

These issues were raised with the Auditor General during a meeting in December 2019 with the Finance Officer. The manager of the meeting agreed verbally that based on the information available at the date of the audit the opinion should have been qualified as "except for". The Auditor General agreed to look into the issues and reply formally to IFAD. The reply was not received at the time of writing.

### E. SUPERVISION

The last supervision mission for RFCIP2 took place in February 2019. The project has a highly satisfactory disbursement rate, but it was rated as moderately unsatisfactory for what concerns counterpart funds, which were received for 36.4% of the expected contribution of USD 4.5 million. The quality of financial management, which was rated as moderately satisfactory. Among the main remarks made by the mission we can mention: financial reporting should be improved by explaining the variances between the actual and the budgeted expenditures for both IFRs and PFS; improve fuel management; reduce the use of cash for payment of project activities; all contract related payments must be first certified by a technical officer.

### F. DEBT SERVICING

No arrears

### G. COMMENTS ON COSOP / CONCEPT NOTE

All projects face issues with quantifying and capturing the in-kind contributions and tax exemptions given by the government. Moreover, the exchange rate policy used by commercial banks hosting project accounts should be closely monitored. The practice of loans between different IFAD projects must be stopped and avoided in the future.

Internal audit: The MAFFS IA function should integrate IFAD projects in its annual audit work plan. The audit should focus on implementing partners, and operational checks such as identification and mapping of project sites (identification boards and GPS coordinates), distribution of tools and seeds as well as quality of training.

Single Treasury Account. As part of future project designs the TSA should be assessed to ensure if it meets IFAD minimum requirements and, if deemed acceptable, funds may be channelled through the TSA as opposed to keeping designated accounts in a commercial bank.

Prepared by: R. Damianov

Date:10/01/2020 (TI score updated 18/02/2020)

## Procurement

### A. Legal and Regulatory Framework

1. Public Procurement is managed and regulated by the Public Procurement Act 2004 (amended in 2016) (PPA 2016), Public Procurement Regulations 2006 (PPR 2006) and Public Procurement Manual 2006 (PPM 2006). The PPA 2016 is based on the UNCITRAL Model Law and therefore covers the full framework of the procurement practices, processes and control mechanisms. In addition, it is consistent with the IFAD Procurement Guidelines and IFAD Procurement Handbook.
2. The PPA 2016 stipulates the functions of the National Public Procurement Authority (NPPA) which is the body corporate responsible for regulating, promoting, developing and harmonizing public procurement and also tasked with managing capacity building of procurement staff. The Act also establishes the Independent Procurement Review Panel (IPRP), a body responsible for handling protests and complaints made by bidders, and has as its Secretariat, the NPPA.
3. NPPA provides and updates standard bidding documents for the procurement of Goods, Works, Non-consulting and Consulting Services. These include templates for Request for Quotations (Goods, Works, Non-consulting Services), Request for Proposals (Consulting Services), Request for Bids (Goods, Works), and a Procurement Plan template.
4. While the Act sets the legal broad strokes under which procurement is enacted, the PPR 2016 provides detailed institutional arrangements for procurement delineating the responsibilities of the different actors, establishes the bases on which bidders are considered qualified and eligible, and showcases the procurement process based on methods and bidding document type.
5. The PPM 2006 picks up the procurement process set in the Regulations and breaks it down into procurement procedures into progression steps in fine detail. Together all 3 documents (and the structures within which they operate) lay down the framework for effective procurement management.
6. It is recommended therefore that the legal and regulatory framework of public procurement in Sierra Leone – which includes the Act, Regulations, Manual, Standard Bidding Documents and other instruments – be used for all procurement activities funded by IFAD.

### B. Procurement Arrangements

7. For each contract to be financed by IFAD proceeds, the types of procurement methods, the need for pre or post-qualification, estimated cost, prior review requirements and time-frame are agreed between the Borrower and IFAD respectively in the Procurement Plan.
8. **Procurement Methods.** It is recommended that the Project use the following procurement methods for the categories of procurement, as follows:
  - a. **Goods/Works/Technical Services:** International Competitive Bidding, National Competitive Bidding, Limited International Bidding, National/International Shopping, Direct Contracting. The definitions for and applications of these methods should be consistent with the IFAD Procurement Handbook.
  - b. **Consulting Services:** Quality and Cost-Based Selection (QCBS), Quality-Based Selection (QBS), Fixed Budget Selection (FBS), Least Cost Selection (LCS), Selection Based on Consultants' Qualifications (CQS), Sole Source Selection (SSS) and Individual Consultants. The definitions for and applications of these methods (except IC) should be consistent with the IFAD Procurement Handbook.

9. **Bidding Documents.** All bidding documents for the procurement of goods, works and services shall be prepared by a Procurement unit that should be part of a project coordination or implementation unit. It is expected that these bidding documents be some or more of the following: Request for Expressions of Interest (REOI), Request for Bids (RFB), Request for Proposals (RFP), Request for Qualifications (RCQ) and Request for Quotations (RFQ). The RFQ and RFB templates (for National Competitive Bidding) of the NPPA are good documents and could be used by projects. For all other bidding documents, including RFB under International Competitive Bidding procurements it is advised that projects liaise with IFAD who shall provide them with IFAD-prepared standard bidding documents.

### C. Procurement Risk

10. Based on the Procurement Risk Assessment carried out on 1 November 2019, Sierra Leone's inherent and net risk profile is assessed as **medium**.
11. Of the risk assessment results, three items are notable: monitoring of procurement, the complaints management system and the non-existence of a debarment system.
- a. **Procurement Monitoring:** In its 31 May 2018 report on Sierra Leone, the Public Expenditure and Financial Accountability (PEFA) Framework notes that the NPPA monitoring databases are not reliable or complete, and that NPPA's annual surveys fail to cover most procurement activities in ministries and agencies.
- b. **Complaints Management System:** Even though Sierra Leone has a procurement appeals body promulgated by law, the Independent Procurement Review Panel (IPRP) has not been functioning for years. It has recently started operations but is not able to carry out its functions fully as it waits for its operation budget to be approved.
- c. **Existence of a Debarment System:** Sierra Leone does not have a national debarment system – managed by the NPPA - that bars miscreant bidders from participating in government procurement opportunities.

Procurement Risks		Mitigation Measures
1	<b>Procurement Monitoring</b> The monitoring of procurement activities by the procurement regulatory authority are not being undertaken effectively <i>Probability: High</i>	IFAD to accelerate its own supervision activities  <i>Impact: Moderate</i>
2	<b>Complaints Process</b> No true 2-tiered complaints management system. Protesting bidders have to make do with only the response from the procuring entity. Access to an appeals body (IPRP) not assured. <i>Probability: Moderate</i>	No recommended mitigation measure  <i>Impact: High</i>
3	<b>Existence of a Debarment System</b> No national debarment system  <i>Probability: Moderate</i>	No recommended mitigation measure  <i>Impact: High</i>



IFAD Procurement Risk Matrix						
	<b>Division</b>	WCA				
	<b>Country</b>	Sierra Leone				
	<b>Project</b>	N/A				
	<b>Date</b>	01-Nov-19			<b>NET RISK RATING</b>	
	<b>INHERENT RISK RATING</b>	● 1.80			● 2.20	
#	Description of Risk Feature	Rating	Assessment Basis	Remarks	Recommendation /Mitigation	Rating
<b>A</b>	<b>COUNTRY RISK ASSESSMENT</b>	● 1.80				● 2.20
<b>1</b>	<b>Legal and Regulatory Framework</b>	● 2.00				● 2.20
a	Country procurement law, regulations and manual exist	● 3	3 they all exist, 2 only two exist, 1 only one exist or none	As assessed by Assessor	No mitigation measure proposed	● 3
b	Existence of Standard Bidding Documents for Goods, Works and Services	● 3	3 all exist, 2 only for NCB & ICB, none for Shopping, 1 none exists	As assessed by Assessor	No mitigation measure proposed	● 3
c	Procurement Monitoring	● 1	Use PEFA Framework, see worksheet for details	Scored culled from PEFA Report 2018	No mitigation measure proposed	● 1
d	Procurement Methods	● 1	Use PEFA Framework, see worksheet for details	Scored culled from PEFA Report 2018	Use of the procurement methods have improved since the PEFA Report	● 2
e	Public access to procurement information	● 2	Use PEFA Framework, see worksheet for details	Scored culled from PEFA Report 2018	No mitigation measure proposed	● 2
<b>2</b>	<b>Accountability and Transparency</b>	● 1.60				● 2.20
a	Procurement Complaints Management	● 1	Use PEFA Framework, see worksheet for details	Scored culled from PEFA Report 2018	According to the PEFA Report 2018, the Procurement Review Board has not been functioning. The Independent Procurement Review Panel (IPRP) - which is the Review Board - has started functioning again in 2019, though not fully	● 2
b	Country Corruption Perception Index score	● 2	The score is published on Transparency.org. 0 to 29 = 1, 30 to 60 = 2, 61 to 100 = 3	Transparency.org results. Check was done on 8 November 2019	No mitigation measure proposed	● 2
c	2-tiered system to handle complaints	● 1	3 as stated, 2 only a single level system, 1 no system	Score culled from PEFA score for Procurement Complaints Management	see comments under Procurement Complaints Management - mitigation column. 2 tier system running: 1st level to the Procuring Entity, 2nd level to IPRP	● 3
d	Existence of a debarment system	● 1	3 full existence, 2 existence of complaints body that is the authority, 1 does not exist	There is no government debarment system in place	No mitigation measure proposed	● 1
e	Existence of an independent and competent local authority responsible for investigating corruption allegations	● 3	3 existence of independent Anti-Corruption agency, 2 existence of an office within a government ministry/agency that carries out some/all of these functions, 1 does not exist	The Anti-Corruption Commission is an independent body	No mitigation measure proposed	● 3
	<i>Risk Rating System</i>					
<b>3</b>	<b>L : Low Risk</b>					
<b>2</b>	<b>M : Medium Risk</b>					
<b>1</b>	<b>H : High Risk</b>					

## Rome Based Agency (RBA) Collaboration

1. On 6 June 2018, the Principals of the Rome-based Agencies (RBAs) signed a five-year Memorandum of Understanding (MoU) on RBA collaboration. The Executive Heads underscored their joint resolve to scale up the RBA partnership at all levels, with the ultimate goal of RBA collaboration becoming more effective and efficient, at all levels, and in contributing to achieving the SDGs.
2. The MoU provides a framework for RBA collaboration, and recognizes the importance of exploring holistic and complementary approaches in working together. It highlights each agencies strengths, building on comparative advantage and specialisation of each organisation and recognising the need to focus particularly on enhancing collaboration at country level.
3. The 2020-2025 IFAD COSOP for Sierra Leone is closely aligned with the priorities and objectives of the Country Strategic Programs of the Rome-Based United Nations Agencies in Sierra Leone [Food and Agriculture Organization (FAO) and World Food Programme (WFP)] which in turn are aligned to Sierra Leone's Medium-Term National Development Plan 2019-2023.
4. IFAD is committed to creating synergies with initiatives supported by FAO and WFP in collaboration with Government ministries, commissions and agencies to boost the productivity of the country's agricultural sector and improve the livelihoods of its people, especially smallholder farmers.
5. The joint 2019-2020 RBA Action Plan aims at implementing the Memorandum of Understanding on RBA collaboration which was signed by the Principals of the RBAs on 6 June 2018. The implementation of the IFAD country programme commits to deliver on the following points that represent collaboration at country level of the RBA action plan :

<b>Outputs of the RBA Joint RBA Action Plan (2019-2020)</b>	<b>RBA collaboration in Sierra Leone</b>
1. Development of joint country strategies in at least three pilot countries grounded on joint contribution to the UNSDCF Common Country Analysis (CCA) with a view to deliver more impactful collective results within the UNSDCF joint work-plans	The three Rome-based agencies are currently developing their respective country strategies and it will not be possible to develop a joint proposal at this time. The opportunity of a joint strategy will be discussed for the following cycle of country strategies and in the context of the development of the next UNSCDF.
2. Document and disseminate good practices of collaboration as a process of knowledge sharing and to facilitate uptake by other country offices	The RBAs are holding monthly Food Security Working Group meetings in which thematic areas are presented and discussed. IFAD will ensure to be a more regular participant in these meetings and provide information from best practice in IFAD-financed projects. Also, the RBAs will encourage joint missions and results reviews over the COSOP period.
3. Inclusion of dedicated section on RBA collaboration in all country strategies of each organisation	IFAD commits to having a dedicated section on RBA collaboration in its COSOP. This appendix is a testimony to that commitment.
4. Participation of RBAs in each other's country strategy (e.g. CSP, COSOP, CPF) formulation and,	WFP and FAO have indeed been consulted as part of IFAD's COSOP design. The main programmatic opportunity that was

<p>where feasible, identify possible joint/complementary projects</p>	<p>identified between the RBAs was to jointly support the rice value chain which is one of the Government's main priorities as well as school feeding. In short, the collaboration would consist in IFAD investments to boost rice production and productivity among smallholders, FAO provision of technical assistance to the farmer-based organisations while WFP would support the market off-take of the rice through its Home Grown School Feeding Programme.</p> <p>Also, lists of communities targeted by each agency in each district will be shared for all upcoming IFAD investments to maximize the opportunities for the establishment of synergies and increase efficiencies.</p>
<p>5. RBA country representatives to present and deliver views/positions on behalf of one another at UNCT discussions (i.e. Development of the UNSDCF)</p>	<p>This modality will be pursued in the COSOP period as needed.</p>

## Sierra Leone 2020-2023 UNSDCF Outcome areas, MTNDP and SDG alignment

UNSDCF OUTCOMES	MTNDP priorities	SDGs
<p><b>1. Sustainable Agriculture, Food and Nutrition Security</b></p> <p><i>By 2023, Sierra Leone benefits from a more productive, commercialized and sustainable agriculture, improved food and nutrition security, and increased resilience to climate change and other shocks.</i></p> <ul style="list-style-type: none"> <li>Farmers especially women, youth and other vulnerable groups to have equal access to information and decision-making opportunities on land tenure, knowledge of improved agricultural practices, inputs, technology, financial services, linkage to markets, leveraging appropriate technologies and innovations.</li> <li>Land and other natural resources (forests, minerals, marine, wetlands, etc.) are utilized in a sustainable and equitable manner</li> <li>An enabling environment for sustainable agriculture, food and nutrition (regulatory, institutional, research and policy framework) is in place.</li> <li>Access to diversified, nutritious and safe food is increased, and adequate dietary intake is improved.</li> <li>Competitiveness and trade compliance of selected value chains is improved.</li> <li>Preparedness systems are in place and functional at community level to mitigate the impact of climate change</li> </ul>	<p><b>Cluster Two: Diversifying the economy and promoting growth</b></p> <p>2.1 Improving the productivity, quality, safety and commercialization of the agricultural sector</p> <p>2.2 Improving the productivity and sustainable management of fisheries and the marine sector</p> <p><b>Cluster Five: Empowering Women, Children, Adolescents &amp; Persons with Disabilities</b></p> <p>5.2 Women's economic empowerment and access to livelihoods opportunities are promoted with a view to establishing Sierra Leonean women as equal partners and participants in the socio-economic and political transformation of Sierra Leone</p> <p><b>Cluster Seven: Addressing vulnerabilities and building resilience:</b></p> <p>7.1 Building national environmental resilience</p> <p>7.2 Forestry management and wetland conservation</p>	<p><b>SDG 1:</b> End Poverty in All Its Forms Everywhere</p> <p><b>SDG 2:</b> End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture</p> <p><b>SDG 3:</b> Ensure Healthy Lives and Promote Well-Being for All at All Ages</p> <p><b>SDG 4:</b> Ensure Inclusive and Equitable Quality Education and Promote Lifelong Learning Opportunities for All</p> <p><b>SDG 5:</b> Achieve Gender Equality and Empower All Women and Girls</p> <p><b>SDG 6:</b> Ensure Availability and Sustainable Management of Water and Sanitation for All</p> <p><b>SDG 8:</b> Promote Sustained, Inclusive and Sustainable Economic Growth, Full and Productive, Employment and Decent Work for All</p> <p><b>SDG 9:</b> Build Resilient Infrastructure, Promote Inclusive and Sustainable Industrialization and Foster Innovation</p> <p><b>SDG 10:</b> Reduce Inequality Within and Among Countries</p> <p><b>SDG 11:</b> Make Cities and Human Settlements Inclusive, Safe, Resilient and Sustainable</p> <p><b>SDG 12:</b> Ensure Sustainable Consumption and Production Patterns</p> <p><b>SDG 13:</b> Take Urgent Action to Combat Climate Change and Its Impacts</p> <p><b>SDG 14:</b> Conserve and Sustainably Use the Oceans, Seas and Marine Resources for Sustainable Development</p> <p><b>SDG 15:</b> Protect, Restore and Promote Sustainable Use of Terrestrial Ecosystems, Sustainably Manage forests, Combat Desertification, and Halt and Reverse Land Degradation and Halt Biodiversity Loss</p> <p><b>SDG 16:</b> Promote Peaceful and Inclusive Societies for Sustainable Development, Provide Access to Justice for All and Build Effective, Accountable and Inclusive Institutions at all Levels</p>
<p><b>2. Transformational Governance</b></p> <p><i>By 2023, people in Sierra Leone benefit from more gender and youth responsive institutions that are innovative, accountable, and transparent at all levels and can better advance respect for human rights and the rule of law, equity, peaceful coexistence, and protection of boys and girls, women and men including those with disability.</i></p>	<p><b>Cluster Four: Governance and accountability for results</b></p> <p>4.1 Political development for national cohesion</p> <p>4.2 Fighting corruption and illicit financial flows</p> <p>4.3 Strengthening public financial management (PFM)</p>	<p><b>SDG 5:</b> Achieve Gender Equality and Empower All Women and Girls</p> <p><b>SDG 16:</b> Promote Peaceful and Inclusive Societies for Sustainable Development, Provide Access to Justice for All and Build Effective, Accountable and Inclusive Institutions at all Levels</p>

<ul style="list-style-type: none"> <li>Democratic institutions are inclusive and the representation of women, young persons, and persons with disability in elected offices is institutionalized.</li> <li>Inclusive institutional frameworks (gender, youth and disability responsive) for peace, citizen's voices and participation for social cohesion.</li> <li>Access to justice is open to and affordable for all Sierra Leoneans and the rights of children, girls, women, men, including persons with disabilities are fully protected.</li> <li>Citizens have trust and confidence in the quality and equity of services of public institutions.</li> <li>Local governance institutions are well resourced, service delivery functions are devolved to them, and they are service oriented.</li> <li>Government has strengthened public financial management (PFM).</li> <li>Government-wide national monitoring and evaluation (M&amp;E) system that will ensure development results is achieved.</li> </ul>	<p><b>4.4 Strengthening audit services</b></p> <p><b>4.5 Promoting inclusive and accountable justice institutions</b></p> <p><b>4.6 Building public trust in state institutions</b></p> <p><b>4.7 Strengthening public service delivery</b></p> <p><b>4.8 Strengthening decentralization, local governance, and rural development</b></p>	
<p><b>3. Access to Basic Services</b> By 2023, the population of Sierra Leone, particularly the most disadvantaged and vulnerable, will benefit from increased and more equitable access to and utilization of quality education, healthcare, energy and water, and sanitation and hygiene services, including during emergencies.</p> <ul style="list-style-type: none"> <li>Children, adolescents, young women and youth have increased access to comprehensive quality education services with improved learning outcomes.</li> <li>The population has improved WASH coverage, quality services and positive WASH behaviours.</li> <li>The population has access to integrated people-centred health services to achieve Universal Health Coverage.</li> <li>Population has improved access to renewable energy in rural areas.</li> </ul>	<p><b>Cluster One: Human capital development</b></p> <p><b>1.1 Free quality basic and senior secondary education</b></p> <p><b>1.2 Strengthening tertiary and higher education</b></p> <p><b>1.3 Health care improvement</b></p> <p><b>1.4 Environmental sanitation and hygiene</b></p> <p><b>Cluster Three: Infrastructure and economic competitiveness</b></p> <p><b>3.1 Energy</b></p> <p><b>3.3 Improving water infrastructure systems</b></p>	<p><b>SDG 1:</b> End poverty in All its Forms Everywhere</p> <p><b>SDG 2:</b> End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture</p> <p><b>SDG 3:</b> Ensure Healthy Lives and Promote Well-Being for All at All Ages</p> <p><b>SDG 4:</b> Ensure Inclusive and Equitable Quality Education and Promote Lifelong Learning Opportunities for All</p> <p><b>SDG 5:</b> Achieve Gender Equality and Empower All Women and Girls</p> <p><b>SDG 6:</b> Ensure Availability and Sustainable Management of Water and Sanitation for All</p> <p><b>SDG 7:</b> Ensure Access to Affordable, Reliable, Sustainable and Modern Energy for All</p> <p><b>SDG 8:</b> Promote Sustained, Inclusive and Sustainable Economic Growth, Full and Productive, Employment and Decent Work for All</p> <p><b>SDG 9:</b> Build Resilient Infrastructure, Promote Inclusive and Sustainable Industrialization and Foster Innovation</p> <p><b>SDG 10:</b> Reduce Inequality Within and Among Countries</p> <p><b>SDG 16:</b> Promote Peaceful and Inclusive Societies for Sustainable Development, Provide Access to Justice for All and Build Effective, Accountable and Inclusive Institutions at All Levels</p>
<p><b>4. Protection and empowerment of the most vulnerable</b> By 2023, the most vulnerable, particularly women, youth, adolescents and children (especially girls), and persons living with disabilities are empowered and benefit from increased social protection services, economic and social opportunities</p> <ul style="list-style-type: none"> <li>Communities' behaviours towards women and girls' rights have changed towards increased understanding and respect of their rights.</li> <li>Legal, policy and regulatory frameworks for the protection of the rights of women, children and people living with</li> </ul>	<p><b>Cluster One: Human capital development</b></p> <p><b>1.5 Social protection</b></p> <p><b>Cluster Five: Empowering women, children, and persons with disabilities</b></p> <p><b>5.1 Women</b></p> <p><b>5.2 Children and adolescents</b></p> <p><b>5.3 Empowering persons with disabilities</b></p>	<p><b>SDG 1:</b> End poverty in All its Forms Everywhere</p> <p><b>SDG 2:</b> End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture</p> <p><b>SDG 3:</b> Ensure Healthy Lives and Promote Well-Being for All at All Ages</p> <p><b>SDG 4:</b> Ensure Inclusive and Equitable Quality Education and Promote Lifelong Learning Opportunities for All</p> <p><b>SDG 5:</b> Achieve Gender Equality and Empower All Women and Girls</p> <p><b>SDG 6:</b> Ensure Availability and Sustainable Management of Water and Sanitation for All</p> <p><b>SDG 8:</b> Promote Sustained, Inclusive and Sustainable Economic Growth, Full and Productive, Employment and Decent Work for All</p> <p><b>SDG 10:</b> Reduce Inequality Within and Among Countries</p> <p><b>SDG 11:</b> Make Cities and Human Settlements Inclusive, Safe, Resilient and Sustainable</p> <p><b>SDG 13:</b> Take Urgent Action to Combat Climate Change and Its Impacts</p>

<p>disabilities are further developed, promoted and implemented.</p> <ul style="list-style-type: none"> <li>• Vulnerable populations benefit from increased access to prevention, protection services related to gender-based violence (GBV), other harmful practices (child marriage, female genital mutilation, child labour, trafficking).</li> <li>• Vulnerable groups have increased essential life skills and knowledge (comprehensive sexuality education and HIV education)</li> <li>• Vulnerable groups have improved entrepreneurial and, financial literacy, and employability</li> <li>• Statistics SL and other entities are supported in order to produce quality data for decision-making.</li> <li>• Vulnerable people have increased access to and use of social protection and are more resilient to disasters and emergencies.</li> </ul>	<p><b>Cluster Six: Youth employment, sports, and migration</b></p> <p><b>6.1 Youth entrepreneurship (employment and empowerment)</b></p>	<p><b>SDG 16:</b> Promote Peaceful and Inclusive Societies for Sustainable Development, Provide Access to Justice for All and Build Effective, Accountable and Inclusive Institutions at all Levels</p>
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