

From Peacekeeping to Peacebuilding



UN Strategy to Support National Recovery & Peacebuilding in Sierra Leone



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Executive Summary

Much of Sierra Leone was devastated by the war, more than half the entire population was forced into displacement and main sources of economic prosperity were severely disrupted. For example, the maternal mortality rates increased to become the highest in the world, the school enrollment dropped and the immunization coverage declined. The causes of the conflict were rooted in a mix of bad governance, denial of fundamental rights, economic mismanagement and social exclusion.

Since the Abuja II Ceasefire Agreement in May 2001, there has been extensive progress in the area of disarmament and there is renewed hope that peace is at last returning to Sierra Leone after eleven years of conflict. UNAMSIL forces have deployed throughout the country and all districts are now accessible to government services. Displaced people and refugees are moving back to these areas. National elections were peacefully held in May 2002. These are encouraging signs, but to ensure consolidation of peace, there is a need for sustained commitment from both national and international actors.

Capitalizing on the recent peacebuilding and recovery opportunities in the early transition phase, the UN country team¹, in close consultation with the UN Mission in Sierra Leone (UNAMSIL), has prepared a UN Strategy to Support National Recovery and Peacebuilding that has been guided by national policies and priorities established through the National Recovery Programme and the Interim Poverty Reduction Strategy Paper (I-PRSP). It also draws on the 2002 UN Consolidated Inter-agency Appeal for Sierra Leone (CAP) as well as the global targets established as the Millennium Development Goals (MDGs). The purpose of this strategy paper is to explore how the United Nations, including humanitarian, development agencies and UNAMSIL, can contribute in a cohesive manner to the process of transition and peace building in Sierra Leone.

The strategy outlines the transition from humanitarian relief to a longer-term vision of UN assistance to Sierra Leone in the post conflict era. Taking into consideration political and security aspects, it forms a bridge between relief and recovery and aims at simultaneously directing assistance to those Sierra Leoneans who have been the most affected by the war and paving the way for the transition to sustainable development. The strategy provides a framework within which the UN will focus its dialogue, advocacy and operational activities during the period 2003-2007. It offers the opportunity for interagency collaboration through joint programming. Due to the evolving situation in Sierra Leone, the strategy will be updated on a yearly basis and is intended to lead the way to an appeal for 2003 and a United Nations Development Assistance Framework (UNDAF) for 2004, when programme cycles are planned to be harmonized². The strategy will assist the UN in focusing its contribution to both sector reviews and the preparation of the PRSP in 2003.

The strategy defines focus areas for UN assistance in five closely inter-related fields: strengthening the security framework and regional collaboration, facilitating reintegration, reducing poverty, fostering good governance and promoting human rights and encouraging reconciliation. In supporting the Government in its recovery and peacebuilding efforts, the strategy aims at enhancing the collaboration between the UN actors and their partners in Sierra Leone, ensuring complementary action and the best use of limited resources in the transition phase.

¹ Comprised by the UN Resident Coordinator (also Humanitarian Coordinator and DSRSG for Governance and Stabilization), FAO, IOM, OCHA, UNAMSIL Political Affairs, UNDP, UNFPA, UNFSO, UNHCR, UNICEF, WFP, WHO and the World Bank.

² Agencies that do not use programming cycles, will align their programme resources with the priorities agreed through the UNDAF mechanism in line with their programming procedures



Introduction

1. The General Assembly, in its Millennium Declaration of 18th September 2000, resolved “to make the United Nations more effective in maintaining peace and security by giving it the resources and tools it needs for conflict prevention, peaceful resolution of disputes, peace-keeping, post-conflict peacebuilding and reconstruction”.

2. In February 2001, the Security Council recognized that “peacebuilding is aimed at preventing the outbreak, the recurrence or continuation of armed conflict and therefore encompasses a wide range of political, developmental, humanitarian and human rights programmes and mechanisms. This requires short and long-term actions tailored to address the particular needs of societies sliding into conflict or emerging from it. These actions should focus on fostering sustainable institutions and processes in areas such as sustainable development, the eradication of poverty and inequalities, transparent and accountable governance, the promotion of democracy, respect for human rights and the rule of law and the promotion of a culture of peace and non-violence”.

3. The purpose of this strategy paper is to explore how the United Nations, including humanitarian, development agencies and UNAMSIL, can contribute in a cohesive manner to the process of transition and peace building in Sierra Leone. It recognizes that the situation in Sierra Leone continues to evolve and will therefore be updated on a yearly basis, enabling it to be flexible enough to adjust to changing circumstances. The strategy underlines the importance of creating a stable political and security environment that will encourage economic and social development.

4. The strategy also provides a basis for a dialogue within the United Nations itself during the transition. UNAMSIL is a multifaceted operation with activities that go beyond security, including support for the reintegration of ex-combatants, restoration of civil authority, assistance to elections and the protection of human rights. The UN country team, UNAMSIL and other partners will continue to work closely together to ensure that the achievements of UNAMSIL in these areas are sustained through longer-term programmes of capacity building.

The Consolidation of Peace

5. After eleven years of conflict, there is, with the recent completion of the disarmament process and the restoration of state authority, renewed hope that peace has finally returned to Sierra Leone. UNAMSIL forces have deployed throughout the country and all districts are now accessible to government services, UN agencies and NGO’s. The restoration of state authority in these areas is also proceeding, with the return of the police force, district administrators and other senior officials. Displaced people and refugees are moving back to these areas. Freedom of movement has improved significantly and trade and commerce are beginning to revive across the country. The Sierra Leone army and police are being retrained and re-equipped with assistance from the United Kingdom and other partners. Presidential and parliamentary elections were peacefully and successfully held in May 2002.

6. These are encouraging signs. To consolidate peace, however, the leaders and people of Sierra Leone, working with the international community, will have to make a sustained commitment to open and accountable government, respect for human rights and the equitable sharing of the national wealth. The improved security environment afforded by the presence of UNAMSIL and the on-going efforts to strengthen the army and police provide a unique window of opportunity for the government and its partners to move energetically towards these goals.

Humanitarian assistance has also a role to play in promoting peace and help communities to recover and overcome their difficulties.

The Challenges of Recovery and Peacebuilding

7. Much of Sierra Leone has been devastated by eleven years of war. According to the National Commission for Social Action's (NaCSA) estimates, over 3000 villages and towns have been decimated through widespread destruction of homes, healthcare and education facilities, and other basic services and infrastructures. During the conflict, more than half the population were internally displaced or became refugees, and the main sources of economic prosperity – agriculture and mining – were severely disrupted. In the 2002 Human Development Index, Sierra Leone was the last of the 147 countries listed⁴.

8. These are the immediate results of the conflict but they do not explain its origins or its brutality. The causes of the war were many and complex, reaching back well beyond the last decade. By common agreement, they lie in a mix of bad governance, the denial of fundamental rights, economic mismanagement and social exclusion. The diversion and misuse of diamond, rutile and other resources exacerbated these problems.

9. All of these factors, together with instability in neighboring states, contributed to the collapse of national institutions and local services, the breakdown of state security and the misappropriation of government resources, which has led inexorably to the impoverishment of rural populations and urban dwellers alike. These concerns must be addressed if peace is to be consolidated. At the same time, considering the fragile sub-regional context, there is a need for emergency preparedness, particularly for the potential increase of refugees from neighbouring countries. The early implementation of an effective management scheme for the mining and marketing of diamonds is an especially critical challenge given the potential destabilizing effect on the country as a whole of the uncontrolled and unprincipled exploitation of these resources.

10. Overcoming the legacy of the “lost” years will take time, dedication and resources. National ownership and commitment to this process of renewal is indispensable. At the same time, the continuing engagement of the international community through policy dialogue and material assistance is essential. Such a partnership should aim to move Sierra Leone on to the track of sustainable development as quickly as possible led by a resurgence of private investment and trade allied to expanded national investment in human development.

The UN Strategy for Recovery and Peacebuilding

11. Building on the opportunities that have emerged from the peace process, the UN country team, in close collaboration with UNAMSIL, has prepared a UN Strategy for Recovery and Peacebuilding, guided by national policies and priorities established through the National Recovery Programme and the Interim Poverty Reduction Strategy Paper (I-PRSP 2001-2002). It also draws on the 2002 UN Consolidated Inter-agency Appeal for Sierra Leone (CAP) as well as the global targets established as the Millennium Development Goals (MDGs).

12. This strategy outlines the transition from humanitarian relief to a longer-term vision of UN assistance to Sierra Leone in the post conflict era. Taking into consideration the political and security context, it constructs a bridge between relief and recovery. While directing UN assistance to those Sierra Leoneans who have been the most affected by the war, it charts a course towards sustainable development. The strategy provides a framework within which the UN country team and UNAMSIL will focus its dialogue, advocacy and operational activities during the period

⁴ The Human Development Report does not include all countries in the world, including some of the poorest.

2003-2007. It offers the opportunity for interagency collaboration through joint programming. It is intended to lead to an appeal for 2003 and a United Nations Development Assistance Framework (UNDAF) starting in 2004 when programme cycles are planned to be harmonized⁵. The strategy will assist the UN in focusing its contribution to both sector reviews and the preparation of the PRSP in 2003. The PRSP is intended to provide the framework for government, donor and NGO poverty reduction activities.

13. The great majority of Sierra Leoneans live in poverty. The country was very poor before the conflict began and poverty has deepened as a result of the war. The return of peace, which will permit the return and rebuilding of communities, is itself one of the most important steps that can be taken towards the reduction of poverty. Essential though that step is, it is only the first one. Post conflict assistance must also encourage and support national action to address the causes of the conflict, including social and regional disparities, as well as its immediate consequences. The strategy proposes, therefore to focus on five areas, which are inter-related and mutually reinforcing:

- (i) Strengthen security framework and regional collaboration;
- (ii) Facilitate reintegration;
- (iii) Poverty reduction;
- (iv) Foster good governance, and,
- (v) Protect human rights and encouraging reconciliation.

14. The strategy outlines a balance of actions aimed at assisting those who have suffered most during the conflict while also directing attention to deep-seated problems of poverty and governance. To that end, the UN will be an active partner in rebuilding communities physically and socially.

I. Strengthening Security Framework and Regional Collaboration

15. Recovery and peacebuilding efforts in Sierra Leone can only be undertaken and sustained if stability and security are maintained internally, as well as externally, in the broader Mano River Union. The first component of the strategy therefore focuses on the security framework and regional collaboration.

Context and Challenges

16. Since Abuja II and the resumption of disarmament in May 2001, the security situation has significantly improved culminating in the formal declaration of the end of the war in January 2002. A total of 72, 000 combatants from both fractions completed the disarmament program and the RUF transformed into a political party. The Government is extending its authority across the country and elections were peacefully conducted due, in part at least, to the 17,500 UNAMSIL troops that were deployed throughout the country. These are encouraging signs of stability and security.

17. However, an enormous task remains for the Government to ensure that the state has the ability to uphold its integrity from both internal and external challenges when UNAMSIL gradually withdraws. Internally, the first concern remains the ex-combatants, who constitute a volatile group whether RUF or CDF, and whose reintegration into the society will continue to be a challenge. Second, although the authority of the Government is gradually extended throughout the country, its capacity remains limited, including in the security sector. There is a lack of

⁵ Agencies that do not use programming cycles, will align their programme resources with the priorities agreed through the UNDAF mechanism in line with their programming procedures.

adequate deterrence capacity, including police, judiciary and prisons to respond to potential internal threats.

18. On the regional front, it is increasingly recognized that peace in Sierra Leone cannot be secured without an ending to the civil war in Liberia. The threats of Liberia's conflict spilling back into Sierra Leone are real. To sustain its border security role, RSLAF needs provincial garrison barracks.

Areas for UN Assistance

19. In order to strengthen the security framework in Sierra Leone, the UN assistance is focused around three areas: i) provide area security, ii) strengthen the capacity of the Sierra Leone Police (SLP), and, (iii) contribute to addressing causes and consequences of the regional instability.

(i) Provide Area Security

20. The Republic of Sierra Leone Armed Forces (RSLAF) are in the process of being restructured and equipped by UK and IMATT. It is likely that the Government will remain heavily dependent on their continued support during the transition period while UNAMSIL forces will continue to focus on maintaining stability in strategic areas of the country.

The UN will:

- ✓ *Through UNAMSIL, continue to provide area security at risk points throughout the country, with required adjustments as directed by the situation and the Security Council.*
- ✓ *Ensure that the draw-down of UNAMSIL forces is undertaken in consultation with RSLAF and SLP with clear division of responsibilities.*
- ✓ *Develop an integrated plan for the respective disengagement phases, taking into account the limited administrative capacities on the ground.*

(ii) Strengthen Capacity of Sierra Leone Police (SLP)

21. The continuous strengthening of the SLP is of paramount importance to ensure stability. The SLP is currently assisted in their training by the Commonwealth and UNAMSIL (CIVPOL). Unless there is a significant upgrading of the SLP, there is a distinct danger that a security vacuum will be created, particularly in the eastern parts of the country. There is a need to increase the serving police force at least to the pre war strength of 9,500 officers, enhance the training of personnel, increase the annual training capacity to at least 2000 police and improve the equipment and infrastructure.

To strengthen the capacity of the SLP, the UN will focus its support in the following areas:

- ✓ *Develop the capacity of the SLP to manage and plan strategically.*
- ✓ *Assist in the further implementation of community/local needs policing.*
- ✓ *Examine/explore different means of providing developmental experiences for the SLP.*
- ✓ *Coach and monitor the SLP on standardisation of SLP systems and processes so as to enhance basic police operational and administrative effectiveness.*
- ✓ *Rehabilitate police infrastructures.*

(iii) Contribute to Addressing Causes and Consequences of Regional Instability

22. Peace in Sierra Leone without peace in the rest of the Mano River Union countries is not a sustainable peace. It is therefore important to address the root causes as well as the consequences of the instability in the region.

Aiming at addressing the causes and consequences of the regional conflict, the UN will:

- ✓ *Encourage political dialogue in the Mano River Union as well as international support.*
- ✓ *Encourage collaboration at all levels between the Mano River Union countries.*
- ✓ *Develop a regional arms collection and destruction programme.*
- ✓ *Create job opportunities for younger people through income generation, labour intensive public works.*
- ✓ *Develop contingency plan for an influx of Liberian refugees into Sierra Leone and build national emergency response capacity.*

II. Facilitating Reintegration

23. The second component of the strategy focuses on the reintegration of returning refugees, internally displaced (IDPs) and ex-combatants into their communities not only through physical relocation but also with support for reconciliation and the rebuilding of communities.

Context and Challenges

24. Adopting a phased approach, which began in April 2001 in the Western Area, the resettlement programme has successfully resettled over 206,000 IDPs and over 97,000 returnees. In addition, an estimated 78,000 Sierra Leonean refugees have returned spontaneously. Not one district has remained untouched by the war and the effects of displacement. However, the North and East have been most profoundly affected with 55% of displaced persons originating from Kono and Kailahun districts. It is estimated that 137,000 Sierra Leoneans continue to seek asylum in the sub-region. Over 70,000 ex-combatants have been demobilized, including 7,000 child soldiers. Several thousands of children have been separated from their families during the course of the war.

25. IDPs, returnees and demobilised returning to their home communities and regions once again face hardship and will have to depend, at least initially, on relief assistance. Many of them are resettling in the Northern and Eastern Provinces where basic community services and infrastructure have been severely damaged⁶, so much so that some displaced persons and refugees may be reluctant 're-settlers'. They may prefer to remain in the relative security of camps and familiar host communities where they have developed their own community structures and support networks, as well as a variety of coping mechanisms to supplement limited relief supplies. To encourage the permanent return of displaced persons to their places of origin, a combination of measures will be required: facilitated return, provision of basic needs, community based support for resettlement and reconciliation, and rebuilding of local economies and infrastructure.

26. The conflict, through the massive displacement and disruption it caused, has undermined and transformed traditional patterns of social structures. The war has left deep wounds. Community-based initiatives for reintegration and reconciliation must therefore become an

⁶ Kono and Kailahun districts have sustained 80% damage to infrastructure and basic services, National Recovery Strategy, October 2002.

integral part of the recovery effort. Such initiatives will complement the work of the Truth and Reconciliation Commission.

Areas for UN Assistance

27. Building on the extensive support that the United Nations system, the bilateral institutions and NGO's have already extended to refugees, returnees and the internally displaced, UN assistance will promote and assist sustainable reintegration by (i) facilitating return and resettlement (ii) provision of shelter, (iii) improving food security, (iv) child protection as well as improving basic social services such as education and health (see section on poverty reduction).

(i) Facilitate Return and Resettlement

I-PRSP: By 2002, resettle 250,000 IDPs and refugees (compared to 47,948 in 2001) and reduce the number of officially registered IDPs from 250,000 (2000) to 20,000 persons.

28. Successful reintegration of the internally displaced, refugees and child and other ex-combatants in their communities requires a stable political and security environment accompanied by reconciliation within and between communities. In the early stages of resettlement, assistance from the government and humanitarian community especially for food, shelter and restoration of basic social services such as health, water, sanitation and education (see section on poverty reduction) will remain essential. This should progressively shift towards capacity-building for sustainable livelihoods and food security in order to help resettled communities overcome dependence on relief assistance. From the outset, every effort should be made to encourage a sense of community (physical, social and psychological), in which all have both a stake and purpose. The needs of women and children should be carefully monitored to ensure that their situation does not worsen during the period of resettlement.

To facilitate the return and reintegration of refugees, IDPs and ex-combatants, UN assistance will:

- ✓ *Rehabilitate infrastructure and restore public services in the places of return;*
- ✓ *Support economic recovery and boost employment opportunities and activities that address the social needs of fractured communities.*
- ✓ *Provide pre-return sensitisation and practical assistance with transportation and basic reintegration packages.*
- ✓ *Enter registered IDPs currently in camps or host communities into the resettlement programme when chiefdoms of origin are declared safe for resettlement.*
- ✓ *Assist unregistered IDPs, although not entitled to targeted resettlement assistance, with community-based support that includes entry into employment-based safety net/income generation schemes as well as community-based rehabilitation and construction initiatives.*
- ✓ *Facilitate or promote refugee and returnee repatriation and resettlement in accordance with generally accepted norms and principles of refuge law and human rights.*
- ✓ *During and after the process of resettlement, provide special attention to non-displaced war-affected in areas of resettlement, child and adult ex-combatants and dependents, and other vulnerable populations.*
- ✓ *Stimulate remunerative activities for ex-combatants and facilitate their reintegration into society.*
- ✓ *Expand availability of safe drinking water and sanitation, education and basic health services, including immunisation.*

- ✓ *Support community-based reintegration programmes for child ex-combatants and children separated due to the war.*
- ✓ *Support the development of child protection mechanisms and practices at the community and district level.*
- ✓ *Support civil and human rights educational activities for social reintegration.*
- ✓ *Support de-traumatization and healing programmes at the community and regional level.*
- ✓ *Empower civil society to take positions and network with smaller groups on awareness raising, good governance and self-respect, all geared towards reintegration.*

(ii) Provide Shelter

29. There has been widespread destruction of homes throughout the country. Preliminary assessment findings⁷ estimate that more than 300,000 houses require rebuilding throughout the country. In the five districts of Kono, Kailahun, Kenema, Pujehun and Tonkolili, over 50% of dwellings have been either completely destroyed and many more have sustained damage. In a number of towns, ex-combatants occupy the houses of residents and owners who fled during the conflict.

In shelter, the UN assistance will focus on:

- ✓ *Support shelter programmes that are community-based, labour intensive, low cost, and involve the participation of women, ex-combatants and returnees.*
- ✓ *Utilise building materials made from locally available resources for the construction of both permanent houses and temporary dwellings.*
- ✓ *Facilitate the peaceful resolution of housing disputes between returnees and local residents.*
- ✓ *Ensure adequate construction and sanitation standards, training in construction skills and town planning.*
- ✓ *Maintain emergency shelter supplies by the humanitarian community in case of future emergencies.*
- ✓ *Set up of self-help workshops that provide roofing and other basic material to refurbish existing housing.*

⁷ *FAO vulnerability analysis, January 2001.*

(iii) Improve Food-security

MDG: Halve the proportion of people who suffer from hunger between 1990 and 2015⁸.

I-PRSP: By 2002, increase annual domestic production of rice to 528,676 ('000 of metric tons per hectare)⁹, increase average rice production (metric tons per hectare) to 1.17¹⁰ and increase rehabilitation of inland valley swamps to 600¹¹.

30. In Sierra Leone food insecurity remains a serious threat in the rural towns and villages. Most households do not have access to adequate food supplies due to low production and incomes, poor transportation and marketing systems and reduced fish and livestock production. Resettled persons are doubly disadvantaged when it comes to producing/buying food and ultimately attaining food self-sufficiency in such an environment. The objective is to move from emergency relief to sustainable agriculture, food security and nutritional well-being. This is to be achieved through the rehabilitation and restoration of rural production systems and infrastructure and the strengthening of the operational capacity of local institutions.

UN assistance will focus on:

- ✓ *Continue addressing the immediate needs of those suffering chronic food deficits, targeting vulnerable groups such as IDPs, returnees and conflict affected host communities.*
- ✓ *Enhance the productive capacities of poor farm families with input packages and continue using food for work for community reconstruction and rehabilitation.*
- ✓ *Provide quick impact assistance for the revival of small-scale productive programmes and support community based organizations and entrepreneur's micro-projects as the first step towards the long-term recovery of agriculture, fisheries and livestock production throughout the country.*
- ✓ *Build national capacity for household food security and community nutrition.*
- ✓ *Continue therapeutic feeding in cases of severe malnutrition.*
- ✓ *Improve road infrastructure for ease of access to markets.*

(iv) Child Protection

31. Children directly affected by the war are the most vulnerable in the country. During the war, thousands of children were separated from their families, abducted or conscripted into the fighting forces, sexually abused and deprived of education and normal psychosocial development. The most vulnerable are the child girls who were abducted and became fighters, sex slaves or "wives" to commanders or camp followers. The increasing numbers of street children in urban areas is an emerging problem.

To protect the war-affected children, the UN assistance will focus on:

- ✓ *Re-establishment of child welfare services.*
- ✓ *Successful reintegration of separated children, ensuring that all children in the reintegration programme have access to education.*
- ✓ *Provide special care for sexually abused girls and reintegration assistance for child mothers.*

⁸ See Annex II: status of MDGs in Sierra Leone.

⁹ From 198,139 in 2000

¹⁰ From 1,08 in 2000

¹¹ From 200 in 2000

- ✓ *Strengthen the capacity of child protection network members.*
- ✓ *Ensure that the rights of children are protected during the proceedings of the Truth and Reconciliation Commission and the Special Court.*
- ✓ *Assist and support girls/young women who were forcibly abducted and are being prevented from returning home.*
- ✓ *Provide special assistance to street children and disabled children.*

II. Reducing Poverty

32. Reconciliation and the rebuilding of a peaceful community will be greatly enhanced when basic household needs are met and economic disparities are reduced. The third component of the UN strategy aims therefore at assisting the Government to reduce Sierra Leone's pervasive poverty through the rehabilitation of critical social services and the promotion of economic recovery.

MDG: Between 1990 and 2015, halve the proportion of people whose income is less than one dollar a day.¹²

I-PRSP: By 2002, increase GDP to 6,0 % (from 3.8% in 2000) and improve the situation in a number of sectors that directly impact the prevalence of poverty.

33. The Government has made poverty reduction the central goal of its development strategy. For the period 2001-2002, it has set out its poverty reduction goals in the Interim Poverty Reduction Paper (I-PRSP), which elaborates a set of cross cutting and inter-linked targets for poverty reduction. In 2003, a full Poverty Reduction Strategy Paper will set the agenda for the medium-term phase.

Context and Challenges

34. Despite the nation's wealth of natural resources, poverty is endemic in Sierra Leone. Human development and social indicators are among the worst in the world. Current estimates suggest that some 85%¹³ of the population currently live in extreme poverty. There are also striking regional and gender disparities. The causes of poverty are many and varied. The most significant factor has been decades of misgovernment, and more recently, the conflict. It is also the result of limited access to economic opportunities caused by social exclusion and institutional constraints. Gender and regional inequality are important determinants of poverty and how quickly individuals/groups can escape poverty.

Areas for UN Assistance

35. Poverty reduction in Sierra Leone requires a multidimensional approach encompassing a mix of political, economic and social initiatives. Therefore, the UN has proposed a number of specific areas for intervention where the UN system has global mandates, operational capacities and local experience, encompassing access to the basic social services such as access to water, health facilities and education and employment creation. These efforts will be accompanied with efforts to track and monitor progress of the country in the area of poverty reduction through the reinforcement of national institutions.

¹² See Annex II: Status of MDGs in Sierra Leone.

¹³ 1989/90 indicator as reported by "Situation Analysis of Women and Children in Sierra Leone", April 1999, GOSL/UNICEF, pg 141. (Indicator defined: Percentage of population living below the poverty line of US \$1 per capita per day) 2001 indicator as reported by "Country Report on Sierra Leone", September 2001, the Economic Intelligence Unit.

(i) Safe Water for All

MDG: Halve the proportion of people unable to reach/afford safe drinking water between 1990 and 2015¹⁴.

I-PRSP: By 2002, increase the number of households with access to safe water to 63% from 54% (2000).

36. In Sierra Leone, the water supply infrastructure, already deficient in meeting the requirements of the population prior to conflict, has been devastated by the civil strife. The 2000 Baseline Service Survey reported that only 35% of the population had access to a safe drinking water source. The same year however, the Multi-Indicator Cluster Survey (MICS 2) reported that 54% had access to safe water. Although absolute percentages are difficult to agree on, the comparative levels of access between rural and urban and between regions, identified by the MICS 2 are indicative. For example, the survey showed access to safe water as just 46% for rural populations, compared to 75% in urban areas. From a regional perspective, access to safe water was measured at 90% for the Western Area, 62% in the South, 58% for the East and 30% in the North. More recent inter-agency district assessments have indicated that access to potable water remains most alarmingly low in the districts with the highest level of return, including Kailahun, Kono, Bombali and Tonkolili.

37. In a country where cholera is prevalent and diarrhea diseases are the third most common cause of morbidity and mortality (after malaria and respiratory tract infections), particularly amongst children, the urgency of delivering safe and sufficient water and sanitation facilities to both resident populations and the displaced is of paramount concern.

The areas for UN assistance in this sector will be:

- ✓ *Increase the access to potable water.*
- ✓ *Rehabilitate destroyed and dilapidated facilities and construct new water wells.*
- ✓ *Establish a community-based maintenance system.*
- ✓ *Promote personal hygiene improvement.*

(ii) All Children in School

MDG: By 2015, achieve universal access to primary education (NER) and ensure that girls and boys have equal access to all levels of education¹⁷.

I-PRSP: By 2002, increase the number of boys and girls enrolled in primary schools (GER) to 59% (from 42% in 2000), increase the number of girls enrolled in primary education (GER) to 58% (from 40% in 2000) and increase the number of trained and qualified teachers in primary schools to 12,332 (from 11,993 in 2000).

38. In Sierra Leone, the primary Net Enrolment Ratio (NER)¹⁸ has declined from 52% before the war to 42% in early 2000. Nevertheless, the primary Gross Enrolment Ratio (GER)¹⁹ has been

¹⁴ See Annex II: Status of the MDGs in Sierra Leone.

¹⁵ See Annex II: Status of the MDGs in Sierra Leone

¹⁶ NER – Number of enrolled children of the expected child range (6-12) divided by the total number of children in that age group.

¹⁹ GER – Total number of children enrolled (regardless of age) divided by total number of expected age.

¹⁵ Provisional 2000/2001 data from MYES Inspectorate Division

rising rapidly from an estimated 56% in 1997, to 76% in end 2000²⁰. This is probably attributable to the partial elimination of school fees in 1999, the provision of textbooks and school supplies as well as re-absorption of, mostly, over-age children as the conflict subsides. Between the school years 2000/2001 and 2001/2002, the Ministry of Education²¹ reported that the primary enrolment increased from 548,000 to 659,500. Further, the enrolment of girls in class one has increased from 74% in 1987 to 90%²² in 2001. In 2001, the average girl-boy ratio in the primary was 78% and 62%²³ in the secondary school. Geographical disparities are wide, with NERs at 35% and 28% for the Eastern and Northern Regions respectively, compared to 75% in the Western Area²⁴.

39. Throughout the country, particularly in the Northern and Eastern Provinces, many of the schools have been severely damaged, some beyond repair. Despite the level of damage, many schools have started functioning, but under sub-standard conditions, including holding classes in houses or under temporary shelters. Virtually all schools are in need of teaching, furniture and recreation material. One of the acute problems faced is the shortage of trained teachers. Based on information from the District Inspectorates, current national teacher pupil ratio is 1:53, but only 52%²⁵ of the teachers are qualified.

Immediate objectives for UN assistance in the education sector are:

- ✓ *Increase access to and quality of primary education, particularly for girls.*
- ✓ *Restore devastated physical infrastructure, particularly in the Northern and Eastern Provinces.*
- ✓ *Train and equip Ministry of Education staff at all levels in management, supervision, monitoring.*
- ✓ *Increase the number of teachers providing quality education.*
- ✓ *Incorporate elements of a culture of peace into the curriculum.*

(iii) Roll-back Malaria

MDG: To halt and begin to reverse the incidence of malaria by 2015²⁶.

I-PRSP: Aiming at reducing the prevalence of malaria, the target by 2002 is to increase the number of treated bed nets used by pregnant women and children to 50,000 (from 18,482 in 2000).

40. Malaria is the leading cause of morbidity and mortality in Sierra Leone and accounts for an estimated 36%²⁷ of the consultations at peripheral level. Plasmodium falciparum, the cause of severe malaria, is responsible for more than 90% of all malaria infections in Sierra Leone. The population of Sierra Leone has become more vulnerable to malaria and other communicable diseases because of large-scale malnutrition, mass displacement, inadequate water and sanitation amenities and reduced access to health services.

41. The national capacity for malaria control has been significantly diminished because of a lack of resources and organisational capacity. Extraordinary measures are needed to accelerate control activities to stem and reverse the increasing rates of mortality and morbidity due to malaria. The launching of the Roll-Back Malaria campaign in 2001 provides an opportunity for the Government and its health partners to make an impact on the enormous health burden posed by malaria.

²¹ "Bringing quality education to the people a dream within reach" 15 April 2002.

²² National Recovery Strategy, October 2002.

²³ National Recovery Strategy, October 2002.

²⁴ MICS-2/2000.

²⁵ National Recovery Strategy, October 2002.

²⁶ See Annex II: Status of MDGs in Sierra Leone.

²⁷ National Recovery Strategy, October 2002.

To curb and reverse the incidence of malaria, UN support will be used to:

- ✓ *Increase the number of trained laboratory technicians.*
- ✓ *Social mobilization and expansion of use of impregnated mosquito nets.*
- ✓ *Increase use of bednets.*
- ✓ *Increase individual knowledge of malaria and malaria treatment.*
- ✓ *Social mobilization for community mosquito control.*
- ✓ *Prepare guidelines for case management.*
- ✓ *Encourage presumptive intermittent treatment for pregnant women.*

(iv) Mother and Child Survival

Reproductive Health

MDG: Reduce maternal mortality rate (MMR) by three quarters by 2015²⁸.

I-PRSP: Aiming at reducing the maternal and infant mortality, the target by 2002 is to increase the use of treated bed-nets by pregnant women to 50,000 (from 18,482 in 2000).

42. The current maternal mortality rate (MMR) in Sierra Leone (1,800²⁹/100,000, compared to 700/100,000 in 1994) is estimated to be the highest in the world. Life expectancy for women and men is below 40 years. The most prominent factors affecting the health of the population are the conflict and the lack of adequate financial support from the government for the health sector. Modern contraception is very limited among married and/or sexually active women³⁰ (estimated at only 4 %). Even with a better understanding of the dangers of HIV/AIDS, condoms are still not widely used. Early marriage is frequent. Skilled personnel attend only 46% of pregnancies. Trained traditional birth attendants attend many deliveries but they are not qualified to manage complicated deliveries and may delay referral to proper obstetric care.

43. Structural changes are now contributing to the improvement in the public health system but progress towards the reproductive health goals will depend also on the capacity of public health services to respond more effectively to the needs of young men and women. The education sector must also make radical improvements to support a decline in maternal mortality in the longer term. To achieve this the Government has to quickly develop an adolescent reproductive health strategy. Improving coordination and integration of current inputs is as crucial as mobilizing additional resources for the sector. Reproductive health still remains heavily donor dependent.

Concerning reproductive health, the objectives for UN assistance are:

- ✓ *Improve the early recognition and referral system for the management of deliveries.*
- ✓ *Increase access to quality reproductive health services.*
- ✓ *Assist the government to better coordinate reproductive health inputs.*
- ✓ *Introduce the “Making pregnancy safer” strategy.*
- ✓ *Improve hospital and emergency obstetrics.*

²⁸ See Annex II: Status of MDGs in Sierra Leone.

²⁹ However, it should be noted that it generally takes a much larger sample size than that of the MICS2 to estimate the MMR to a reasonable level of precision; the MICS2 report goes on to calculate the level of precision revealing that the 95% confidence limits for the MMR estimate are + or - 800. This means that there is a 95% chance that the MMR is between 1,000 and 2,600 deaths per 100,000 live births. This said, even the lower end of this confidence interval represents a tragically high MMR.

³⁰ The MICS-2 (2000)

Primary Health Care Services

MDG: To halt and reverse incidents of major diseases by 2015 and to reduce by two-third the under-five mortality between 1990 and 2015³¹.

I-PRSP: Does not look at immunization against measles specifically, but by 2002; aiming at increasing the vaccination coverage of children under one year of age for dominant diseases to 70% (from 33% in 2000) and the number of rehabilitated and functional health units to 61% (from 43% in 2000).

44. Sierra Leone's population is one of the most vulnerable to ill health in the world. The under five mortality rate (U5MR) reported in 1990 was already extremely high (327 per 1000)³². The data suggest that U5MR has slowly but consistently improved over recent years to 286³³ per 1000 in 2000, despite the ongoing conflict. The infant mortality rate has increased from 153³⁴ per 1000 live births in 1988 to 170³⁵ in 2000.

45. Before the conflict, the immunisation coverage reached 75%. The survey coverage carried out in 2001 and which reflects the situation in 2000, highlights immunization coverage of 26%. Coverage calculated with the administrative method demonstrated higher levels of coverage such as for measles, which reached 50% in 2001. But the levels remain unacceptably low and there are significant regional disparities. Much of the Northern and Eastern Provinces have not had reliable routine immunization services for over a decade. Through the National Immunization Days the campaign to eradicate polio has been able to obtain access to areas under rebel influence and national coverage reached over 95% in the end of 2001³⁶.

46. Progress towards meeting health targets requires action both within and outside the health sector. Access to safe drinking water and better sanitation, and improved nutrition, will contribute to reduced child mortality. However, the re-establishment of a basic health infrastructure capable of delivering immunization and other programmes, to tackle major diseases such as diarrhea, malaria and respiratory illness, is essential.

The aim of UN Assistance will be to:

- ✓ *Redress regional imbalances in access to health care.*
- ✓ *Increase access to primary health care.*
- ✓ *Improve the staffing and quality of services.*
- ✓ *Increase individual knowledge, attitude and practices regarding health and prevention of illnesses.*
- ✓ *Increase immunization coverage.*
- ✓ *Eradicate polio.*

Nutrition

MDG: Halve the proportion of people who suffer from hunger between 1990 and 2015.

I-PRSP: By 2002, reduce percentage of underweight children under the age of five to

³¹ See Annex II: Status of MDGs in Sierra Leone.

³² As reported by "Clinic Reports," pg. 1, 2001, MOH/GOSL. (Indicators defined: Expanded Programme on Immunization (EPI) for measles coverage for children 0 – 11 months). The MICS report uses children aged 12-23 months.

³³ The MICS2 survey claims that the data appear to be robust. This could be due to improved public health facilities (cleaner sources of water, reducing water-borne diseases; an increase in the use of oral rehydration solution (ORS) to manage diarrhea; a relatively successful Expanded Programme on Immunization (EPI) against diphtheria, polio, measles, and tuberculosis).

³⁴ Statistics on Children in UNICEF assisted countries, 1990.

³⁵ MICS2.

³⁶ UNICEF.

17% (27% in 2000).

47. The last pre-war national survey conducted in 1989 found a prevalence of underweight of 28.7%³⁷ In 2000, the MICS2 survey found a prevalence of underweight of 27%. In the same survey, wasting prevalence was 8.5% compared to 9.8% in the 1989 survey. However, these figures should be treated with caution. The high mortality rate in under fives could be responsible for hiding high malnutrition rates as most of malnourished children might have succumbed. The caseload of beneficiaries in the nutrition rehabilitation centers is still high indicating a very fragile nutritional situation in the country.

48. In July 2001, over 500 children were enrolled in the therapeutic feeding programme for the treatment of severe malnutrition and over 2,000 children received food supplementation in Supplementary Feeding centers. Even though the conflict has worsened the nutritional situation of under fives, it would be difficult to quantify the impact of the conflict on the overall trend as the trend itself is biased by the high mortality rate. Malnutrition among children is influenced by various factors, including: the displacement of populations and abandoning of farming activities; the burden of disease coupled with the deterioration in the quality and coverage of primary health care services; acute poverty, which reduces household spending on food and medical expenses; and poor feeding practices.

To help reduce the rates of malnutrition, UN assistance will aim to:

- ✓ *Restore food production, its diversity, cost and availability.*
- ✓ *Improve access to a balanced and adequate diet to cover normal caloric and protein needs.*
- ✓ *Increase community monitoring, care and prevention of malnutrition.*
- ✓ *Raising awareness of appropriate feeding practices.*
- ✓ *Increase access to primary health services.*

(v) Reducing Spread of HIV/AIDS

MDG: Halt and reverse HIV/AIDS by 2015 and to provide special assistance to children orphaned by HIV/AIDS³⁸.

I-PRSP: By 2002, increase the awareness of HIV/AIDS transmission among women (15-49 years) from 13% (2000) to 20%.

49. The first case of HIV/AIDS in Sierra Leone was officially diagnosed in 1987. Since then the disease has continued to spread. Preliminary results of a survey conducted in April 2002³⁹ suggest a HIV/AIDS prevalence in Sierra Leone of 4,9% with 6,1% for Freetown and 4,0% for areas outside Freetown. A significant challenge will be to educate people about HIV/AIDS, which is still not considered to be a serious problem by society at large. Little is known about transmitting or preventing HIV infection – 46% of females between 15 and 49 have not even heard of AIDS (56% in rural areas). The collapse of the health and education system in Sierra Leone has not helped; nor does widespread illiteracy.

³⁷ 1992 indicator as reported by the “Demographic and Social Monitoring Survey” 1992, GOSL, pg.75. (Indicator defined: Proportion of children below five who fall below 2 standard deviations from median weight-for-age of NCHS reference population) IRPSP indicator defined: Percentage of under weight children under five. 2000 indicator as reported by “Survey Report on The Status of Women and Children in Sierra Leone (MICS2)” November 2000, GOSL, pg 34. (Indicator defined: Number of children aged 0-59 months who fall below minus 2 standard deviations from median weight-for-age of NCHS/WHO reference population).

³⁷ Indicators as reported in “Survey Report on The Status of Women and Children in Sierra Leone” (MICS2), November 2000, GOSL, pg 26-27. (Indicator defined: Number of children dying before the age of five years divided by the number of live births).

³⁸ See Annex II: Status of MDGs in Sierra Leone.

³⁹ HIV Sero-prevalence and Behavioral Risk Factor Survey in Sierra Leone, April 2002.

50. Given the widespread poverty in Sierra Leone, and difficulties many people have to secure their livelihood, HIV/AIDS has not been a deterrent to unsafe sexual behaviour. For many young females, exposing themselves to this risk is their only means of survival. Unofficial estimates put the prevalence rate among commercial sex workers at approaching 75%. Moreover, a level of denial exists because the general mortality rate is so high, whether or not this is attributable directly or indirectly to HIV/AIDS. Average life expectancy is very low. Diseases associated with HIV/AIDS, most notably tuberculosis, are so prevalent that many are completely unaware that death or illness from such diseases may be AIDS related. Low life expectancy and the poor quality of life are therefore part of the collateral challenge to overcome in the fight against HIV/AIDS.

51. The government has tried to tackle the problem using a multi-sector approach through the National AIDS Coordinating Committee, which was set up in 1986 (before the first case was officially diagnosed). However, the conflict has impaired the effectiveness of HIV/AIDS programmes by curtailing educational activities for vulnerable populations, through the looting of assets and equipment, including that of the Blood Transfusion Service and the loss of trained health professionals. Insecurity has overshadowed the threat of AIDS during the last decade while the large-scale movements of population caused by the war, along with the associated destruction of social infrastructures and economic collapse, has created a social environment, which is known to significantly increase the prevalence of HIV/AIDS.

52. The UN Theme Group on HIV/AIDS has been instrumental in increasing the awareness of the rapid expansion of HIV/AIDS. With World Bank assistance, the Government is making attempts to revive its response to HIV/AIDS through the Sierra Leone HIV/AIDS Response Programme (SHARP). The Government has endorsed a national policy for HIV/AIDS, prepared with the assistance of the UN Theme Group and the World Bank. A strategic plan will soon be formulated under leadership of the Government.

With the aim of reducing the spread of HIV/AIDS, UN assistance will be used to:

- ✓ *Develop a multi-sector approach to combat HIV/AIDS.*
- ✓ *Create awareness among specific target groups through production and distribution of appropriate HIV/AIDS prevention materials.*
- ✓ *Ensure universal access to condoms.*
- ✓ *Build peer group partnerships and train adolescents in life skills.*
- ✓ *Establish an effective HIV/AIDS surveillance system.*
- ✓ *Develop community-based support services for people living with AIDS.*
- ✓ *Increase access to HIV/AIDS voluntary testing and counseling.*
- ✓ *Establish HIV/AIDS screening programmes.*
- ✓ *Establish a safe blood supply system.*
- ✓ *Increase access to treatment of sexually transmitted diseases.*

(vi) Employment Creation

I-PRSP: By 2002, enhance capacity of returning population to restart micro enterprises and increase the length of feeder roads from 510 km (2000) to 4074 km.

53. Finding employment in Sierra Leone is not easy. Only 20% of the economically active population are wage employed with far more trying to make a living in the so-called informal sector. Increases in public sector employment will be marginal at best. Over time any significant

increase in employment will depend on the growth of the economy led by private sector investment especially in enterprises that are labour intensive in nature.

54. This cannot be achieved quickly. The revival of investment in Sierra Leone will require a secure environment, economic stability and investor protection. The issue of electrification, particularly in the rural areas, is also important in order to attract investors. Unfortunately, the absence of gainful economic activity is itself a threat to the stability that is needed to promote investment. Creating the conditions for sustained long-term investment may take several years to achieve. In the meantime immediate measures are needed to help stimulate productive economic activity that can absorb at least some of the labour force.

Areas for UN assistance aimed at creating employment opportunities and self-sustaining livelihoods include:

- ✓ ***Income generation:*** Targeted income generating and employment creation activities through the provision of micro credit and promotion of vocational and technical skills and training for self-employment. Within this broad framework of vocational education, youth, dropouts and ex-combatants will be encouraged to participate in order to redirect their energies and talents to productive pursuits. Special attention will also be given to women and girls to ensure that UN assisted programmes of this kind are gender balanced.
- ✓ ***Infrastructure:*** Programmes for extending and upgrading the social and economic infrastructure, especially in the rural areas are urgently needed and can be undertaken through labor-intensive public works.
- ✓ ***Access to food:*** Many farm families were forced to move away from their farmlands and settle in displaced camps or other areas where they could not farm but had to contend with handouts for their survival. An urgent priority therefore is the restoration of support for small farmers to enable them to achieve food security and to gain a cash income as soon as possible.

III. Fostering Good Governance

Context and Challenges

55. Sierra Leone is generously endowed with a wide range of resources, both natural and human, which should have underpinned a rapid socio-economic development of the country. The reality, however, is that this potential has yet to be realized. The disparity between the promise of the country and the deprivation of the vast majority of the people has been blamed on bad governance. The consequences have been increasing poverty, a narrowing of the political and democratic processes and a growing alienation of the majority of the people from their government.

56. For several decades, poor governance systematically eroded the quality of economic management and social service delivery. The public service became increasingly inefficient and poorly motivated while corruption grew rife. The malaise in governance was made worse by the concentration of government powers and executive functions at the national level. Excessive centralisation of the administrative powers undermined the institutions of local government, and excluded grassroots participation in development management. The result was the neglect of development functions at the district and chiefdom levels.

57. The armed conflict of the last eleven years exacerbated the erosion of effective local government. Paramount chiefs and district officials left their chiefdoms and districts. Administrative facilities were vandalized or completely destroyed. Local communities lost any voice in policy setting and resource allocation.

58. With support from its partners, the Government is developing the components of a programme for good governance, which has the following principal elements:

- Reactivation of local government through decentralization of authority and the devolution of power; and
- Strengthening the capacity and efficiency of the public service to deliver essential services in a manner that discourages corruption and fosters transparency and accountability.

59. The overarching challenge at hand is to assist the country to implement its governance agenda as it embarks on post-war recovery and reconstruction. This will require comprehensive institutional reforms and major investments in governance capacity-building at the national and local levels. It will require the engagement of all parts of society not just the institutions of the state.

60. Within this broad sphere, there are a number of immediate challenges. These include: the restoration and consolidation of civil authority nation-wide; the conduct of elections for local government; promotion of the rule of law and the respect for human rights; widespread and popular participation in governance down to the village; transparency and accountability in the public service and in the use of national resources; decentralization and devolution of authority and administrative responsibility; and the strengthening of judicial and oversight institutions in particular the police, the courts, the legislature, the anti-corruption commission and the office of the Ombudsman.

Areas for UN Assistance

61. Two areas for UN assistance have been identified in support of the national effort to improve and strengthen governance in Sierra Leone: (i) restoration of civil authority, (ii) decentralization and rebuilding local governance.

(i) Restoration of Civil Authority

I-PRSP: By 2002, 100% of chiefdoms to be declared safe and under government control and 12 districts should have elected councils.

62. Thanks to the progress with disarmament and the deployment of UNAMSIL forces throughout the country, all districts are now accessible to government services. The early restoration of civil authority is fundamental in order to maintain security (the police), to re-establish the rule of law (courts and judges) and to establish a structure that can implement government policies and programmes (District Administration).

63. Tangible progress has been made in the deployment of key district officials. All senior/district officers are now in their respective posts. Most representatives of Line Ministries have also returned to the districts and all Paramount/Regent Chiefs are back in their chiefdoms.

Nevertheless, both the district and chiefdom administrations are weak and lack the capacity to effectively discharge their responsibilities. Moreover, the judiciary is largely absent and the courts and prisons dilapidated or destroyed.

To assist with the rapid restoration of civil authority, UN assistance will be used to:

- ✓ *Rehabilitate administrative facilities.*
- ✓ *Equip the local administrations with a critical minimum of working tools;*
- ✓ *Re-train district/chiefdom officials emphasizing accountability and probity.*
- ✓ *Strengthen the judiciary and legislature through capacity-building programme for magistrates, judges, justices of the peace and other court officers.*
- ✓ *Rehabilitate court infrastructures.*
- ✓ *Equip judges and magistrates with a critical minimum of working tools.*
- ✓ *Support district/local council elections.*

(ii) Decentralize and Rebuild Local Governance

64. While the restoration of civil authority addresses the consequences of the conflict, it is important that the structural problem of excessive centralisation of executive authority and resources be addressed. People must have a voice in local government and feel that it is accountable to them.

Aiming at rebuilding local governance, the areas for UN assistance will be:

- ✓ *Support decentralization aimed at improving public service delivery at local levels through empowerment and strengthening of local government structures and community participation in decision-making and oversight.*
- ✓ *Support for capacity building in the area of good governance.*
- ✓ *Support the early enactment new legislation that strengthens local government.*

IV. Protecting Human Rights and Encouraging Reconciliation

Context and Challenges

65. The sharp deterioration in the political and administrative fabric of the country was accompanied by a marked decline in the respect for human rights, which culminated in the widespread abuse of women and children, the mutilation of hundreds of individuals and the premature deaths of many more.

66. With the extension of civil authority throughout the country, it is now possible to strengthen human rights capacities in Sierra Leone. While reports of egregious human rights violations have significantly diminished, there are continuing instances of abuses. Inculcating a respect for human rights is of cardinal importance if the abuses of the past are to be prevented in the future. The reinforcement of the institutions that must safeguard the respect of human rights in the administration of justice and the law enforcement agencies has to be a critical part of this work.

Areas for UN Assistance

67. Several UN agencies are already active in the promotion and support of human rights in Sierra Leone. In collaboration with the Office of the High Commissioner for Human Rights and

its team assigned to UNAMSIL, the UN country team will focus on the development of national capacities both to implement and monitor human rights provisions that Sierra Leone has adopted through its adherence to international conventions and standards.

68. Experience has shown that assistance can either exacerbate or ameliorate existing tensions between groups within a community, and it is critical that agencies take this into account when setting priorities for providing assistance. Housing claim disputes, war-related vendettas, trauma over loss of loved ones and large scale youth and ex-combatant unemployment are all potential obstacles to peace and re-integration in a resettlement community. The continuing potential for renewed conflict should be recognized and all community assistance programmes should therefore integrate dimensions of conflict resolution, reconciliation and emergency preparedness.

To assist communities with human rights and reconciliation efforts, the UN will:

- ✓ *Provide appropriate training for community leaders in areas such as conflict resolution, counseling, land management and land dispute settlement, and community reconciliation.*
- ✓ *Encourage sports and cultural activities that promote friendship and peace both in a community and with its neighbors.*
- ✓ *Support national reconciliation through civil society networks and mechanisms that give everybody an opportunity to speak and to share in the recovery process.*
- ✓ *Provide opportunities for equal sharing of resources. Provide a sense of ownership in the resources and recovery processes by all members (especially different ethnic groups) of the community.*
- ✓ *Facilitate the process of reconciliation and the strengthening of national human rights institutions.*
- ✓ *Promote the rights of women and children as expressed in CEDAW and the Convention on the Rights of the Child.*
- ✓ *Strengthen rule of law institutions and the police to help them prevent human rights abuses and to deal rigorously with those that do occur.*
- ✓ *Support to review and reform the judicial system with particular emphasis on juvenile justice.*
- ✓ *Support the re-establishment of the judicial system throughout the country.*
- ✓ *Intensive training, both legal and practical, of judges, police and prison officers.*
- ✓ *Support the Truth and Reconciliation Commission and the Special Court to promote reconciliation and respect for human rights.*
- ✓ *Assist in the creation of a National Commission for Peace and Conflict Prevention.*

Implementing the Strategy: A partnership approach

69. The UN strategy provides a framework for collaboration within the UN System as well as with partners on recovery and the consolidation of peace. The UN is very aware that its resources and capacities are limited. The needs for recovery and the transition to sustainable development are huge. They go well beyond the means of any individual agency and call for multi dimensional partnerships with the Government of Sierra Leone, between UN agencies, with the political and peacekeeping arms of the UN as well as with other humanitarian and development partners both national and international.

70. The UN country team also recognises that the modest level of assistance that it can provide in support of national recovery and the consolidation of peace is only a part of a larger effort that is already underway in peace building notably through the security sector.

71. The strategy serves as a planning document for the UN and as a framework for the elaboration of operational activities as well as for policy dialogue and advocacy. As called for by the UN General Assembly, the UN will undertake joint initiatives in support of critical national priorities. To that end the UN will actively participate in the donor coordination arrangements that the Government may put in place to guide the PRSP process. It will seek to mobilize resources in support of this transition strategy. The team recognizes that the achievement of a number of the objectives set out in the strategy will require long term commitment and sustained financial assistance coming from both the government (using resources, for example, made available through the debt relief initiative), bilateral and multilateral institutions and its UN partners.

72. In all aspects of its work, the UN will strive to build local capacity as a means of ensuring the sustainability of its interventions. It will also encourage community participation and empowerment to ensure that local people have a strong voice in all decisions that directly affect their lives and futures.

73. The UN commits itself to provide assistance in a manner that is transparent and accountable to the government and people of Sierra Leone and their partners. The principles of equity and participation will underlie and characterize all dimensions of its humanitarian and development activities in Sierra Leone. The recently issued standards of accountability for humanitarian and development assistance workers will serve as a benchmark to ensure the integrity of UN activities.

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Annex I: Key Objectives and Benchmarks for the Transition to Peace Building ¹

Key objectives		Benchmarks	Target dates	Main partners
Strengthen Security Framework	Strengthen the capacity, accountability and loyalty of the SLP *	1. Trained SLP force increased to pre-war level * (from current level of 6,500 to 9,500) 2. Strategic management of the SLP strengthened 3. SLP training enhanced * 4. Deployment of the SLP commensurate with UNAMSIL drawdown 5. Essential equipment provided and key infrastructures rehabilitated 6. Enforcement of mining sector regulations supported	December 04 July 04 July 03 July 04 July 04 March 03	SLP, UNAMSIL-CP , CCSSP, DFID SLP, CCSSP, UNAMSIL-CP SLP, CCSSP, UNAMSIL-CP , UNAMSIL-HR SLP, UNAMSIL-CP , Force DFID , UNDP MoMR, SLP, DFID, USAID, WB , UNAMSIL
	Support the reintegration of ex-combatants *	7. Reintegration opportunities offered to all registered ex-combatants ** 8. Stop-gap projects funded and implemented in volatile areas 9. Bridge with longer-term community reintegration ensured	December 03 September 03 September 03	NCDDR, WB , UNAMSIL-DDR , UNICEF, NGOs UNAMSIL-DDR , UNDP, DFID NaCSA, NCDDR, UNAMSIL-DDR , UNCT, NGOs, donors
	Limit the circulation of small arms in Sierra Leone	10. Implementation of weapons licensing programme initiated 11. Cordon-and-search operations conducted 12. Arms-for-development projects initiated	September 02 2003 December 02	SLP, UNDP, UNAMSIL, SLP, UNAMSIL MODEP, UNDP , MLGCD
	Address external security challenges and promote regional stability *	13. Training and restructuring of RSLAF and MOD accelerated. Sustainability of army deployments ensured 14. Political dialogue and collaboration within the Mano River Union encouraged 15. Regional arms collection and destruction programme developed ** 16. National capacity to respond to refugee influxes enhanced **	- - - December 02	RSLAF, MOD, IMATT , UK MRU Secretariat , UNAMSIL, ECA, ECOWAS MRU Secretariat , ECOWAS, PCASED, ECA UNHCR
Support transition to national recovery	Support coordination for recovery	17. National Recovery Strategy finalised 18. All District Recovery Committees functioning 19. Donors Forum/Consultative Group organised	September 02 December 02 November 02	MODEP, NaCSA, OCHA, UNAMSIL-CA, UNCT, donors, NGOs MODEP, MLGCD, UNAMSIL-CA MODEP, MinFin, NaCSA, WB , UNDP
	Facilitate reintegration **	20. Return of Sierra Leonean refugees facilitated * 21. Completion of the assisted resettlement programme for IDPs supported * 22. Shelter programmes supported ** 23. Food security improved, in particular through increased domestic production of rice ** 24. Child protection strengthened, notably through successful reintegration of separated children and re-establishment of child welfare services **	May 03 November 02 - December 02 December 03	UNHCR , UNCT, NGOs, UNAMSIL-F NaCSA, OCHA , UNCT, NGOs, UNAMSIL-F UNHCR , WFP, donors, NGOs MinAgri, FAO , WFP, donors, NGOs UNICEF , UNAMSIL-CPR, donors, NGOs

¹ Target dates are still under discussion and may be revised.

Key objectives		Benchmarks	Target dates	Main partners
Reduce Poverty **	25. Economic revival stimulated *: GDP growth increased to 6% ** 26. Access to safe water increased to 63% of households ** 27. Primary school enrolment increased to 59% ** 28. Roll-back malaria: number of treated bed nets used by pregnant women and children raised to 50,000 29. Access to health care increased (increase number of rehabilitated and functional health units to 61% and vaccination coverage for under-one children to 70%) ** 30. Spread of HIV/AIDS reduced: awareness raised among women from 13% to 20%	December 02 December 02 December 02 December 02 December 02 December 02	WB, IMF , donors, NGOs UNICEF , WB, donors, NGOs WB, UNICEF, WFP, donors, NGOs, UNAMSIL-CA WHO , donors, NGOs WHO , UNICEF, donors, NGOs UNICEF , WHO, UNFPA, UNDP, WB, donors, NGOs	
Foster Good Governance	31. Basic administrative capacity restored and constraints monitored *	December 02	MLGCD, UNAMSIL-CA , UNDP, DFID	
	Strengthen rule of law	32. Rebuilding of an impartial, transparent and independent judiciary supported *: courts rehabilitated, magistrates trained and judicial coverage and legal aid extended to all districts	December 03	MinJust, UNAMSIL-CA, UNAMSIL-HR , UNDP, WB, UNICEF, DFID
		33. Essential elements of the penal system rehabilitated	December 03	MinInt, UNAMSIL-CA , UNDP
Restore local governance	34. Anti-corruption measures supported (transparency, accountability)	-	ACC, MinJust, DFID, WB	
	35. Decentralization enhanced for improved public service delivery and community participation in decision-making and oversight **	-	MLGCD, DFID, UNDP , UNAMSIL-CA	
		36. Capacity built at local level for good governance.	December 03	MLGCD, UNDP , GRS, UNAMSIL-CA
37. Chieftaincy / district council elections held.	Dec.02 / Apr. 03	NEC, IFES, UNAMSIL-CA, UNDP		
Promote and Protect Human Rights and Encourage Reconciliation	Encourage reconciliation	38. Land disputes mechanism functioning **	December 02	MLGCD, UNAMSIL-CA
		39. Policy of inclusion fostered at local level (training for community leaders in areas such as conflict resolution, counselling, land management and land dispute settlement, and community reconciliation; community sensitisation workshops)	-	UNAMSIL-CA , UNAMSIL-HR, UNAMSIL-PI, UNCT, NGO's, CSO's
		40. Reconciliation initiatives promoted within and between communities (sport and cultural activities, civil society networks, etc.) **	-	UNAMSIL-CA , UNAMSIL-HR, UNAMSIL-PI, UNCT, NGO's, CSO's
	41. TRC functioning	October 02	TRC, OHCHR, UNAMSIL-HR, UNCT, CSO's	
Promote and protect human rights, truth and justice	42. National human rights institutions reinforced (national Human Rights Commission, Office of the Ombudsman) **	43. Increased capacity by local human rights groups to advocate for and report on human rights violations	July 04	UNAMSIL-HR , UNAMSIL-PI, UNCT, CSO's
		44. Harmonisation of domestic law with international human rights instruments	July 04	UNAMSIL-HR , UNAMSIL-PI, UNCT, CSO's
		45. Culture of peace, tolerance and human rights promoted (HR Information, Training and Documentation Centre established)	-	MinJust, Parliament, UNAMSIL-HR, CSO's
		46. Special Court functioning	December 04	UNAMSIL-HR, UNAMSIL-PI, OHCHR
			January 03	Special Court, UNAMSIL-HR

*: from the 14th Report of the Secretary-General to the Security Council on UNAMSIL (June 2002). **: from the Interim Poverty Reduction Strategy Paper (I-PRSP) and the UN Strategy to Support National Recovery and Peacebuilding in Sierra Leone In **Bold**: lead partner

ANNEX II: Status of the Millennium Development Goals in Sierra Leone

The UN Global Conferences of the 1990 drew up a number of key development goals and targets, of which the core list became known as the International Development Targets (IDTs). At the Millennium Summit of September 2000, 147 Heads of State and Government – and 191 nations in total – adopted the Millennium Declaration, which included a set of targets for development and poverty eradication, mainly inspired by the IDTs, covering the areas of extreme poverty, safe water, primary education, malaria, HIV/AIDS and other major diseases, maternal mortality and hunger. The status of these Millennium Development Goals (MDGs) and Targets (MDTs) in Sierra Leone and the prospects for achieving them follows below. A more detailed description of these dimensions of poverty is included in the section on reducing poverty.

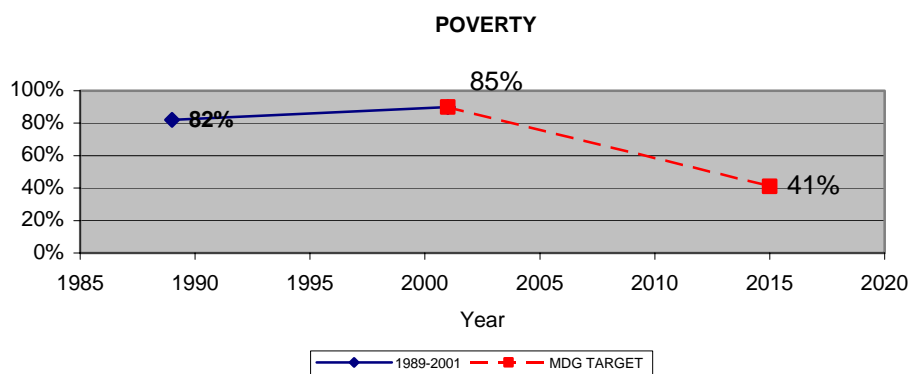
MDG 1. EXTREME POVERTY

MDT: Halve the proportion of people living in extreme poverty between 1990 and 2015.

Indicator: Proportion of population living below 1 US\$/day.

Status: Current estimates suggest that 85% of the population currently live in extreme poverty, compared to 82% in 1989¹.

I-PRSP: Aims at improving the situation in a number of sectors that directly impact the prevalence of poverty.



MDG 2. SAFE WATER

MDT: Halve the proportion of people unable to reach/afford safe drinking water between 1990 and 2015.

Indicator: Proportion of people with access to safe sources of water supply.

Status: The water infrastructure, deficient in meeting the requirements of the population prior to conflict (35%)² is estimated 35%⁴ after the conflict.

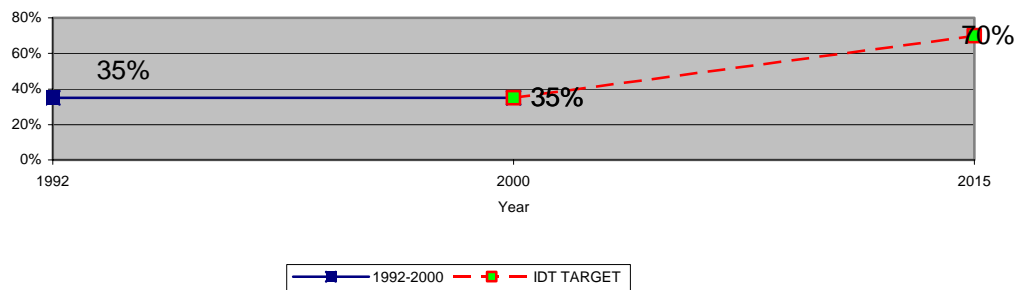
I-PRSP: Does not look at the access to safe water by people, but by households. Aim at increasing the number of households having access to safe water from 54% (2000) to 63% in 2002.

¹ 1989/90 indicator as reported by "Situation Analysis of Women and Children in Sierra Leone", April 1999, GOSL/UNICEF, pg 141. (Indicator defined: Percentage of population living below the poverty line of US \$1 per capita per day) 2001 indicator as reported by "Country Report on Sierra Leone", September 2001, the Economic Intelligence Unit.

² Source: 'Survey Report on the Status of Women and Children in Sierra Leone' MICS2, Central Statistics Office of the Ministry of Economic Development and Planning, Government of Sierra Leone 2000, pg 31.

⁴ 2000 Baseline Service Delivery Survey (BSDS)

ACCESS TO SAFE WATER



MDG 3. PRIMARY EDUCATION

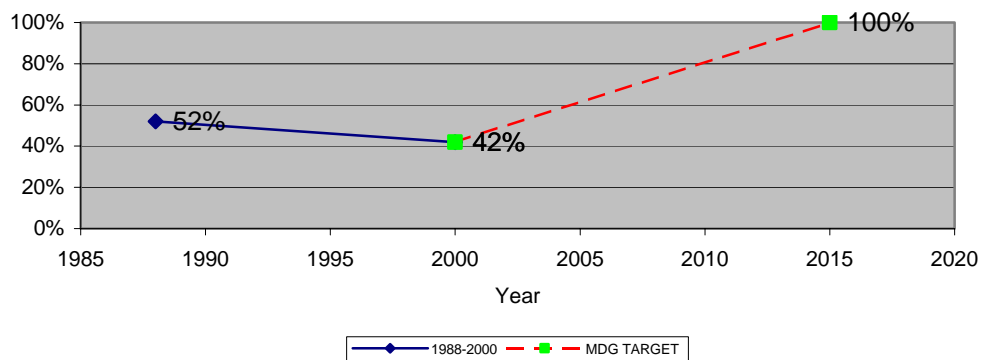
MDT : Achieve universal access to primary education in 2015 and eliminate gender disparity in primary education by 2005.

Indicator: Net primary enrolment rate (NER).

Status: The primary Net Enrolment Ratio has declined from 52% before the war to current 42%⁵.

PRSPS: Does not look at the NER but aims at increasing the Gross Enrolment Ratio (number of boys and girls enrolled in primary education) to 58%.

NET PRIMARY ENROLMENT RATIO



MDG 4: MEASLES

MDT: To halt and begin to reverse the incidence of malaria and other major diseases (measles).

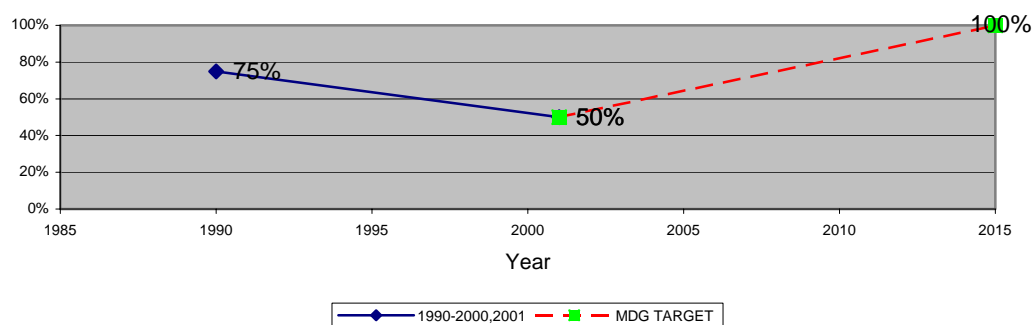
Indicators: Proportion of children aged 0 – 11 months immunized against measles.

Status: The decline in immunization coverage of measles from 75% before the war and 50% in 2001.

I-PRSP: Does not look at immunization against measles specifically, but aim at increasing the vaccination coverage of children under one year of age for dominant diseases to 70% in 2002.

⁵ All indicators as reported by " Clinic Reports," pg. 1, 2001, MOH/GOSL. (Indicators defined: Expanded Programme on Immunization (EPI) for measles coverage for children 0 – 11 months). The MICS report uses children aged 12-23 months.

IMMUNISATION AGAINST MEASLES



MDG 5: MATERNAL MORTALITY

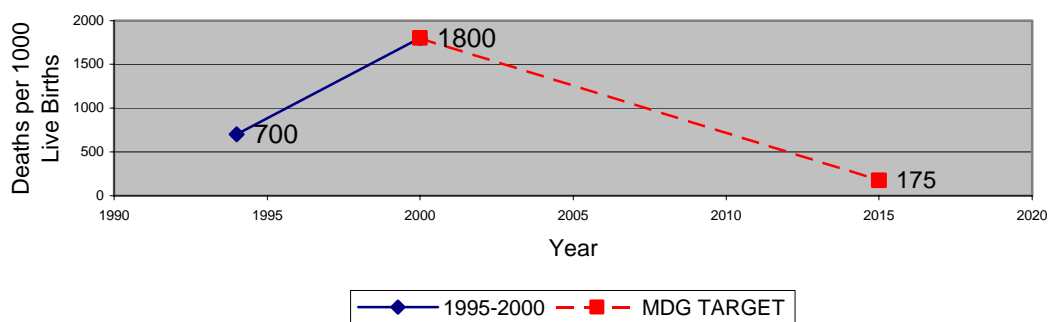
MDT: Reduce maternal mortality rate (MMR) by three quarters by 2015.

Indicator: Maternal mortality ratio.

Status: The MMR of 1,800⁶⁷/100,000 today compared to 700/100,000 in 1994, is estimated to be the highest in the world.

I-PRSP: Does not look at the MMR, but the objective is that by 2002, 50,000 treated bed nets are in use by pregnant women and children.

MATERNAL MORTALITY RATIO



MDG 6: HUNGER

MDT: Halve the proportion of people who suffer from hunger between 1990 and 2015.

Indicator: Proportion of children under five who are underweight.

Status: In 1992, the prevalence of underweight under-five children was 24%, compared to 27%⁸ in 2000.

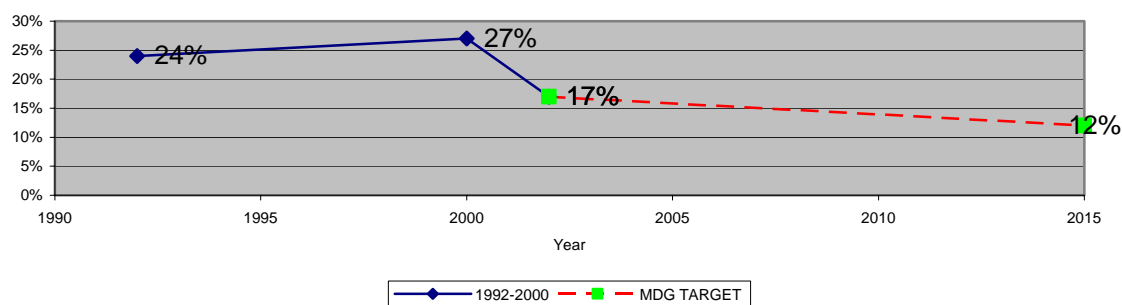
I-PRSP: By 2002, reduce percentage of underweight children under the age of five to 17%.

⁶ 1994 indicators as reported in "National Report on Population and Development" prepared for the International Conference on Population and Development, 1994. 2000 indicator as reported in "Survey Report on The Status of Women and Children in Sierra Leone" (MICS2), November 2000, GOSL, pg 61-63. (Indicator defined: Number of maternal deaths out of 100,000 live births)

⁷ However, it should be noted that it generally takes a much larger sample size than that of the MICS2 to estimate the MMR to a reasonable level of precision; the MICS2 report goes on to calculate the level of precision revealing that the 95% confidence limits for the MMR estimate are + or - 800. This means that there is a 95% chance that the MMR is between 1,000 and 2,600 deaths per 100,000 live births. This said, even the lower end of this confidence interval represents a tragically high MMR.

⁸ Indicators as reported in "Survey Report on The Status of Women and Children in Sierra Leone" (MICS2), November 2000, GOSL, pg 26-27. (Indicator defined: Number of children dying before the age of five years divided by the number of live births).

UNDERWEIGHT UNDER-FIVE CHILDREN



MDG 7: HIV/AIDS

MDT: Halt and reverse the spread of HIV/AIDS by 2015

Indicator: HIV prevalence rate (%) among adults (15-49 years)

Status: The first case of HIV/AIDS was officially diagnosed in 1987. Preliminary results of a survey conducted in April 2002 suggest a national HIV/AIDS prevalence of 4,9%⁹.

I-PRSP: By 2002, increase the awareness of HIV/AIDS transmission among women (15-49 years) to 20%.

Conclusion

It is worth mentioning that data in Sierra Leone is at best unreliable, and at worst, unavailable. Given the lack of safe access to many parts of the country during the conflict, national data, even when available, is often unreliable and figures have been extrapolated from old sources. To address the long-term goals of development, one of the challenges will be provision of reliable data through the conduct of the proposed 2003 Population and Housing Census. Although unreliable and unavailable data, it is reasonable to assume that for a number of these targets and goals, notable poverty levels, Sierra Leone is in substantially worse position today than it was in the baseline year of 1990, as a result of the conflict. It will be necessary for the Government of Sierra Leone, along with its development partners, to begin the process of establishing benchmarks and timeframes aiming at achieving the MDGs.

⁹ HIV Zero-prevalence and Behavioral Risk Factor Survey in Sierra Leone, April 2002

III: ACRONYMS

ACC	Anti-Corruption Commission
CAP	Consolidated Appeal
CBO	Civil Society Organization
CCSSP	Commonwealth Community Safety and Security Programme
CDF	Civil Defense Force
DFID	Department for International Development (UK)
ECA	Economic Commission for Africa
ECOWAS	Economic Community of West-African States
FAO	Food and Agriculture Organization
GER	Gross Enrolment Ratio
GRS	Governance Reform Secretariat
IDT	International Development Target
IFES	International
IMATT	International Military Assistance Training Programme
IMF	International Monetary Fund
IOM	International Office for Migration
IPRSP	Interim Poverty Reduction Strategy Paper
MDG	Millennium Declaration Goal
MICS	Multi-Indicator Cluster Survey
MinAgri	Ministry of Agriculture
MinFin	Ministry of Finance
MinInt	Ministry of Interior
MinJust	Ministry of Justice
MMR	Maternal Mortality Rate
MLGCD	Ministry of Local Government and Community Development
MOD	Ministry of Defence
MODEP	Ministry of Development and Economic Planning
MoMR	Ministry of Mineral Resources
MRU	Mano River Union
NaCSA	National Commission for Social Action
NCDDR	National Committee for Disarmament, Demobilisation and Reintegration
NEC	National Electoral Commission
NER	Net Enrolment Ratio
NGO	Non-Governmental Organization
OCHA	Office for the Coordination of Humanitarian Affairs
PCASED	Programme for Coordination and Assistance on Security and Development
PRSP	Poverty Reduction Strategy Paper
RSLAF	Republic of Sierra Leone Armed Forces
RUF	Revolutionary United Front
SLP	Sierra Leone Police
TRC	Truth and Reconciliation Commission
UNAMSIL	United Nations Mission in Sierra Leone
UNAMSIL-CA	UNAMSIL Civil Affairs section
UNAMSIL-CP	UNAMSIL Civilian Police component
UNAMSIL-CPR	UNAMSIL Child Protection section
UNAMSIL-DDR	UNAMSIL Disarmament, Demobilisation and Reintegration Coordination section
UNAMSIL-F	UNAMSIL Force
UNAMSIL-HR	UNAMSIL Human Rights section
UNAMSIL-PI	UNAMSIL Public Information Section
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNFSO	United Nations Field Security Officer
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WB	World Bank
WFP	World Food Programme
WHO	World Health Organization