



House of Commons  
International Development  
Committee

---

# **Recovery and Development in Sierra Leone and Liberia**

---

Sixth Report of Session 2014–15





House of Commons  
International Development  
Committee

---

**Recovery and  
Development in Sierra  
Leone and Liberia**

---

**Sixth Report of Session 2014–15**

*Report, together with formal minutes relating  
to the report*

*Ordered by the House of Commons  
to be printed on 2 September 2014*



## International Development Committee

The International Development Committee is appointed by the House of Commons to examine the expenditure, administration, and policy of the Office of the Secretary of State for International Development Committee.

### Current membership

[Rt Hon Sir Malcolm Bruce MP](#) (*Liberal Democrat, Gordon*) (Chair)  
[Hugh Bayley MP](#) (*Labour, York Central*)  
[Fiona Bruce MP](#) (*Conservative, Congleton*)  
[Sir Tony Cunningham MP](#) (*Labour, Workington*)  
[Fabian Hamilton MP](#) (*Labour, Leeds North East*)  
[Pauline Latham OBE MP](#) (*Conservative, Mid Derbyshire*)  
[Jeremy Lefroy MP](#) (*Conservative, Stafford*)  
[Sir Peter Luff MP](#) (*Conservative, Mid Worcestershire*)  
[Mr Michael McCann MP](#) (*Labour, East Kilbride, Strathaven and Lesmahagow*)  
[Fiona O'Donnell MP](#) (*Labour, East Lothian*)  
[Chris White MP](#) (*Conservative, Warwick and Leamington*)

The following member was also a member of the committee during the parliament:

Mr Russell Brown MP (*Labour, Dumfries, Galloway*)  
Richard Burden MP (*Labour, Birmingham, Northfield*)  
Mr James Clappison MP (*Conservative, Hertsmere*)  
Mr Sam Gyimah MP (*Conservative, East Surrey*)  
Richard Harrington MP (*Conservative, Watford*)  
Alison McGovern MP (*Labour, Wirral South*)  
Ann McKeichin MP (*Labour, Glasgow North*)  
Mark Pritchard MP (*Conservative, The Wrekin*)  
Anas Sarwar MP (*Labour, Glasgow Central*)

### Powers

The committee is one of the departmental select committees, the powers of which are set out in House of Commons Standing Orders, principally in SO No 152. These are available on the internet via [www.parliament.uk](http://www.parliament.uk).

### Publication

Committee reports are published on the Committee's website at [www.parliament.uk/indcom](http://www.parliament.uk/indcom) and by The Stationary Office by Order of the House.

Evidence relating to this report is published on the Committee's website at [Recovery and Development in Sierra Leone & Liberia](#)

### Committee staff

The current staff of the Committee are Dr David Harrison (Clerk), Chloe Challender (Senior Adviser), Louise Whitley (Committee Specialist), Richard Ratcliffe (Committee Specialist) Anita Fuki (Senior Committee Assistant), Paul Hampson, (Committee Support Assistant) and Hannah Pearce (Media Officer).

### Contacts

All correspondence should be addressed to the Clerk of the International Development Committee, House of Commons, 7 Millbank, London SW1P 3JA. The telephone number for general enquiries is 020 7219 1223; the Committee's email address is [indcom@parliament.uk](mailto:indcom@parliament.uk)



# Contents

---

<b>Report</b>	<i>Page</i>
<b>Summary</b>	<b>3</b>
<b>1 Introduction</b>	<b>7</b>
Background	7
Our inquiry	9
<b>2 DFID spending</b>	<b>12</b>
Sierra Leone	12
National priorities	14
Use of consortia	15
Liberia and the wider region	15
The Liberia satellite model	15
Regional co-operation	18
DFID staffing in Sierra Leone and Liberia	20
<b>3 Concerns with DFID operations</b>	<b>21</b>
Budget cuts to Africa bilateral country offices	21
Multilateral oversight	22
Centrally managed programmes	24
<b>4 Security and Justice</b>	<b>28</b>
UN Missions	28
Police	29
Justice	31
<b>5 Health</b>	<b>33</b>
DFID's programme	33
Free Health Care	33
EU health sector funding in Liberia	36
Comparison of outcomes in Liberia and Sierra Leone	37
Ebola outbreak	39
<b>6 Female Genital Mutilation</b>	<b>43</b>
<b>7 Youth unemployment, inclusive growth and the extractive industries</b>	<b>48</b>
Economic Growth and investment in Sierra Leone	49
Agriculture	50
Energy	51
Vocational and skills training	51
Extractive Industries	53
<b>8 Governance and Democracy</b>	<b>57</b>
Capacity building	57
Corruption	58
Budget support	60
Role of Parliament	61

<b>9 Conclusion</b>	<b>65</b>
Annex 1: The Committee’s visit to Sierra Leone and Liberia	66
<b>Appendix 1–Tables of Centrally Managed Programmes in Liberia &amp; Sierra Leone</b>	<b>67</b>
<b>Conclusions and recommendations</b>	<b>87</b>
<b>Formal Minutes</b>	<b>92</b>
<b>Witnesses</b>	<b>93</b>
<b>Published written evidence</b>	<b>94</b>
<b>List of Reports from the Committee during the current Parliament</b>	<b>95</b>

## Summary

The devastating Ebola outbreak in Sierra Leone and Liberia demonstrates the dangers of ignoring the least developed countries in the world. When we announced our inquiry into these two countries earlier in the year we had one of our lowest responses ever—with fewer than ten submissions of written evidence. Many NGOs and other organisations declined to provide oral evidence. These countries seemed ‘old news’ to many organisations, more interested in ‘high profile’ humanitarian situations elsewhere. However, Sierra Leone and Liberia are among the poorest countries in the world, lying 11<sup>th</sup> and 12<sup>th</sup> from the bottom of the Human Development Index and likely to miss most of the Millennium Development Goals. DFID should maintain its work in such countries as international attention focuses elsewhere; international development programmes should not be left to the whim of world media but be sustained and prolonged if a difference is to be made in post conflict environments.

### *Ebola*

The spread of Ebola has also demonstrated the importance that governments of developing countries need to attach to health system strengthening, as our inquiry into this subject indicates. The weak state of the health system in both countries has greatly reduced the effectiveness of the response to Ebola. There is an alarming lack of capacity in the health system, including a shortage of skilled clinicians; 10% of Sierra Leone’s domestically-trained nurses are working in the UK health system.

We were shocked to discover that in Liberia only \$3.9 million of \$60 million EU health sector support had been passed on from the Ministry of Finance to the Ministry of Health over a two year period, leaving the Liberian health system struggling. Neither the EU nor DFID seemed to be doing anything to resolve the situation. DFID has been working for the last five years on building up the Liberian health system (and have spent £20 million doing so); Ministers should be concerned that this work is being undone, not least because DFID provides 16% of its total budget to the EU (£1.23 billion).

### *DFID Sierra Leone and Liberia programmes*

There have been great improvements in both Liberia and Sierra Leone over the last decade. Since the end of the civil wars there have been major improvements in infant mortality with an almost 60% reduction in child deaths and Sierra Leone’s security situation has improved to the extent that it has been able to send a battalion of peacekeepers to participate in the African Union Mission in Somalia. We saw a number of impressive DFID projects, for example a recycling scheme in Bo and in the justice sector Timap for Justice and Fambul Tok working in communities. While so much has been achieved, both countries are at a critical point and it is not the time to disengage or reduce development spending. It will take at least a generation to secure the benefits.

Sierra Leone's natural resources are once again making financial press headlines—no longer the scourge of 'blood diamonds', but now with the high levels of economic growth spurred by the reopening of iron ore mines. Unfortunately, the majority of the population are not benefiting sufficiently from this growth. Although DFID is helping support the Sierra Leone Government in its management of its natural wealth through setting up the National Minerals Agency, providing advice on legislation and technical support, more help is needed in taxing the extractive industries. DFID does support the National Revenue Authority (NRA) in Sierra Leone, but there should be more cooperation between the two government agencies; we recommend the establishment of a specialist unit within the National Revenue Authority to work with the National Minerals Agency to increase the amount of tax revenues from Sierra Leone's extractive industries.

Sierra Leone has one of the highest prevalences of Female Genital Mutilation (FGM) in the world. The country is the UK's largest per capita bilateral recipient of aid, and ending FGM is a current priority for DFID; we were astounded to discover that DFID does not have a single FGM programme in Sierra Leone. We recommend that DFID remedy this situation immediately.

The levels of unemployment in Sierra Leone and Liberia are deeply worrying especially youth unemployment, which was one of the causes of both countries' civil wars.

As well as trying to create and provide jobs the government and development agencies in both countries need to provide training. The lack of human capacity was mentioned repeatedly on our visit and is an underlying cause of many of Sierra Leone's weaknesses in all sectors. DFID has traditionally specialised in primary and junior secondary education, but it needs to expand its remit to tertiary education as the Government of the country and other donors request. We recommend that DFID involves itself in tertiary and vocational education in Sierra Leone working with the private sector

### *Major concerns with DFID operations*

As a result of this inquiry and our visit to Sierra Leone and Liberia we have become aware of a number of developments in DFID with which we have serious concerns.

According to the Minister, Lynne Featherstone MP, there is "a great wind of change blowing" through the way DFID "does business" resulting in major cuts to bilateral country programmes in Africa. In Sierra Leone and Liberia this amounts to a cut of almost a fifth to DFID's bilateral budget from last year. Instead, money is being channelled through large 'centrally managed programmes' often run by consultancies which were criticised by some witnesses for "adding an extra level of bureaucracy". Questions were raised about how effectively the centrally-managed programmes were monitored and we were informed that the country offices were not told about all the centrally-managed programmes operating within their country. We were astounded that there was no formal mechanism within DFID to connect centrally-managed programmes to bilateral country offices and we recommend that such a mechanism be established.

It came as a great irritation to us that figures that we and recipient governments are given of UK spending in country are seriously underestimating total UK spending. We were initially told that the UK spent approximately £70 million in 2013-14 in Sierra Leone, but this is just the bilateral programme figure and does not include centrally-managed programmes or core funding of multilaterals. We found it unacceptable that DFID were not able to produce a figure for overall spending in Sierra Leone. DFID obscures transparency by grouping several country programmes in one under centrally-managed and multilateral programmes. DFID should provide a more accurate estimate for each country in which it works: how much is spent on bilateral programmes, how much it spends on centrally-managed programmes and how much it spends through multilaterals. Its current vagueness on these figures is bad accounting for taxpayers' money and does not truly represent the impact we are having to others, including Ministers in Sierra Leone and Liberia. We recommend the Independent Commission for Aid Impact look into the operation and accounting of the centrally-managed programmes.

We disagree with the case for cutting bilateral programmes in small vulnerable countries with strong historic ties to the UK—either to go to regional centrally-managed programmes or for humanitarian relief. It is very disappointing that the year the UK reaches its target of spending 0.7% of GNI on aid, the DFID bilateral budgets have been reduced in some of the poorest places in the world. We recommend the bilateral budget for Sierra Leone and Liberia should be reinstated.



# 1 Introduction

---

## Background

1. Just over a decade ago both Sierra Leone and Liberia emerged from long and bloody civil wars. In view of the UK's involvement in bringing to an end the civil war in Sierra Leone and our long-standing historical ties, DFID has been leading the reconstruction effort. Sierra Leone was the first country in which DFID was significantly involved in post conflict, fragile state reconstruction.<sup>1</sup> In Liberia, the USA has been the main donor due to its historic connections. DFID has a programme in Liberia, which is run from Sierra Leone. UN Missions have been in place in both countries since the civil wars ended—UNMIL in Liberia and UNIPSIL until March of this year in Sierra Leone.

2. There have been huge improvements since the civil wars in both countries. Both are in the process of graduating from fragile to developing country status. In accordance, the focus of development work has been changing from building security to the provision of basic services. However, much remains to be done and the recent severe and devastating outbreak of Ebola imperils the progress which has been made.

### Box 1

#### Sierra Leone Key Dates

**1787** - British abolitionists and philanthropists establish a settlement in Freetown for repatriated and rescued slaves.

**1961** - Sierra Leone becomes independent.

**1971** - Sierra Leone declared a republic.

**1991** - Start of civil war. Revolutionary United Front began a campaign capturing towns on border with Liberia.

**2000** - Eleven British soldiers taken hostage by a militia group called the West Side Boys outside of Freetown. British forces mount operations.

**2002** - Civil War officially declared over. During the war between 50,000 and 75,000 people died, 2 million were forced from their homes and 7,000 children were used as soldiers. British troops leave Sierra Leone after their two-year mission to help end the civil war. General Elections held and Sierra Leone's People's Party wins a majority. Ahmed Tejan Kabbah becomes President again (having been President 1996-97).

**2005** - The last UN peacekeeping troops leave Sierra Leone, marking the end of a five-year mission to restore order.

**2006** - Liberian ex-president Charles Taylor is arrested in Nigeria and handed over to the war crimes court in Sierra Leone which indicted him.

**2007** - General Elections and transfer of power to the All People's Congress. Ernest Bai Koroma becomes President. Start of Charles Taylor's war crimes trial in The Hague, where he stands accused of instigating atrocities in Sierra Leone.

**2012** - Conviction of Charles Taylor of aiding and abetting war crimes in the Sierra Leone civil war. He is imprisoned in UK. First General Elections held without UN oversight. President Koroma wins a second term.

**2014** - UN Mission in Sierra Leone comes to an end.

Source BBC country profile time line

---

1 Dr Garth Glenworth ([SLL01](#))

**Box 2****Liberia Key Dates**

**1847** Liberia is founded by freed American slaves. Constitution modelled on that of US. Liberia becomes independent. Americo-Liberians are in power until 1980.

**1980** - Native Liberian, Samuel Doe, takes power after a coup following rioting over food prices.

**1989-96** - First Civil War: Charles Taylor's National Patriotic Front of Liberia militia overrun much of the countryside, entering the capital in 1990. Samuel Doe executed.

**1997** - Charles Taylor wins presidential elections.

**1999–2003** - Second Civil War. Liberia accused of supporting Revolutionary United Front Rebels in Sierra Leone and trading weapons for diamonds. Over 15,000 children were used as soldiers and 250,000 Liberians killed.

**2003** - USA troops arrive, Charles Taylor hands over power and leaves Liberia for exile in Nigeria. Major UN peacekeeping mission launched.

**2005** - Ellen Johnson Sirleaf becomes the first woman to be elected as an African head of state

**2011** - President Ellen Johnson Sirleaf awarded Nobel Peace Prize and wins re-election for a second term in office.

Source BBC Country Profile time line

3. Sierra Leone is one of the world's poorest countries, lying 11th from the bottom of the UN's Human Development Index in 2013, with some of the worst social and economic indicators in the world (see Table 1).<sup>2</sup> Fifty-two per cent of the population live below the poverty line.<sup>3</sup> Following the 2010 DFID Bilateral Aid Review Sierra Leone became one of the highest per capita recipients of UK aid worldwide. The DFID programme was scaled up from £56 million in 2012–13 to over £70 million in 2013–14, but it is then expected to decline as DFID reduces its spending on bilateral programmes in Africa.<sup>4</sup> Like Sierra Leone, Liberia also lies near the bottom (12<sup>th</sup> from bottom) of the United Nation's Human Development Index. Liberia is a highly-aided country—\$136 per capita compared to \$74 in Sierra Leone in 2012.<sup>5</sup> USAID spent \$131 million in Liberia in 2013.<sup>6</sup> Yet still 56% of the population live below the poverty line, although its health indicators are notably better than Sierra Leone's—see Table 1 below which compares Sierra Leone and Liberia alongside Ghana which as a neighbouring country is doing far better.<sup>7</sup> The Government of Sierra Leone is aiming to be at the same current development level as Ghana by 2035.<sup>8</sup> President Ellen Johnson Sirleaf wants Liberia to end aid dependency by 2030.<sup>9</sup> Both Sierra Leone and Liberia have relatively small populations of six million and four million respectively compared to over 26 million in Ghana.

2 DFID ([SLL05](#)) para 2

3 Concern ([SLL10](#)) para 16

4 DFID ([SLL05](#)) para 4

5 World Bank World Development Indicators

6 USAID Liberia website

7 DFID visit briefing

8 Q73

9 Q45

**Table 1**

	Sierra Leone	Liberia	Ghana
Infant Mortality (per 1,000 live births) 2012	117	56	49
Child Mortality (per 1,000 live births) 2012	182	75	72
Maternal mortality ratio per 100,000 births 2013	1,100	640	380
Overall Literacy Rates % pop	34.9	55.6	69.9

Source DFID visit briefing

## Our inquiry

4. The key aim of this inquiry has been to assess the UK and DFID's work in the reconstruction of Sierra Leone and whether there are lessons that could be learnt in its work in other countries. As part of this, we have made comparisons with the experience across the border in Liberia where the American development agency USAID took the lead. In addition, we have also considered the effectiveness of DFID's work in Liberia and of the Sierra Leone/Liberia satellite model—and whether it could be replicated elsewhere.

5. This Report does not attempt to cover all aspects of DFID programmes in both countries; we highlight areas of particular interest or concern. Unfortunately, our work has been affected by the poor response to our call for evidence. Evidently, Sierra Leone and Liberia had ceased to be of interest in the first half of 2014, although the situation has now changed as the Ebola outbreak refocuses international attention on the country. We initially received fewer than ten written submissions; in other inquiries we have received closer to a hundred. We subsequently wrote to all organisations receiving funding from DFID in Sierra Leone and Liberia, but even that did not prove particularly fruitful; it is disappointing that such organisations did not consider they had an obligation to account for the public funding they received. In addition, a number of organisations which were invited said they were unable to provide oral evidence. We are grateful to those who gave evidence and the useful insights they provided, but the consequence of the poor response has been that much of this Report is based on what we saw and from testament of the people we met during our visit to Sierra Leone and Liberia in June of this year. Despite the limited amount of evidence we received, we believe that we have been able to reach valid conclusions.

**Table 2: Organisations which were contacted to give written and oral submissions to the inquiry**

ORGANISATION	Written Evidence	Oral Evidence
Action Aid	Declined	Declined
Action Contre la Faim	No response	N/A
Adam Smith International	Originally provided a submission	N/A
AFFORD	No response	N/A
African Development Bank	No response	N/A
Africa Governance Initiative (Tony Blair's)	Declined	Declined
Amnesty	No response	N/A
BRAC	No response	N/A
Cambridge Education	No response	N/A
Christian Aid	Accepted request and provided a submission	Declined
Cofey	No response	N/A
Concern	Accepted request and provided a submission	N/A
Consortium of Street Children	No response	No response
Commonwealth Secretariat	No response	N/A
Crown Agents	No response	N/A
DAI	No response	N/A
Food and Agriculture Org	No response	N/A
GOAL	Accepted request and provided a submission	N/A
Global Alliance for Vaccines and Immunisation	No response	N/A
Global Fund	No response	N/A
GRM	No response	N/A
IBIS	No response	N/A
International Fund for Agricultural Development	No response	N/A
International Organisation for Migration	No response	N/A
IRC	Accepted request and provided a submission	Declined
Marie Stopes	Accepted request and provided a submission	Accepted and provided a witness
Open Society Initiative W Africa	No response	No response
Options	Accepted request and provided a submission	N/A
Oxfam	Declined	Declined
PLAN	Accepted request and provided a submission	Accepted and provided a witness
Private Infrastructure Development Group	No response	N/A
Restless Development	Declined	N/A
Save the Children	Originally provided a submission	Accepted and provided a witness
Search For Common Ground	No response	N/A
Street Child	No response but provided a short submission after the visit on reasons children are on the street	No response from London office
Tony Blair Faith Foundation	Forwarded its submission to our health inquiry	Declined
Triple Line	No response	N/A
UNAIDS	No response	N/A
UNDP	No response	N/A
UNEP	No response	N/A
UNFPA	No response	N/A
UNICEF	No response	N/A
United Nations Peacebuilding Fund	No response	N/A
WASH Sierra Leone Consortium	Accepted request and responded following the visit	No response
WASH Liberia	Declined	N/A
WaterAid	Declined	Declined
World Food Programme	Declined	N/A
World Health Organisation	No response	N/A
Womankind	Declined	Declined

Note—the above organisations which are shaded are NGOs directly implementing DFID agreements in Sierra Leone

6. On the visit we became aware that DFID's initial memorandum had not given us a full picture of the UK and DFID's involvement in Sierra Leone and Liberia; the submission had only provided information on programmes related to DFID's bilateral country office—but not on any of the many programmes centrally-managed from DFID's offices in the UK (we discuss this further in the first chapter of the Report). Nevertheless, DFID staff in Sierra Leone were very helpful and knowledgeable; and we thank them for their assistance and the insights they provided. The programme that they arranged for our visit gave us a good overall view of DFID's country projects on the ground in both Sierra Leone and Liberia. We were particularly pleased to have the opportunity for high level meetings with both President Ernest Bai Koroma of Sierra Leone and President Ellen Johnson Sirleaf of Liberia as well as meeting Finance and Health Ministers; a more detailed outline of those we met on our visit is annexed to the Report.

7. While in West Africa, the Ebola outbreak had begun and, as a result, we were unable to visit any health facilities. Since our return the situation has deteriorated at an alarming rate and although we have not invited formal evidence on this we have been provided with updates by DFID which we refer to throughout the Report.

## 2 DFID spending

### Sierra Leone

8. Following the civil war the UK Government's key focus was security reform and government institution capacity building. At its peak there were 145 British military personnel in Sierra Leone, working on rebuilding the security sector with the International Military Advisory and Training Team (IMATT) funded by DFID through the Conflict Pool. Subsequently, basic service spending has been increasing as the country stabilises and DFID staff numbers have grown from one in 2002 to 49 now as the number of military personnel has declined to its current level of six. The change in DFID's focus in Sierra Leone is outlined in Figure 1 below.

Figure 1

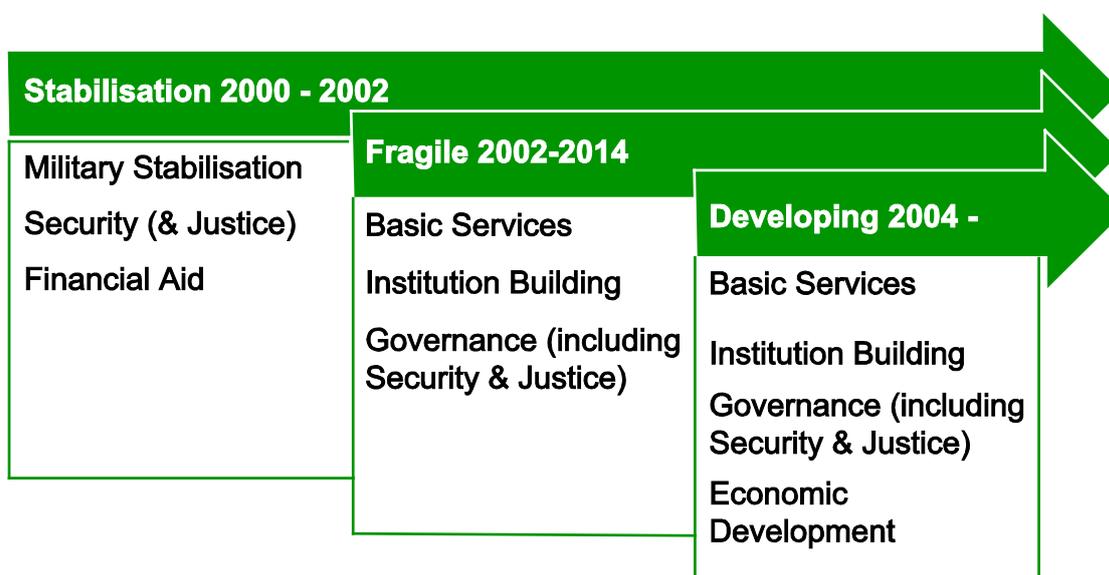
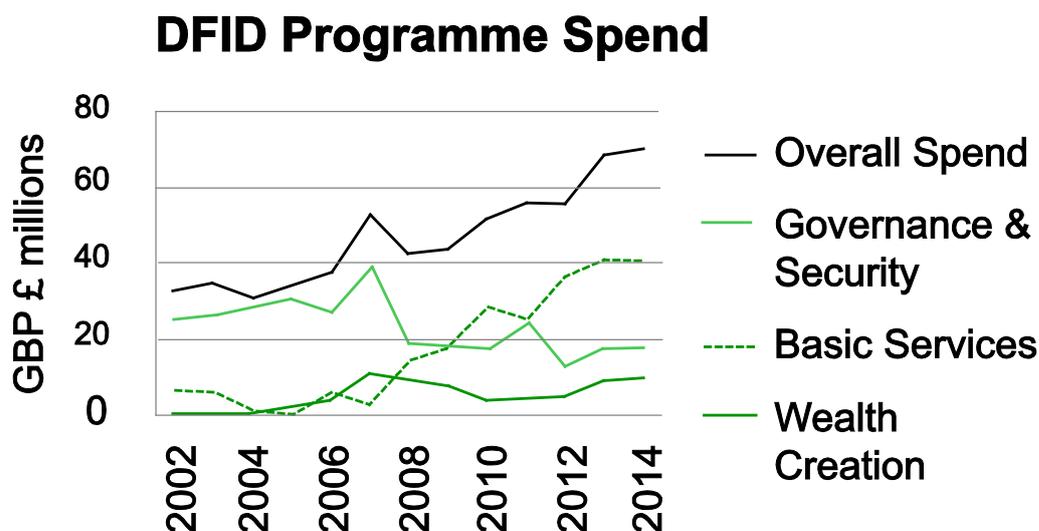


Figure 2



Source DFID submission ([SLL05](#))

Figure 2 above shows DFID bilateral spending although this (as we discuss below) ignores large areas of spending through centrally-managed programmes and multilaterals.

9. The main sectors that DFID currently works in through its bilateral country programme, other than Security and Governance, are: Wealth Creation, Water and Sanitation (WASH), and Reproductive, Maternal and Newborn Health. We look in more detail at some of these programmes in later chapters of this Report. Table 3 below shows the division of the 2013–14 budget across the different areas.

**Table 3: DFID Budget 2013/14 Sierra Leone**

Strategic Priority	2013/14
Wealth Creation	£23m
WASH	£18m
Governance and Security	£13m
Reproductive Maternal and Newborn Health	£10m
Education	£6m
Malaria	£4m
Other Health	£3m
<b>TOTAL</b>	<b>£77m</b>

Source Operational Plan 2011-15 June 2013

Note: The budget was £77 million but the actual spend was £70 million in 2013/14

10. Generally NGOs complimented DFID on its work in Sierra Leone. GOAL said:

The knowledge of the context by the team in country combined with the flexibility to work through different mechanisms means that they can take advantage of opportunities for effective programming from different angles, whilst encouraging overall cohesion and synergies between those implementing the actions.<sup>10</sup>

10 GOAL ([SLL18](#))

The WASH consortium said DFID “encourage innovation and work at national and local levels.”<sup>11</sup> A UNICEF official, Keith Wright, who worked in both countries said that when working in Liberia—where USAID led—he missed not having DFID’s “analysis and technical expertise on complex issues” which he had in Sierra Leone where DFID was the lead donor.<sup>12</sup>

### *National priorities*

11. Sierra Leone agreed to be one of seven pilot countries for the implementation of a “New Deal for Engagement in Fragile States” agreed at the Fourth High Level Forum on Aid Effectiveness at Busan, Korea, in December 2011. As a result of this, in February 2014 the Sierra Leone Government and its development partners signed up to a Mutual Accountability Framework. This meant that the Government has committed to owning and leading development plans and focusing on the results it will deliver, while its development partners have committed to aligning support to Government's plans and providing aid transparently, in a timely and predictable manner.<sup>13</sup>

12. The Sierra Leone Government’s plans are laid out in its five-year national development plan, “*The Agenda for Prosperity*”, which was launched in July 2013. Its aim is to use the country’s mineral resources to promote broad based, job creating and sustainable growth.<sup>14</sup>

13. Surprisingly, DFID’s submission to our inquiry does not state how the work it is doing is aligned to *The Agenda for Prosperity*. Instead it talks of the DFID Operational Plan building on “previous gains”.<sup>15</sup> During our visit we met President Ernest Bai Koroma of Sierra Leone as well as Government Ministers. We therefore had the opportunity to discuss national priorities. President Koroma was particularly concerned about youth unemployment and wanted help with vocational and skills training, but this is not something that DFID engages in. The DFID Minister Lynne Featherstone MP told us “you have rightly identified a really critical need, as has the President, but DFID cannot be the answer to everything.”<sup>16</sup> We discuss this in greater detail in the chapter of this Report on Youth Unemployment.

***14. We realise that there will be differences between the priorities of the UK and those of the Government of Sierra Leone, for example, as we discuss later on FGM. But since Sierra Leone has agreed to be one of seven pilot countries for the implementation of a “New Deal for Engagement in Fragile States”, we recommend that DFID do more to align its programmes with national priorities set out in Sierra Leone’s Agenda for Prosperity, not least to ensure there is political buy-in from the recipient government.***

---

11 WASH Consortium ([SLL19](#))

12 Keith Wright ([SLL02](#))

13 DFID ([SLL05](#))

14 DFID ([SLL05](#)) para 6-7

15 DFID ([SLL05](#))

16 Q125

### *Use of consortia*

15. DFID's use of consortia in Sierra Leone has been very successful according to the NGOs involved. Tanya Barron of PLAN told us that the education consortium had been "overwhelmingly good and beneficial" and that PLAN would "seek out consortia" on education in the future.<sup>17</sup> Save the Children said the approach had:

enabled DFID and other donors to invest large amounts of funding into the country with reduced administration and overhead costs. This approach has also meant that different districts and areas have been able to develop at a more similar speed and has helped to avoid neglect in districts where the opposition maybe more prevalent. There are many lessons being learnt from this approach and we understand that it will be flagged as a best practice across DFID country programmes<sup>18</sup>

Save the Children thought a similar approach could also be used in the health sector.<sup>19</sup> IRC said consortia achieved "impact at economies of scale" and would encourage DFID to continue their use.<sup>20</sup> GOAL thought the consortium approach should be considered as a more cost-effective alternative to multilaterals such as UNICEF.<sup>21</sup> The WASH consortium itself said:

The agencies that form part of the Consortium like the Consortium model as it gives them opportunities to work closely with and learn from other agencies, develop common standards, and have greater influence with stakeholders. We would therefore advocate that DFID expands its support through the Consortium model.<sup>22</sup>

**16. *We recommend that, following the claims by NGOs of the successful use of consortia in WASH and education in Sierra Leone, DFID considers expanding this approach to other sectors such as health and to other countries where it could also work well.***

## **Liberia and the wider region**

### *The Liberia satellite model*

17. DFID maintains a small programme in Liberia with a 'satellite office' managed by the Head of DFID Sierra Leone co-located within the recently-opened UK Embassy in Monrovia. It has two dedicated programme staff there but the programme remains the responsibility of DFID's Freetown office with regular visits by advisers and the Head of

17 Q62

18 Save the Children ([SLL07](#)), para 7.14

19 Q62

20 International Rescue Committee ([SLL12](#)), para 6

21 GOAL ([SLL18](#))

22 WASH Consortium ([SLL19](#))

Office from Freetown to Monrovia.<sup>23</sup> PLAN considered that this was an appropriate arrangement because both Sierra Leone and Liberia:

- fall under a small economic grouping called Mano River Union, which makes integration and access easier;
- share a recent past of conflict which makes their situation similar and so can be “managed as one country”, and
- have very similar terrains, people, development challenges and cultures.<sup>24</sup>

18. The focus of the DFID programme in Liberia up until the end of the current Operational Plan in 2015 has been health and infrastructure with expenditure of approximately £10 million a year for the period 2011-15.

**Table 4 DFID spending in Liberia in 2013/14**

Programme	2013/14
Health Pool Fund	£1.945m
WASH	£2.5m
Minerals	£30,000
EU infrastructure	£2m
World Bank infrastructure	£2.5m
<b>Total</b>	<b>£8.9m</b>

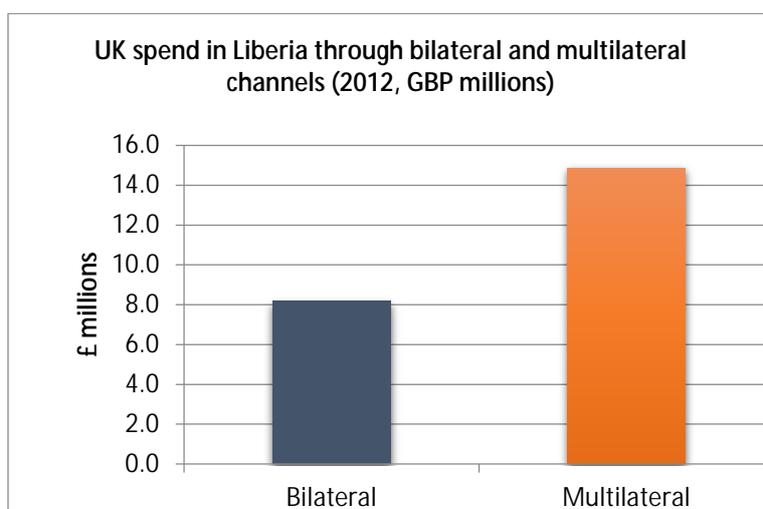
Source: DFID visit briefing

Note: although the budget for 2013/14 was £10 million the actual spend was £8.9 million

In addition we discovered on the visit that DFID spends approximately £15 million a year on multilateral programmes so in total DFID Liberia spend is closer to £25 million. We were surprised that the £25 million figure is not the statistic used when listing DFID’s contribution to Liberia.

23 DFID ([SLL05](#)) para 18

24 PLAN ([SLL14](#))

**Figure 3: UK spend in Liberia**

Source: DFID visit briefing

Note: DFID spend in 2012 was £23 million and in 2013/14 it had a £25 million budget of bilateral and multilateral programmes

19. In March 2014 the Secretary of State, Rt Hon Justine Greening MP, agreed to support Liberia beyond 2015 when DFID support was due to come to an end but to refocus on new priorities<sup>25</sup>—we were told that these would be revenue mobilisation and the economic empowerment of women and girls.<sup>26</sup>

20. This arrangement of a main and a satellite office between two countries does not exist anywhere else within the DFID bilateral country portfolio so we have given careful consideration to why it exists here and if the model could be replicated elsewhere. The Minister told us the reason for the arrangement was that:

With a programme of just under £10 million, it does not warrant having its own office. Also, a lot of the programmes that we implement there are by implementing partners such as UNICEF. [...] So, having a small staff who can oversee the implementers is adequate in terms of reporting back.<sup>27</sup>

Alex Vines of Chatham House saw other benefits with the Liberia office:

small offices can be very innovative. They can be very creative with amounts of money that can be targeted and used as false multipliers. [...] it can be tremendously transformative if the right person is deployed in one of these small satellite offices.<sup>28</sup>

25 DFID (SLL05) para 17

26 DFID (SLL05E)

27 Q78

28 Q10

He gave the example in Monrovia of one small DFID grant to assist the regulatory body for the emerging oil industry which led to the interest and involvement of other donors.<sup>29</sup> Dr Garth Glenworth, a former DFID adviser, warned that the arrangement would only work if enough staff were provided to cover both offices and as long as Liberia was not treated as an afterthought which he believed had been the situation in the past.<sup>30</sup>

21. We compared the Sierra Leone and Liberia relationship to that of Rwanda and Burundi. In 2011 the Committee visited Rwanda and Burundi at a time DFID was planning to close its office in Burundi. The Committee recommended in its Report following the visit that rather than losing the Burundi programme altogether it should be managed from the DFID office in Rwanda.<sup>31</sup> The Government turned down our recommendation.<sup>32</sup> We asked the Minister why in such similar circumstances the same model had not been applied. She told us she did not know.<sup>33</sup>

**22. *We find the DFID Liberia satellite office model a successful and sensible approach for the region. We recommend that DFID consider applying this model to other countries, specifically to Burundi.***

### *Regional co-operation*

23. Action on Armed Violence thought there could be better synergy between DFID's programmes in Sierra Leone and Liberia and better collaboration with USAID in the region "in the areas of peace, security and stability."<sup>34</sup> The organisation particularly welcomed joint working between the UK and US in the border areas where "porous borders and the remote nature of outlying communities" meant that there was a "high risk for arms, drugs, and human trafficking, as well as the potential violence associated with these illicit activities".<sup>35</sup> Concern, GOAL and Adam Smith International also all argued that considering the similarities between the two countries there needed to be better interaction between programmes across the two countries,<sup>36</sup> better sharing of best practice, experiences and 'lesson learning' not just between DFID and USAID but also between NGOs<sup>37</sup> and the two countries' governments.<sup>38</sup> The WASH Consortium in Sierra Leone supported by DFID brought to our attention the anomaly that the WASH Consortium supported by DFID in

29 Q10

30 Dr Garth Glenworth (SLL01)

31 International Development Committee, Tenth Report of Session 2010-12, [The Closure of DFID's Bilateral Aid Programme in Burundi](#), HC 1134, para 48

32 International Development Committee 9th Special Report, The Closure of DFID's Bilateral Aid Programme in Burundi: [Government Response to the Committee's Tenth Report of Session 2010-12](#), HC 1730

33 Q79

34 Action On Armed Violence (SLL04), para 19

35 Action On Armed Violence (SLL04), para 18

36 Concern (SLL10), para 5

37 GOAL (SLL18)

38 Adam Smith International (SLL08) section 6

Liberia operated differently and it recommends that instead there should be sharing of experiences with more initiatives to encourage learning led by DFID.<sup>39</sup>

24. Keith Wright believed the reason that there was not more joint activities between the two countries was the very poor transport links with only a paved road on the Liberian side of the border—on our visit we were given conflicting information on the conditions as we had originally hoped to drive from Freetown to Liberia visiting DFID funded projects along the way, until it became apparent the road links were too bad.<sup>40</sup>

### *Mano River Union*

25. Alex Vines, Dr Jeremy Allouche, a Research Fellow at the Institute of Development Studies, and PLAN thought DFID should look further than Liberia to the Mano River Union as a whole (Sierra Leone, Liberia and Guinea). Plan said if DFID did that it would be:

better positioned to plan better programme responses to issues common to the three states such as health, security, climate change and other environmental issues. As we are aware, instability for whatever reason, in one of these countries almost always affects the other two.<sup>41</sup>

The necessity of this has recently been demonstrated by the outbreak of Ebola, initially in Guinea, but now seriously affecting all three countries of the region and requiring a coordinated response.

26. DFID said that its involvement in Liberia was part of its “long-standing commitment to supporting security in Sierra Leone” and that it was “an important contribution to maintaining peace in the Mano River Union”, giving the UK “influence over wider regional stability”.<sup>42</sup> Alex Vines put forward a similar case:

you have to think regionally. Liberia is, in a sense, an extension of the investments in Sierra Leone, [...] if we want lasting peace, prosperity and security in the Mano River Union, DFID’s presence in Liberia is integral to reaching that goal.<sup>43</sup>

27. The DFID funded UK run International Security Advisory Team (ISAT) who we met on our visit told us that it was taking a more regional approach with its base in Freetown having a wider perspective than just Sierra Leone and Liberia. Its medium-term goal was to extend its reach to the Mano River Union states offering technical advice to the Mano River Union Secretariat and Peace and Security Unity, visiting the French Security Cooperation Team in Guinea and hosting visits from the US military in Liberia. It was trying to reduce duplication in the region and encourage coordination within the Mano River Union.

---

39 WASH Consortium ([SLL19](#))

40 Keith Wright ([SLL02](#)), para 3.2

41 PLAN ([SLL14](#))

42 DFID ([SLL05](#)), para 19

43 Q10

**28. We note that the UK is already working with other partners in the region, particularly with the USA, but more can be done within the Mano River Union as a whole— the Ebola outbreak across the area has demonstrated how important this is. We recommend that DFID work more closely with its US counterparts in Liberia and French colleagues in Guinea.**

### DFID staffing in Sierra Leone and Liberia

29. DFID has a large team of 49 staff in its Sierra Leone/Liberia operation. We were able to meet many of them and were impressed by their ability, knowledge and enthusiasm. However, there are difficulties in recruitment and retention. There have been four heads or acting heads of office in a year because of a gap between the previous head leaving and a new one starting; no deputy head of office for two years and some posts had gone through various recruiting rounds without being filled. When we visited there was no second member of staff in the Liberia team as the previous person had only lasted six months. This has noticeably caused problems for us in requests for information which have fallen through gaps as well as some contradictory advice being given from the start of this inquiry. Alex Vines believed it was an incentive problem:

Are you going to shine in Monrovia when everybody, including your Ministers, is saying, “Move lots of money quickly”? [...] Will the brightest put their hands up and say, “Yes, I would like to go to Monrovia”?<sup>44</sup>

30. We heard on the visit that Freetown was not a popular posting because people preferred to go where the media focus was, for example Afghanistan or Somalia. People made themselves known within DFID in such environments resulting in faster career progression. The current temporary DFID head of office told us that historically Sierra Leone had been an ‘informed-choice posting’<sup>45</sup> as the quality of health and education facilities was not very good. That meant DFID had difficulty attracting staff with families. He believed that was now starting to change as conditions improved<sup>46</sup> but this may now revert following the Ebola outbreak.

**31. We note the problems DFID has had in recruiting and retaining staff in Sierra Leone and Liberia. If this is because staff are attracted to those countries in the media spotlight because of better promotion prospects, we recommend that DFID reconsider its promotion criteria. We are concerned about the consequences of the Ebola outbreak for future recruitment; in its response, DFID should state what steps it has taken in response to this emergency to protect DFID staff.**

---

44 Q11

45 An informed choice means that you can take your family with you but in the full knowledge that there is a lack of education and health facilities.

46 Q75

### 3 Concerns with DFID operations

---

32. This inquiry and our visit to Sierra Leone and Liberia has raised major concerns for us on the way DFID's operations are changing.

#### Budget cuts to Africa bilateral country offices

33. We were surprised to hear during our inquiry that as the UK reaches its 0.7% target,<sup>47</sup> there are to be cuts to the bilateral country budget for Africa and as a consequence to Sierra Leone—one of the poorest countries in the world. The Minister confirmed in the evidence session that the 2014-15 budget for Sierra Leone and Liberia, which is directly managed by DFID through bilateral programmes, had decreased by £14.5 million which is a cut of 18.6% relative to 2013-14<sup>48</sup> and that this was “in the context of a reducing budget right across our portfolio”.<sup>49</sup> She told us there was:

a great wind of change blowing through the way we do business. I would say it is a combination of changes to how we do things and pressures on budgets from other places.<sup>50</sup>

34. The Minister gave us a number of reasons for this:

- reaching 0.7%, so DFID was “now in a zero-sum game where, if you pay Peter, you are going to have to rob Paul”;
- a shift in focus at DFID “to prioritise things like economic development and ‘golden thread’”<sup>51</sup> which had led to “a significant organisational restructure” and the creation of “a big cross-cutting operation directorate” based in Whitehall;
- increased pressure from the Treasury to use different sorts of instruments. “They want us to generally move towards more returnable capital investments, so that we are looking at returnable loans or equity as opposed to traditional grants.” This will also be managed centrally (by DFID in the UK) and not directly by country offices due to the lack of skills and experience in this form of assistance in country offices;

---

47 0.7 refers to the repeated commitment of the world's governments to commit 0.7% of rich-countries' gross national product (GNP) to Official Development Assistance. First pledged 35 years ago in a 1970 General Assembly Resolution, the 0.7 target has been affirmed in many international agreements over the years, including the March 2002 International Conference on Financing for Development in Monterrey, Mexico and at the World Summit on Sustainable Development held in Johannesburg later that year. The UK reached the target in 2013.

48 DFID ([SLL05E](#))

49 Q74

50 Q74

51 The Golden Thread is a phrase used by Prime Minister David Cameron to describe the use of development assistance to create stable government, lack of corruption, human rights, the rule of law, transparent information

- pressure of unprecedented humanitarian assistance in other parts of the world: “The demands on humanitarian assistance at the moment are going up—over £600 million in Syria alone”, and
- commitment to the World Bank’s International Development Assistance (IDA)<sup>52</sup> is the biggest DFID has ever made. In addition she said “We have scaled up our commitment to the global funds. We have found, particularly on health, the global funds are an extremely good way to spend money because of their ability to drive down the cost of drugs. In fact, the cost of vaccines for children has gone down by 37%. We could not do that on a country-by-country basis.”<sup>53</sup>

The Minister said that the overall funding plans for centrally-managed programmes had increased from approximately £1.4 billion to £2.4 billion in Africa although she did not say how much of this would be going to Sierra Leone and Liberia.<sup>54</sup>

***35. We are appalled that as DFID’s budget rises to 0.7% of GNI, bilateral programmes to Africa’s poorest countries are being cut. We disagree with cutting bilateral programmes in vulnerable countries either to go to regional programmes or humanitarian relief—for which DFID still refuses to set out to us the budgeting allocation or process. The case for returnable funding should not apply to key development programmes in low income countries; it should still retain a poverty reduction focus. We recommend that the Government reinstates the budget for Sierra Leone and Liberia.***

## Multilateral oversight

36. DFID spends large sums of money, £39 million (over half of its budget) through multilaterals in Sierra Leone and £15 million in Liberia, 65% of its budget there. We examined how DFID influenced and monitored the multilateral programmes which the UK contributed to. We were told that DFID staff often sat on programme boards for example for the Liberia Reconstruction Trust Fund which was a World Bank multi-donor trust fund. PLAN told us:

While DFID is engaged in multi-donor programmes the perception is that these in-country relationships could be much stronger and could provide real benefit to Sierra Leone because of the synergy these engagements produce, and could help minimise duplication and increase better management of resources.<sup>55</sup>

---

52 The International Development Association (IDA) is the part of the World Bank that helps the world’s poorest countries. Established in 1960, IDA aims to reduce poverty by providing loans (called “credits”) and grants for programs that boost economic growth, reduce inequalities, and improve people’s living conditions.

53 Q74

54 Q74

55 PLAN ([SLL14](#))

The Minister told us that the UK influenced the EU during its five-year programming rounds:

Our country offices are consulted as the EU develops its programmes for each five-year [programme]. That is approved through EU member states. Individual projects are referred to the European Development Fund committee, and DFID's EU department attends those committee meetings. [...] That is how we get our say in, plus a bit of lobbying here and there.<sup>56</sup>

Paul Wafer, the Acting Head of DFID Sierra Leone and Liberia, explained that his team could have a considerable impact on the EU in country:

they are very keen to hear our views, because we are a significant player and partner, so we do have an opportunity to feed in, to stay closely involved, to talk to them about what is going on and to follow up. There is an open door for us to be able to influence that at operational level on the ground.<sup>57</sup>

However Dr Garth Glenworth, told us:

it is doubtful whether the Department could ever make a real impact on the internal dynamics by which the EU and the UNDP define their priorities and work programmes. Individual bilateral influence gets lost in European and UN bureaucracies and Sierra Leone has been no exception.<sup>58</sup>

37. In comparison, Dr Glenworth thought that DFID had had more influence over the World Bank due to good staff cooperation and “a similar world view”.<sup>59</sup> Nevertheless, we heard concerns from NGOs about the World Bank in Liberia; in particular, that some major programmes did not have a person on the ground in country running the programmes and that advisers just flew in and out from Washington for relatively brief periods to monitor the programme. In particular there were worries over the considerable World Bank transportation programme and the lack of country oversight.

38. Some NGOs were not convinced by DFID's use of UN organisations to carry out its programmes. GOAL questioned the cost effectiveness of DFID's use of UNICEF to facilitate the rural element of WASH programming through locally contracted implementing partners, describing it as an “additional layer of overhead” whilst “the added value in terms of coordination/quality control” was not apparent.<sup>60</sup>

**39. *Multilaterals do not always provide adequate oversight of the programmes they manage. In particular, we recommend the World Bank appoint a full time country expert in Liberia to oversee the World Bank managed pooled fund on transportation.***

56 Q93

57 Q94

58 Q94

59 Dr Garth Glenworth ([SLL01](#))

60 GOAL ([SLL18](#)), p 1

## Centrally managed programmes

40. On our visit to Sierra Leone and Liberia it became apparent that the written submission provided by DFID to us on its country programmes was only half the picture of DFID's involvement in both countries. We discovered the scale of spending through what DFID refers to as 'centrally-managed programmes'—programmes managed from the UK as opposed to the bilateral office and that tend to cover more than one country—which we had not been briefed about.

### Box 3 Centrally-Managed Programmes

DFID said that centrally-managed programmes are essential to UK aid objectives where:

- a degree of technical specialism that is not available in country is needed to maximise development impact;
- new approaches or products need to be tested across a range of country contexts;
- co-ordination and wide action is needed to deliver global public goods (e.g. polio eradication);
- support to the development sector can be more effective, for example programme funding of UN, partnership agreements with major CSOs;
- action is needed across a number of countries, or with regional bodies; and
- pursuit of DFID objectives makes it cheaper and more effective to deliver the outcome centrally (e.g. some governance programmes, challenge funds, central research).

Centrally managed programmes come in five types:

- i) Programmes covered by the Multilateral Aid Review, and those managed by Global Funds Department;
- ii) Centrally-organised research. This includes two regional hubs;
- iii) The International Climate Fund. Increasing amounts of funding will be delivered through country offices, but the centre will still be a significant funder and close co-ordination with other government departments in the UK is essential;
- iv) Regional funding through regional departments providing funds that cover action in a number of countries or for regional blocs; and
- v) Other central programmes managed by Policy and Global Programmes, Economic Development, and Conflict, Humanitarian and Security Department policy teams.

Source DFID visit briefing

41. We were told DFID spent about £70 million in 2013–14 in Sierra Leone. We have since been provided with a list of centrally-managed programmes which also cover Sierra Leone—this is appended to the Report—one of these programmes, The Welbodi Partnership, only operates in Sierra Leone. When we asked the Minister how much DFID's total spending was in Sierra Leone including these centrally-managed programmes, she was unable to give us a

figure.<sup>61</sup> Even more worryingly she was aware that country offices often have no idea what centrally managed programmes are operating within the country they are working in; yet she acknowledged how important it was to have this information:

there is a need to know what is going on in your own country. If you are in one of our bilateral offices, then you want to know what centrally-managed programmes are being applied in the country in which you are the bilateral office. [...] I have come across instances where a bilateral office is not aware of every programme that is running in its country.<sup>62</sup>

**42. We believe that bilateral country offices should not only be consulted in the operation of the centrally-managed programmes within the country, but also in their design stage; the people in the country offices know the country and have the necessary internal contacts. The fact that they are not consulted is very concerning. We are aware that DFID is now putting in place a ‘protocol’ for how centrally managed programmes work with country offices, but it is shocking that this has not been in place for some time.**

**43. We are also appalled that DFID and the Minister do not know how much DFID spends in total in Sierra Leone. This is a figure which should be widely available and used by officials and ministers in meetings with Sierra Leonean counterparts. By just using the bilateral country figure it seriously underestimates the scale of the UK and DFID’s contribution to the country which is not only bad accounting but also reduces the UK’s negotiating position.**

***44. We recommend that in its Annual Report DFID lists figures for centrally-managed programmes in countries where DFID has a bilateral programme.***

***45. We recommend that the protocol to link bilateral country offices with centrally-managed programmes be established as a matter of urgency. The protocol should ensure that the country offices are informed of all the DFID centrally-managed programmes in the country and that the DFID country teams are consulted on the programme design stage. In its response to this Report, DFID should inform us of how this protocol will operate in detail.***

46. We are also concerned about how the centrally-managed programmes are run and monitored without proper oversight from the DFID bilateral country office. Many of them are run by management consultancies as opposed to DFID staff. We heard anecdotally on the visit disquiet about the monitoring of centrally-managed programmes. DFID’s Sierra Leone and Liberia Acting Head of Office confirmed that the managing agents “set the reporting requirements”.<sup>63</sup> One of the managing agents, PricewaterhouseCoopers, have

---

61 Q83

62 Q84

63 Q85

since written to us setting out its reporting requirements for the Girls Education Challenge Fund.<sup>64</sup>

#### Box 4 An example of a Centrally-Managed Programme

##### Girls Education Challenge Fund (GEC)

The UK is providing £355 million for the first four years (2012–2016) of the GEC to support up to one million of the world's poorest girls to have an opportunity to improve their lives through education in up to 21 DFID priority countries.

The GEC is a stand-alone fund that is delivered by a dedicated Fund Manager which is a consortium led by PricewaterhouseCoopers partnered with Social Development Direct, FHI 360 and Nathan Associates contracted via a competitive procurement process. The Fund Manager is responsible for the day-to-day operation and management of the GEC. A Steering Committee, overseen by the GEC Chair, is chaired by the DG Head of Country Programmes. The Steering Committee's role is to make recommendations to the Secretary of State on which projects and partnerships to support and is tasked with setting strategic decisions within the monitoring and evaluation cycle of the programme. An internal UK based GEC Team in DFID provide strategic oversight to the GEC Steering Committee and the Fund Manager.

There were two successful bids for Sierra Leone, one from a consortium led by Plan International and the other from Brac International. The Plan consortium is receiving £6,417,465 and Brac are receiving £8,015,227 to March 2017. GEC in Sierra Leone is working towards:

- Increasing the number of out-of school girls receiving three years of primary education in the 250 second-chance Community Girls Schools within 12 target areas.
- Training government primary and junior secondary teachers on different subjects and child-friendly teaching methods.
- Providing trained mentors from selected government and government assisted schools to offer support to their peers.
- Mobilising community, local government and other stakeholders to support girls' education in the 12 target areas.

Source DFID visit briefing and Girls' Education Challenge Project profiles

47. NGOs were not particularly satisfied with DFID's use of management consultants. PLAN said:

We would like DFID to review its position on the use of corporate private sector agencies as fund managers of its projects. Initial indications and feedback from our partners suggest that these fund managers have limited experience and understanding of social programming, with much more focus on compliance rather than creating space for innovation and real change in the lives of poor people. The cost of engaging the private fund manager could be counterproductive to DFID's quest for cost effectiveness.<sup>65</sup>

64 Pricewaterhouse Coopers ([SLL14](#))

65 PLAN ([SLL14](#)), p 2

International Rescue Committee agreed saying:

we face certain challenges working with fund managers Triple Crown and PWC, who have less expertise in implementing programmes than DFID or NGO partners. The use of major fund managers also creates a layer of bureaucracy which at times hampers innovation and implementation.<sup>66</sup>

48. We challenged the Minister as to why consultants were used to manage DFID programmes as opposed to DFID staff and whether it was due to the constraints the Department faces on administration costs and staffing levels. She told us:

when we were conceiving of the idea [...] it was about what organisation, including ourselves, would have the capacity to work across country to put in the scale of programme to take on this level of delivery. It then went out to tender in the normal way and would have been properly procured. The decision to go externally would have been because we did not think we had the capacity internally to run it as well or efficiently.<sup>67</sup>

**49. *We recommend that ICAI review DFID's centrally-managed programmes to ensure they are being properly monitored and are engaging with country offices.***

**50. *Given the range of programmes which DFID contracts to outside consultants, we recommend that DFID investigates the potential to set up an arm's-length wholly or partially-owned consultancy that can either challenge these other providers and help to drive down costs or provide a greater pool of expertise.***

---

66 International Rescue Committee ([SLL12](#)), para 16

67 Q88

## 4 Security and Justice

---

51. Dr Garth Glenworth said that Sierra Leone was the first country in which DFID had played a major role in post conflict reconstruction. The security situation there in the mid-1990s was the catalyst to amending the International Development Act to allow DFID to become involved in Security Sector Reform, which has now become a major feature of its support in nearly all fragile states.<sup>68</sup> Alex Vines said of the UK approach to Security Sector reform in Sierra Leone:

“the fact that Sierra Leone has been able to deploy its armed forces abroad now, including in Sudan and in Somalia, where it is currently operational, is a testament to the training and investment.”<sup>69</sup>

DFID stated that it had “helped to transform security structures” with a shift in security service provision from the military to the police.<sup>70</sup> However, although the UK has had significant success reforming the Sierra Leonean army, we heard that it has had far less success working with the police force, which we consider in this chapter.

### UN Missions

52. In Sierra Leone the UN Peace Keeping Mission (UNIPSIL) closed in March 2014. However the Liberian UN Peace Keeping Mission (UNMIL) is remaining until at least 2017 although its military strength has been reduced from 15,000 to just under 5,300.<sup>71</sup> Liberia is reportedly one of the UNs most expensive peace keeping missions<sup>72</sup> and we are concerned whether the mission provides value for money. We saw many UN 4x4 vehicles in car parks in Monrovia and we were told vehicles given to the police were left in remote areas because they could not afford the petrol for them or the repairs.

53. We explored why the Liberian Mission was lasting longer than the Sierra Leonean Mission but were unable to get a satisfactory answer. The Minister told us:

I do not think there is a hugely differentiated situation, other than I believe the Government of Liberia has asked them not to go until after that point.<sup>73</sup>

The Acting Head of DFID Sierra Leone and Liberia informed us that:

the UK’s position in the Security Council has been to push for a more rapid draw-down so that the mission in Liberia does not stay at the same scale.<sup>74</sup>

---

68 Dr Garth Glenworth ([SLL01](#))

69 Q3

70 DFID ([SLL05](#))

71 UN Mission in Liberia: Factsheet

72 BBC website, [Liberia profile](#)

73 Q114

74 Q122

We understand that President Johnson Sirleaf is keen for the UN Mission to stay until after the 2017 Presidential Elections in case of unrest before or during elections in a country which, unlike Sierra Leone, has not experienced a democratic transfer of power. The Liberian Minister of Finance added that an alternative way to prevent unrest in Liberia would be by improving links between the East of the country and Monrovia. He was concerned that without this the East would fall further behind economically with serious risks; 75% of the army officers who staged the coup in 1980 were from there.

54. The UN is carrying out a review in 2015 of the Peacebuilding Architecture. The UK Ambassador to the UN, Martin Shearmanallow, has stated that the review would allow for the UN “to reflect on progress and consider ways in which we can improve our approach to peacebuilding.” He said it was hoped the review would revisit the original vision behind the creation of the architecture in 2005 and take stock of the developments in UN peacebuilding over the last 10 years.<sup>75</sup> ***We recommend the UK encourage the UN’s 2015 Review of the Peacebuilding Architecture to consider the cost of UN missions and the consistency of decision-making, including criteria used for deciding when missions should come to an end particularly in reference to Liberia, where our impression was that money could be better spent.***

## Police

55. UK Ministers decided in 2012 that it should use the UK reputation for policing, and its access to the security sector in Sierra Leone to re-focus Security Sector Reform assistance to include Sierra Leone’s police service.

### Box 5: IMATT and ISAT

The International Military Advisory and Training Team (IMATT) assisted with the transformation of the Republic of Sierra Leone Armed Forces (RSLAF) into a self-sustaining, democratically accountable and affordable force in order that it can meet Sierra Leone's defence missions and tasks. The International Security Advisory Team (Sierra Leone)—ISAT (SL) was formed in April 2013 when IMATT drew down. IMATT’s mandate was judged completed when the Republic of Sierra Leone Armed Forces deployed its first battalion of peacekeepers to participate in the African Union Mission in Somalia demonstrating that RSLAF is now a contributor to regional peace and security, rather than a threat to it.

In 2013–14 ISAT received £2.6 million from the Africa Conflict Pool and over £4 million in funds and direct assistance from the Minister of Defence—ISAT reports directly to the Ministry of Defence which manages it on behalf of the other Conflict Pool Partners: DFID and the Foreign and Commonwealth Office.

Source: DFID visit briefing

56. DFID told us that the

Sierra Leone police struggle to deliver an effective policing service with limited resources, poor pay and conditions of service and political interference. These

75 <https://www.gov.uk/government/speeches/effective-and-well-planned-un-peacebuilding-interventions-can-improve-peoples-lives>

“Effective and well-planned UN peacebuilding interventions can improve people’s lives” UK Mission to the UN, New York

problems have been exacerbated by a weak Ministry of Internal Affairs which has resulted in the absence of effective executive oversight of police.<sup>76</sup>

In Transparency International's 2013 Global Corruption Barometer, Sierra Leone ranked bottom of the 107 countries surveyed based on the percentage of people who reported having to pay bribes, with 90% of Sierra Leoneans reporting to have paid a bribe to the police in the past year.<sup>77</sup> At our meeting with ISAT we were told of the problems of police corruption and its causes: the police are not paid enough; they do not have the trust of the public; the press dislike them immensely; the leadership is affected by political interference and there is a stagnated old boy network at the top.

57. Dr Jeremy Allouche questioned the ability of the police in Sierra Leone to deal with the new forms of violence emerging linked to “youth, music and gangs” and the proliferation of small arms.<sup>78</sup> Research by Action Against Armed Violence has found that:

while widespread political or communal conflict is minimal, violence is still a serious issue affecting the lives of both countries' citizens.<sup>79</sup>

The US Ambassador to Burkina Faso estimated that there were eight million light arms circulating in West Africa.<sup>80</sup>

58. Breaking up the current top tier of command of the Sierra Leone police is not considered possible as they are in place as a result of the post-war peace settlement. Instead, ISAT is training bright, younger police officers to take over as the older generation retire.<sup>81</sup> Alex Vines argued that the UK should concentrate on community policing; there was evidence from other African countries where DFID had supported community policing of a significant decrease in levels of crime, for example the programme in the peri-urban areas of Windhoek, Namibia.<sup>82</sup> The Minister told us:

it is necessary to have police who behave like police and who keep the rule of law. [...] that relationship with people is incredibly important in changing the nature of police who used to simply be there to take a bribe or to damage you into people who will protect you and work with you as a partner.<sup>83</sup>

She added that DFID was working with the Ministry of Internal Affairs, and had established an independent police complaints board.<sup>84</sup>

---

76 DFID (SLL05), para 30

77 [Transparency International's 2013 Global Corruption Barometer](#)

78 Q3

79 Action On Armed Violence (SLL04), para 4

80 Dr Jeremy Allouche, IDS (SLL03), p 3

81 Q5

82 Q5

83 Q118

84 Q119

59. Dr Garth Glenworth said that the police’s “continuing effectiveness and freedom from political interference” was the main guarantee that the country would not “regress into instability and conflict.” He also believed that the UK was “uniquely qualified to provide this assistance” and if Britain did not do it no-one else would.<sup>85</sup> He said that:

The country could slip back if a ‘spark’ such as rioting among the youth or large- scale corruption in service provision were to appear. Poverty may be reducing but frustration among ordinary citizens is not.<sup>86</sup>

**60. *The UK has played an effective role in training the army in Sierra Leone. Much needed work has recently begun with the police, who are widely seen as corrupt; it is clear that this should have started earlier. We recommend that in future post-conflict situations, DFID make police reform a higher priority at an early stage.***

## Justice

61. DFID noted that the majority of the population in Sierra Leone still did not have access to—or chose not to use—formal justice services, as they were slow, costly and affected by corruption and political interference.<sup>87</sup> In Transparency International’s 2013 Global Corruption Barometer, 86% of Sierra Leoneans reported to have paid a bribe to the judiciary.<sup>88</sup> Alex Vines said that it was an area which was “yearning for further support”. He told us that

The number of people who are in jail in Sierra Leone for lengthy periods on remand and never get to trial is a massive burden on the criminal justice system.<sup>89</sup>

62. DFID said it was supporting the Government of Sierra Leone’s Justice Sector Reform by working with the judiciary to address blockages in the criminal justice system. It is providing technical assistance and funding to both formal and informal institutions, and it is working with state and civil society to improve access to justice for ordinary citizens, especially women and girls. The focus of the programme is on improved services at point of delivery.<sup>90</sup> Its headline targets to be achieved by 2015 are:

- 50% of remote communities with access to community mediation and paralegal services; and
- 700,000 women and girls with increased access to security and justice services.<sup>91</sup>

---

85 Dr Garth Glenworth ([SLL01](#)) pg 1 Summary

86 Dr Garth Glenworth ([SLL01](#)) para 15

87 DFID ([SLL05](#)), para 30

88 [Transparency International's 2013 Global Corruption Barometer](#)

89 Q6

90 DFID ([SLL05](#)) pg 12

91 DFID ([SLL05](#))

63. We visited two of these projects on our visit: the training and provision of paralegals in communities through Timap for Justice<sup>92</sup> who monitored police stations and local prisons to ensure people on remand had actually broken a law and were provided with legal advice; and Fambul Tok<sup>93</sup> which was a community mediation programme working on injustices within the community without the recourse to the police or legal services.

64. We were impressed by these programmes, but concerned about their future. We questioned the Minister about the future of the programmes and their sustainability. She told us:

It is not going to be self-financing in the short term and we have recognised that, so we are planning to continue our support of access to justice. [...]. We are discussing with other donors who have supported this sector in the past, such as the Open Society Foundation, joint funding arrangements to move forward together. We are also supporting strengthening of central Government's institutions. That has resulted in a marked increase of central Government allocation to the justice sector in the 2014 Budget. We will continue this process in 2014 and 2015 to help reduce the dependency of the justice system on DFID and other donors.<sup>94</sup>

The Acting Head of DFID Sierra Leone and Liberia told us it was also working on the legal framework for legal aid in Sierra Leone.<sup>95</sup>

**65. *We were impressed by DFID's Access to Justice projects in Sierra Leone where they seem to be making a difference to people's lives and community cohesion but we have serious concerns about their sustainability without donor support. We recommend that DFID consider how the justice work could be funded in future, whether there are other donors who could be involved or whether it is something the Sierra Leone Government could one day consider subsidising in a similar way to Citizens Advice or Legal Aid in the UK.***

---

92 Timap for Justice ('Stand up for Justice') is a prominent Sierra Leonean national NGO. It was formed in 2005 in the aftermath of the war to focus on improving the management of conflicts within communities by deploying trained community mediators.

93 The name 'Fambul Tok' comes from Krio for 'Family Talk'. The organisation was established in 2007 with the objective of supporting community reconciliation after the war.

94 Q123

95 Q123

## 5 Health

---

### DFID's programme

66. DFID is investing £75 million up to March 2018 in health in Sierra Leone. This money will be used to strengthen Sierra Leone's health system through:

- human resources as there is a lack of key health professionals;
- drug procurement and management;
- essential laboratory services, and
- the generation of regular and reliable data.

DFID will also continue its support in providing direct services:

- for improved reproductive, maternal and newborn health, and
- to achieve universal coverage of bednets in households through the mass distribution campaign as malaria remains the lead cause of adult and child deaths.<sup>96</sup>

In Liberia DFID has also until recently focused on health. In this chapter we draw attention to a few key elements of DFID's work on health. Our report on Health System Strengthening takes a broader look at DFID's work on health and draws on our visit to West Africa.<sup>97</sup>

### Free Health Care

67. Sierra Leone's maternal mortality rate is one of the highest globally at 1,100 deaths per 100,000 live births<sup>98</sup> and one in five children die before their fifth birthday (see Table 3). In an attempt to improve health outcomes the Government of Sierra Leone with support from DFID launched in 2010 *A Free Health Care Initiative* for pregnant and nursing women and children under five years. DFID said that in the first year of operation this resulted in the tripling of the numbers of children receiving consultations and the number of women delivering in a health facility although it acknowledged that the numbers had fallen back slightly. DFID said it was now working with the Ministry of Health & Sanitation to institutionalise the Free Health Care initiative.

68. In Liberia the National Health Policy, launched in 2007, introduced a package of health services available to all citizens free at the point of use. It was aimed at tackling communicable diseases as well as maternal and child health. DFID has contributed £20 million since 2008 to support the implementation of Liberia's Health Sector Strategy of

---

96 DFID (SLL05)para 44

97 International Development Committee, Fifth Report of Session 2014-15, *Strengthening Health Systems in Developing Countries*, HC 246

98 WHO et al 2014

which £12 million was committed to the Health Sector Pool Fund for 2010-13 to support the delivery of health services. Save the Children said that the Liberian Minister of Health had acknowledged that DFID's support had been integral to the success of the free healthcare initiative.<sup>99</sup>

69. Save the Children believed that the free health care initiatives in both countries had made significant improvements to health outcomes. It reported that the preliminary results from the 2013 Demographic Health Survey in Liberia suggested that real progress was being made and that Liberia might achieve the Millennium Development Goal 4 target of reducing child mortality by two-thirds by 2015.<sup>100</sup> It also noted that the preliminary results from the 2013 Demographic Health Survey in Sierra Leone had revealed a recent dramatic decline in child and newborn mortality.<sup>101</sup>

70. However, Save the Children is concerned about the future of free healthcare in both countries particularly, Liberia where DFID's support ended in March 2014. The Liberian Ministry of Health and Social Welfare is now proposing the reintroduction of user fees. One of the main reasons cited is a lack of predictable and long-term donor support.<sup>102</sup> We questioned the Minister on this who told us:

the Secretary of State has decided we will continue to support Liberia but not in every sector and not necessarily in the same way. We cannot do everything for everyone in perpetuity. That is a decision that has been made. With USAID being the biggest donor on health, we will remain engaged to try to make that work in the right direction, but we are not doing direct health funding after 2015.<sup>103</sup>

However, since the Ebola outbreak, funds have been given to health in Liberia to try to deal with the epidemic as we discuss later on in this chapter.

71. While there have been significant improvements over the last 12 years, the health indicators in Sierra Leone remain at emergency levels and it is still one of the most dangerous places to be born or to give birth.<sup>104</sup> Options, a Consultancy used by DFID to manage health programmes, informed us:

Despite movement in the right direction for maternal mortality and child mortality, both remain very high and there is little evidence of decline in neonatal mortality. Ensuring services provide quality care needs to be the focus

---

99 Save the Children ([SLL07](#))

100 Save the Children ([SLL07](#)), p 2

101 Save the Children ([SLL07](#)), p 2

102 Save the Children ([SLL07](#))

103 Q103

104 International Rescue Committee ([SLL12](#)), para 17

for Sierra Leone if we are to translate increased utilisation into better outcomes over the longer term.<sup>105</sup>

72. One of the key problems in Sierra Leone and Liberia is the lack of health care workers - the latest (2008) figures show just 57 doctors and 978 nurses and midwives in Liberia. Taking account relative populations, the UK has 200 times more doctors and 30 times more nurses and midwives. Sierra Leone had just 136 doctors and 1,017 nurses in 2010.<sup>106</sup> We were told on our visit that doctors were being trained both in Sierra Leone and in Ghana to a West Africa standard with the help from the Kings Partnership.<sup>107</sup> The Government was actively promoting work in the sector and promising senior management roles to attract more people in. In addition job adverts were being sent to the diaspora especially health workers in the UK and USA to attract health personnel back to Sierra Leone and Liberia. The UK Nursery and Midwifery Council have 103 nurses and midwives on its register that were trained in Sierra Leone. Equivalent to 10% of Sierra Leone's stock of domestic nurses are therefore working in the UK health system.

**Table 5 UK Nursery and Midwifery Council data on Sierra Leone and Liberian health personnel working in the UK**

	Liberia	Sierra Leone
<b>31/03/2013</b>	<b>3</b>	<b>105</b>
Registered Midwife		1
Registered Nurse - Adult	3	103
Registered Nurse - Children		1
<b>31/03/2014</b>	<b>3</b>	<b>104</b>
Registered Midwife		1
Registered Nurse - Adult	3	102
Registered Nurse - Children		1

Source: Committee Correspondence with Nursery and Midwife Council

DFID's Health Adviser in Sierra Leone has excellent contacts with UK institutions and has worked to facilitate contacts between the UK and Sierra Leone, but she is moving to another post. ***We are alarmed that such a high percentage of nurses and midwives from Sierra Leone are working in the UK. In its response to us the Government should reassure us it is no longer recruiting clinical staff from Sierra Leone. We recommend that DFID facilitate relations between UK healthcare institutions and professionals and those in Sierra Leone and Liberia. This should be a part of the senior health adviser's job description and not simply left to that adviser's initiative. We also recommend that the UK Government***

105 Options ([SLL15](#)), para 28

106 [WHO Global Health Observatory Data Repository](#)

107 The King's Sierra Leone Partnership was established in 2011 by the King's Centre for Global Health, King's College London, the lead for King's Health Partners, an Academic Health Science Centre, that includes three NHS Foundation Trusts (Guy's and St Thomas', King's College Hospital and South London and Maudsley). The vision of King's Health Partners is to 'create a centre where world-class research, education and clinical practice are brought together for the benefit of patients' with physical and mental health care problems, internationally and locally.

***facilitate contacts between the Sierra Leonean and Liberian diaspora health professionals in the UK.***

## EU health sector funding in Liberia

73. On our visit we examined what other donors were doing in the health sector; and, in particular, which donors would take over DFID's role in the health sector in Liberia. We were shocked to hear at our meeting with the Liberian Deputy Minister of Health and her team that the EU's \$30 million sector support to the Health Ministry had last year only partially been passed through (\$3.9 million) from the Liberian Ministry of Finance and none of this year's \$30 million funding had been passed on at all. As a result of this, the Deputy Health Minister told us that services were beginning to slide backwards and they were losing the gains that had been made on the country's health outcomes.

74. From questioning both DFID and EU officials in country it seemed very little was being done in response to the Ministry of Finance's decision. We found it hard to understand why the EU had continued to channel funding for health through the Ministry of Finance knowing it was not being passed on for its intended purpose. We questioned EU officials in Monrovia but were not given any satisfactory answers.

75. We followed the matter up with the Minister on our return and we are deeply concerned that she had not even been briefed on the matter saying "It is not something I am particularly aware of".<sup>108</sup> DFID Sierra Leone and Liberia's Acting Head of Office told us it was:

to do with the way that the EU money was allocated. The EU provides sector budget support, I understand, to health in Liberia. That means that the money goes into the central Liberian Treasury and is then destined for the Ministry of Health. I do not know the exact reasons why it did not get received by the Ministry of Health, but there is a donor group in Liberia in the health sector; these are the types of issues that can be raised amongst that group.<sup>109</sup>

Surprisingly, the European Commission in its submission, although mentioning that the health sector budget support had been the subject of 'some debate' in Liberia, did not mention the failure of the funding to be passed on only saying:

The amount disbursed once results are obtained goes into the single treasury account of the beneficiary country, managed by the Ministry of Finance on behalf of the beneficiary country. Such principles allow for full ownership of the beneficiary government and ease the implementation of the overall Treasury Plan of the beneficiary country.<sup>110</sup>

---

108 Q99

109 Q 99

110 European Commission ([SLL25](#))

Considering that DFID contributes considerable funds to the EU (approximately £1.23 billion each year approximately 16% of the UK's total aid budget)<sup>111</sup> and that DFID has played a significant role in improving health services and outcomes in Liberia, we would have thought that this should be a matter of serious concern to DFID Ministers. If this money does not reach the Ministry of Health, DFID's investments in the Liberian health system to date are put at risk. The dangerous result of recipient governments not prioritising health system spending is evident from the spread of Ebola currently in Liberia which is widely being blamed by international commentators on the country's weak health system.

**76. We recommend that, as a matter of urgency, working with EU officials, DFID actively pursue what has happened to the EU sector support to health which has not been passed on by Liberia's Ministry of Finance and has resulted in the weakening of an already strained health system.**

### Comparison of outcomes in Liberia and Sierra Leone

77. It is striking that Liberia has made considerably better improvements to its health outcomes than Sierra Leone. In 1990 both countries had similar levels of newborn and child mortality and yet since its Civil War Liberia has demonstrated one of the largest reductions (57%) in child deaths.

**Table 6**

	Under 5 mortality rate (deaths per 1,000 live births)			Newborn mortality rate (deaths per 1,000 live births)			Maternal Mortality (death per 100,000 live births)		
	1990	2000	2012	1990	2000	2012	1990	2000	2012
Liberia	248	176	75	51	N/A	27	1,200	1,100	640
Sierra Leone	257	234	182	59	N/A	50	2,300	2,200	1,100

Note: For newborn mortality, there are no figures for 2000.

Source WHO Health Statistics 2014

78. In response to questions about Liberia's better progress the Minister informed us:

- Regarding maternal mortality, Sierra Leone started from a significantly lower base following the war compared to Liberia for example in 2000, the maternal mortality rate in Sierra Leone was almost double that of Liberia, at 2,200 per 100,000 live births compared to 1,100;<sup>112</sup>
- immediately post-war there was a large, sustained injection of funding for the health sector in Liberia;

<sup>111</sup> International Development Committee, Sixteenth Report of Session 2010-12, [EU Development Assistance](#), 17 April 2012 HC 1680

<sup>112</sup> Q 96

- the leadership of the sector had been consistently much stronger in Liberia than it had been in Sierra Leone for example there has been one health minister since 2008 in Liberia and four different health ministers in Sierra Leone;
- the strategic approach had been very different in both countries. In Liberia, there had been a parallel NGO-led health service delivery model as opposed to delivering service through a decentralised public health system in Sierra Leone;
- free healthcare services had been introduced earlier in Liberia in 2008 than in Sierra Leone in 2010 and in Sierra Leone, only 30% of the population was eligible for free healthcare;
- the status of women which was a key indicator for improved family health was higher in Liberia, with 67% of females with some schooling compared with 57% in Sierra Leone, and
- access to improved drinking water was higher in Liberia at 75% than in Sierra Leone, at 57%.<sup>113</sup>

79. The Acting Head of DFID Sierra Leone and Liberia thought that while health outcomes had been better in in Liberia, the system established might not be sustainable

a model in which you get US NGOs to be the deliverers of services in the long run might not be as sustainable as the one that we have been supporting in Sierra Leone—about building district capacity.<sup>114</sup>

The Minister expected that when the current statistics on health in Sierra Leone were published they would demonstrate substantial improvement of outcomes as a result of the free healthcare initiative.<sup>115</sup>

**80. *We recommend that DFID assess why Liberia has made much faster progress in reducing child mortality than its neighbour Sierra Leone. DFID should also facilitate greater collaboration between the two countries and the sharing of best practices.***

**81. The impression we gained on our visit was that there was a much stronger and committed leadership in health in the Liberian health ministry than in the Sierra Leonean. We are concerned that this reflected national priorities. The horrors of the Ebola outbreak show the importance of a well-functioning health system. We trust that the Government of Sierra Leone will now give a higher priority to health.**

---

113 Q96

114 Q98

115 Q96

## Ebola outbreak

82. Ebola emerged in Guinea earlier this year and has since spread across the border into Sierra Leone and Liberia where it is having devastating consequences and the death toll is still rising. President Obama told a summit of African leaders in July that the blame for the spread of Ebola lay on the weak health systems of West Africa.<sup>116</sup> Peter Piot, the Belgian scientist who co-discovered the virus in 1976, described the current outbreak as a "perfect storm". He said it was "exploding in countries where health services are not functioning, ravaged by decades of civil war," and "in addition, the public is deeply suspicious of the authorities. Trust must be restored. Nothing can be done in an epidemic like Ebola if there is no trust."<sup>117</sup> The outbreak has demonstrated how critical DFID and other donors' support for strengthening and supporting health systems in Sierra Leone and Liberia is.

83. DFID has announced that the UK would provide £5 million to strengthen health systems in Sierra Leone and Liberia to help contain the spread of Ebola.<sup>118</sup> The funding will include:

- £1.25 million to help the governments of Sierra Leone and Liberia strengthen their national health systems. This will focus on improving their capacity to deliver health care and better coordinate activities;
- £1 million to a consortium of NGOs, including the International Rescue Committee and Save the Children, allowing them to expand the investigation, monitoring and tracing of new Ebola cases in Sierra Leone;
- £500,000 to provide support to families and communities affected by Ebola, including counselling for up to 150 children and help for those who have been orphaned. This funding will also increase and improve radio messaging on the outbreak in eight local languages so communities better understand the disease and can take steps to prevent its spread, and
- £250,000 to help Médecins Sans Frontières scale up specialist clinical care to Ebola patients.

In addition DFID says that it is filling critical gaps in the front-line response by providing technical staff including epidemiologists, clinicians, information managers and logistics managers for six months. It is also improving public understanding of the disease through direct engagement with communities, including women's groups. In Liberia the UK has provided chlorine and other materials for hygiene and sanitising. DFID has also launched a £6.5 million research initiative co-funded by the Wellcome Trust to look into the spread of Ebola.<sup>119</sup>

---

116 ["Obama pushes for 'global effort' to combat spread of Ebola"](#) Guardian 7 August

117 ["Why is this the worst ever outbreak of Ebola?"](#) Telegraph 26 August

118 DFID press notice: *Britain to provide new assistance to combat Ebola in West Africa*, 29 July 2014

119 ["Emergency research call launched to help combat Ebola outbreak"](#), DFID Press notice 21 August 2014

84. The World Health Organisation (WHO) has been seriously criticised for its lack of response to the developing epidemic. David Heymann of the London School of Hygiene and Tropical Medicine who was on the team which first recorded the virus close to the River Ebola in Democratic Republic of Congo, then Zaire, said he was disappointed with the WHO response to the Ebola outbreak.<sup>120</sup> Brice de la Vigne, Head of Operations for medical charity Medecins sans Frontieres (MSF), said in a news interview that the slow pace at which the WHO reacted to the rapidly-escalating Ebola epidemic in West Africa was like boiling a frog:

Even though we were screaming at them to gear up and scale up, the WHO did not realize they needed to change their approach to being fully in emergency mode, and not just in support mode.<sup>121</sup>

In April, MSF said the current outbreak needed urgent international action but WHO accused the medical charity of causing panic. It was not until August that WHO declared Ebola a public health emergency of international concern and people were sent to help with contact tracing, disease surveillance, laboratory work, logistics, information-sharing and social mobilisation—but no doctors, nurses or equipment.<sup>122</sup> We have heard accounts from Sierra Leone that there are not even enough rubber gloves to help protect health workers from the virus. Nurses in both Liberia and Sierra Leone have been striking, demanding better equipment to protect them.<sup>123</sup> WHO has now pulled out its team from the eastern Sierra Leonean city of Kailahun. WHO's representative was reported as saying that the team was exhausted and the added stress caused by one of their colleagues contracting Ebola risked increasing the chances of mistakes being made. Canada also announced it was evacuating a laboratory team.<sup>124</sup> Ebola threatens the ability to move in specialist staff from the international community and the diaspora to work in Sierra Leone and Liberia.

85. The problem Sierra Leone and Liberia is now facing is the collapse of their ability to treat people with non-Ebola-related diseases such as malaria and typhoid as well as complications from child birth as hospitals and clinics are forced to close. Immunisation programmes have also come to a halt. People are not going to the hospitals or clinics because they are frightened of catching Ebola; some hospitals have been totally taken over by Ebola patients;<sup>125</sup> Other centres are without any staff due to their fear of turning up to work where protective clothing is in short supply. Health workers have been hardest hit by the disease as they are at increased risk of contracting the disease due to their proximity to patients. To date, the WHO has reported more than 240 of them developing Ebola in Guinea, Liberia, Sierra Leone and Nigeria. More than half of that number have died. In addition three leading Ebola doctors have been killed by the disease.<sup>126</sup>

---

120 [Ebola response of MSF and 'boiling frog' WHO under scrutiny](#), Reuters, 21 August 2014

121 [Ebola response of MSF and 'boiling frog' WHO under scrutiny](#), Reuters, 21 August 2014

122 [Ebola response of MSF and 'boiling frog' WHO under scrutiny](#), Reuters, 21 August 2014

123 [Ebola: Liberian nurses strike over lack of protective equipment](#), The Guardian, 2 September

124 ["Ebola claims life of third doctor in Sierra Leone"](#) The Guardian, 27 August 2014

125 ["Ebola outbreak: Deaths from malaria and other diseases could soar while Africa's over-stretched healthcare systems fight the virus"](#) The Independent, 13 August 2014

126 ["Ebola claims life of third doctor in Sierra Leone"](#) The Guardian, 27 August 2014

**Box 6: WHO and reasons for spread of Ebola**

The World Health Organisation has cited a number of reasons for the deadly toll of this outbreak of the Ebola virus on medical staff:

- In many cases, medical staff are at risk because no protective equipment is available - even in dedicated Ebola wards, the correct equipment is often scarce. The affected countries, especially Sierra Leone, Liberia and Democratic Republic of Congo, are among Africa's poorest.
- Even where the correct equipment is available, it can have a negative impact on staff's work. The equipment is hot to work in and some members of staff attempt to work beyond their physical limits, meaning they are more likely to make mistakes and further increase their own risk of infection.
- The Ebola virus's long incubation period (2 to 21 days) means that risk of infection is increased because the host has more time to inadvertently infect others.
- Several infectious diseases endemic in the affected part of West Africa, such as Malaria and typhoid fever, mimic the initial symptoms of Ebola. The medical staff who treat patients displaying these symptoms may not suspect Ebola and may fail to take the correct protective measures.
- Past outbreaks have been mostly limited to remote rural areas, but this latest outbreak has affected capital cities too. These densely populated areas allow the disease to quickly spread as busy areas allow closer contact between hosts of the disease and lead to higher infection rates.
- The loss of so many doctors and nurses has made it difficult for WHO to secure support from sufficient numbers of foreign medical staff, leading the African Union to launch an urgent initiative to recruit more health care workers from among its members.

Source "[Why is this the worst ever outbreak of Ebola?](#)" Telegraph 26 August

86. The Ebola epidemic is also beginning to have serious consequences for the countries' economies with internal travel restricted, borders sealed, the closure of businesses and markets. Farmers are unable to trade and fears are rising about food shortages. The Minister of Finance in Liberia has already reported a 2% fall in revenue and that projected GDP for 2014 would need to be revised down from the current forecast.<sup>127</sup> Moody's investor services has warned that Ebola could lead to "significant" economic and fiscal damage to the economies of Sierra Leone and Liberia.<sup>128</sup> Sierra Leone's economy is already reported to have deflated by 30%.<sup>129</sup>

87. It has been suggested that the secret societies (see Box 4), superstition and traditional medicine have made the epidemic far worse—one traditional healer has been blamed for 365 deaths from Ebola<sup>130</sup> in the far east of Sierra Leone on the border with Guinea; she had claimed to have powers to cure Ebola but instead spread the disease and it passed to many more women at her funeral attributed in part to the custom of touching the corpse during traditional funeral rites. This outbreak has demonstrated how between them these factors threaten the entire development potential of the area.

127 "[The Ebola virus that saps Liberia's economic recovery](#)" Financial Times, 6 August

128 "[Moody's warns Ebola virus could damage west Africa economies](#)" Financial Times, 14 August 2014

129 "[Ebola outbreak number of deaths are massively underestimated warns who](#)", Independent, 23 August, 2014

130 "[Sierra Leone's 365 Ebola deaths traced to one traditional healer](#)" Daily Nation Report, Wednesday, August 20, 2014

88. As the Financial Times has reported:

This is the most severe crisis to have hit Liberia and Sierra Leone since the civil wars in both countries drew to an end just over a decade ago. The progress made since towards rebuilding these states, revamping their economies and consolidating the peace, is unravelling. The world should be standing with the people of Sierra Leone, Liberia and Guinea and helping their governments to establish the requisite controls to staunch the spread of Ebola. It is not the moment to cut and run.<sup>131</sup>

**89. The horrific Ebola outbreak has spread for many reasons, but the weakness of health systems has played a part. The outbreak indicates the continuing need for the governments of Sierra Leone and Liberia and for donors to give a high priority to health. Both countries are also going to need support from the international community on the long-term effects of the crisis in rebuilding the health systems and economies. We question whether the World Health Organisation is really on top of the epidemic and whether the international community are providing enough funds to manage the spread of the disease.**

---

131 ["The aid needed to stop Ebola's spread: Foreign help is crucial in some of Africa's poorest states"](#) Financial Times August 26, 2014

## 6 Female Genital Mutilation

---

90. Sierra Leone has one of the highest rates of female genital mutilation (FGM) in the world with 89.6% of women aged 15-49 affected.<sup>132</sup> The appalling nature of this procedure and its consequences were described in our recent Report on *Violence Against Women and Girls*.<sup>133</sup> Given DFID's large programme in Sierra Leone, and given the Department's new focus on combatting FGM, we were shocked to find out that DFID had no programmes to address FGM in Sierra Leone.<sup>134</sup> The recently launched DFID funded UN Joint programme on FGM, *Towards Ending Female Genital Mutilation/Cutting in Africa and Beyond*, does not cover Sierra Leone. It is a matter of great concern that the Minister responsible for both Sierra Leone and ending FGM was not aware of this, believing that Sierra Leone was part of the programme:

It [FGM] is a priority. It is a personal priority, not just a departmental priority. We have launched a £35 million programme that will work in 17 countries and a global awareness programme that will work in 10 countries. I think Sierra Leone is one of them, but I am not 100% sure<sup>135</sup>

91. According to the UN Joint programme business case, DFID did not include Sierra Leone in the UN project because of "low political commitment" and because the issue was "highly sensitive".<sup>136</sup> The Acting Head of DFID Sierra Leone and Liberia told us that there was a "lack of leadership" from within Sierra Leone and it was important that DFID was "falling in behind African leaders so that it is an African-led movement".<sup>137</sup> A number of African countries have made real progress in tackling FGM, including Burkina Faso, where policy changes and law enforcement have contributed to a 27% reduction in prevalence.<sup>138</sup> DFID said other reasons for not approaching FGM in Sierra Leone included the "a deeply rooted cultural dimension" in the country which meant it was "a complex issue which will take time to change".<sup>139</sup> The Minister said "we cannot turn into imperialist finger-wagging Brits".<sup>140</sup>

---

132 DFID ([SLL19](#))

133 International Development Committee, Second Report of Session 2013-14, [Violence Against Women and Girls](#), HC 107

134 International Rescue Committee ([SLL12](#)), para 10

135 Q145

136 DFID ([SLL19](#))

137 Q148

138 International Development Committee, Second Report of Session 2013-14, [Violence Against Women and Girls](#), HC 107

139 DFID ([SLL05](#)), para 47

140 Q146

**Box 7****Secret Societies in Sierra Leone**

Secret societies are ancient cultural institutions in Sierra Leone and their primary purpose is to regulate sexual identity and social conduct. The women's societies are known as Sande in the south of the country and Bondo in the north and in Freetown.

Secret societies induct members by initiation, and both those who have been initiated and those who have not must observe a range of rules to ensure co-operations from spirit powers. The basic laws are that those who have been initiated cannot speak about their society to non-members and that those not in the society must not witness society rituals.

FGM is practised as a central element of initiation into the female secret societies and a rite of passage into adulthood. Groups of girls of approximately the same age are initiated together to form a bond and this sisterhood lasts throughout their lives. The girls take an oath that they will not reveal anything that happened during the rite. It is believed that once initiated into the society, the girl has passed into womanhood. She now has adult status and can participate in society as a woman. Underreporting of complications from FGM occurs due to this secrecy and fear of the other members.

Women who run and control the societies are also the traditional cutters. They are often much older women who are revered and respected as women with mystical powers. The cutters are purportedly able to punish anyone who reveals the secrets of the society with curses and serious, incurable conditions. This fear is used to maintain secrecy and keep members together. Most people live in fear of 'cutters'. They fear that they may upset them and will be 'possessed by evil spirits' if they even use the term FGM.

Membership of the secret society is not by choice. All females are expected to be part of the women's secret society and are therefore forced to undergo FGM. Those females who resist FGM face discrimination, stigma and threats from society. Non-members of the secret societies are considered to be children, and not accepted as adults by society. They are generally barred from taking up leadership positions in Sierra Leone society. Children who come of age and have not gone through the puberty rite are liable to be forcibly seized to undergo the procedure. Cutters and members will talk about a penalty or threat if anyone recounts what takes place. The cutters can also forcibly seize those they consider unauthorised to speak about FGM and mutilate them. The latter include women from non FGM practising communities. Female members of the extended family can also seize young females in the family who resist FGM and have them forcibly mutilated. Most men say they cannot speak about FGM for fear of being cursed by the 'cutters'.

The secret societies are supported by members of the political and influential elite who are also members of the societies or have relatives who are.

SIERRA LEONE: THE INFLUENCE OF THE SECRET SOCIETIES, WITH SPECIAL REFERENCE TO FEMALE GENITAL MUTILATION Report by Dr Richard Fanthorpe commissioned by United Nations High Commissioner for Refugees, August 2007 and submission of Alimatu Dimonekene

92. Street Child told us that the fear of FGM and initiation into secret societies was one of the reasons children chose to live on the streets rather than return to their family or community.<sup>141</sup>

93. Alimatu Dimonekene, a survivor of FGM in Sierra Leone and campaigner against it in the UK, told us that not only was there no political leadership in ending the practice but that politicians in Sierra Leone were complicit in it:

141 Street Child ([SLL24](#))

It is a well-known fact that some politicians sponsor state cutting of girls as a form of gaining the trust of a community and in turn votes during election campaigns. [...] Any politician who criticises the practice during the election campaigns or thereafter is unlikely to win the election. Politicians often lobby cutters for votes or get their societies to vote and will pay bribes. Soweis [Cutters] often accompany politicians at State opening of Parliament to solidify the politician's power. It is not uncommon to hear aspiring politicians and the influential elite fiercely defending FGM.<sup>142</sup>

We heard a similar story on our visit where a survivor who had spoken out about the practice told us she had recently been threatened by a government Minister. Alimatu pointed out the UK-hosted *Girl Summit* co-organised by DFID in July 2014 had included a presentation by the Sierra Leone Government delegation on its national strategy to address child marriage, but had failed to mention FGM, despite its link to early marriage in Sierra Leone.<sup>143</sup>

94. Alimatu believed the UK had an important role to play in addressing FGM in Sierra Leone:

By refusing to tackle or even discuss FGM the Sierra Leonean authorities have taken the view that UK is in agreement with the practice. The Sierra Leone Authorities also see the UK as a soft touch and that the UK would always accept any version of affairs or reasons given why the practice is still going.<sup>144</sup>

GOAL said:

DFID have a priority access to politicians in Sierra Leone, and should use this to lobby for action on high levels. FGM is a highly sensitive issue and difficult for implementing partners to tackle without support from the highest levels in Government and DFID would be better placed to elicit commitment at this level.<sup>145</sup>

IRC also thought DFID should use its influence as the largest donor in Sierra Leone.<sup>146</sup> Alimatu made clear recommendations for DFID:

- a comprehensive national strategy and action plan to reduce FGM which should be government-led but with specific technical input from UN agencies,<sup>147</sup> DFID and NGOs;
- development assistance to the Government of Sierra Leone should be conditional on clear commitments from the Sierra Leone Government to tackle FGM; and

---

142 Alimatu Dimonekene ([SLL27](#))

143 Alimatu Dimonekene ([SLL27](#))

144 Alimatu Dimonekene ([SLL27](#))

145 GOAL ([SLL18](#))

146 International Rescue Committee ([SLL12](#))

147 UNFPA, UNICEF, UN WOMEN

- specific sanctions (e.g. travel ban to the UK and freezing of accounts) should be implemented against Sierra Leone politicians and the influential elite who promote FGM and/or sponsor the cutting of girls. The UK should use its influence with other countries in the European Union and advocate similar sanctions against those promoting FGM.<sup>148</sup>

95. Professor Paul Richards argued that eliminating FGM

will depend on older community members, beset by rapid market-driven change, being convinced that there is no threat to the moral order by abandoning FGM and looking at other symbolic and ritual devices capable of conveying key messages about gender-based social solidarity<sup>149</sup>

He recommended that this be done through evidence gathering, preferably carried out by women social scientists who are also members of the Sande and whose opinions will be respected by the Sande elders.

96. A survivor we met in Sierra Leone highlighted the rationale for the practice. Women are worried that their daughters will be unable to marry if they have not been mutilated. She believed that education was the most important factor, not just of women and girls but also of men. Information provision was vital so that girls were empowered to say no, and to dispel myths (for example that intercourse with women who have not experienced FGM leads to impotence or infant mortality). She argued that FGM needed to be on the curriculum in schools so that boys and girls could speak openly about it. She said men, Chiefs, Priests and Imams should be shown a documentary about the operation so they understood what happened. She also said that practitioners needed to be provided with other livelihoods as they made a lot of money from FGM. Another suggestion was that the relationship between FGM and obstetric fistulas should be researched. Tanya Barron of PLAN told us:

It is a very difficult subject, and changing social norms is difficult, but we are not going to be put off by the notion of not stepping on people's cultural norms, because, as Naana from FORWARD<sup>150</sup> said so wonderfully, culture is manmade and it needs to be changed.<sup>151</sup>

**97. *We are extremely disappointed that DFID has not sought to address Female Genital Mutilation (FGM) in Sierra Leone. We understand Sierra Leone is a challenging context in which to tackle FGM, but this is no reason not to try. Sierra Leone is one of DFID's largest bilateral programmes, and the country has one of the highest prevalence of FGM in the world. We recommend that DFID works with the survivors of FGM in Sierra Leone to***

---

148 Alimatu Dimonekene ([SLL27](#))

149 Professor Paul Richards ([SLL09](#))

150 The Foundation for Women's Health, Research and Development - FORWARD - is an African Diaspora women's campaign and support charity which was established in 1983 in the UK, in response to the emerging problems caused by female genital mutilation being seen by health professionals. Since this time FORWARD has been working to eliminate the practice and provide support to women affected by FGM. Naana Otoo-Oyortey, MBE is the Executive Director

151 Q57

***establish a way to address the practice. In its response to this Report, DFID should state how it intends to combat FGM in Sierra Leone.***

## 7 Youth unemployment, inclusive growth and the extractive industries

---

98. In Sierra Leone we were informed that there were three million people of the population of six million who needed jobs but that there were only 90,000 formal jobs in the economy. An estimated 800,000 youth between the ages of 15 and 35 are actively searching for employment.<sup>152</sup> In Liberia the Finance Minister told us that out of the population of four million there were 35,000 people entering the labour market every quarter. The one clear message we heard throughout the inquiry was that youth unemployment was the main concern for both countries; there was a real fear it could be the trigger for a return to civil war. The matter was raised by both President Dr Ernest Bai Koroma and President Sirleaf Johnson when we met them: that although there had been progress in both countries at post conflict redevelopment some of the initial major causes of the civil wars—unemployment and inequality—still existed. Action on Armed Violence said:

It is widely accepted in both countries that many of the root causes which led to war remain unaddressed and that many contributing factors to war, such as massive youth unemployment and opaque practices in natural resource extraction, have not been eradicated.<sup>153</sup>

Dr Jeremy Allouche and IRC made similar points.<sup>154</sup> The UN has also recognised that ‘large numbers of unemployed youths are a potential source of insecurity given their vulnerability to recruitment into criminal and violent activities’<sup>155</sup>

99. This is the same conclusion our predecessor Committee reached in 2006 following its visit to Sierra Leone for its inquiry on *Peacebuilding and Post-conflict Reconstruction*:

Much of what we heard during our visit convinced us that one of the most significant issues facing Sierra Leone, one with the potential to contribute to future conflict, is youth unemployment.<sup>156</sup>

And concluded:

It seems clear that donors in Sierra Leone now need to give priority to employment-generation initiatives, including agricultural schemes.<sup>157</sup>

---

152 UNDP website: [Tackling youth unemployment in Sierra Leone](#)

153 Action On Armed Violence ([SLL04](#)),

154 Q2, International Rescue Committee ([SLL12](#))

155 [UN Peacebuilding, Joint Response to youth employment in Sierra Leone](#)

156 Sixth Report of Session 2005-06, [Conflict and Development: Peacebuilding and Post-conflict Reconstruction](#), HC 923-I, October 2006

157 Sixth Report of Session 2005-06, [Conflict and Development: Peacebuilding and Post-conflict Reconstruction](#), HC 923-I, October 2006

The Government at the time responded saying:

We agree that unemployed youth in Sierra Leone are a potential source of future conflict. We believe the best way of getting people into work is by attracting greater investment into Sierra Leone, reducing the administrative barriers to business start-up and through much more business-friendly regulations.<sup>158</sup>

100. DFID is aiming to create 30,000 jobs in Sierra Leone by 2015.<sup>159</sup> We are not sure how these ambitions are calculated. As Alex Vines told us:

These sorts of targets are because Ministers want targets. I cannot see how they are going to be accomplished. I know you have to have a target and that these sorts of formulae therefore appear regularly in different documents. In fact, achieving the development goals and long term poverty reduction is a much more complicated process, and these targets are a bit of a distraction when that is really the end goal.<sup>160</sup>

101. In Sierra Leone we visited a number of projects which created jobs. One was the Waste to Wealth programme in the city of Bo which helped people set up waste collection enterprises and to make productive use of the recycled materials. As a fee is charge for providing the service, it should be sustainable. Another was a moringa<sup>161</sup> tea and related products processing and marketing company.

**102. Youth unemployment is one of the biggest problems faced by Sierra Leone, Liberia and indeed the rest of the developing and developed world. It was raised by many of the people we met on our visit and is a potential source of unrest and political instability. In view of its importance, we have decided to undertake an inquiry on 'Jobs and Livelihoods' this autumn.**

## Economic Growth and investment in Sierra Leone

103. Since our predecessors' report on Sierra Leone highlighting the risks of unemployment and DFID's response that it was helping to attract investment into Sierra Leone, economic growth has averaged 6% a year since.<sup>162</sup> Much of the recent growth has come from the re-establishment of iron ore production which saw the economy grow by 15% in 2012 and by an estimated 13% in 2013.<sup>163</sup> In the World Bank "Doing Business" index Sierra Leone has

---

158 First Special Report of Session 2006-07, *Conflict and Development: Peacebuilding and Post-conflict Reconstruction: Government Response to the Committee's Sixth Report of Session 2005-06*, HC 172, 14 December 2006

159 DFID ([SLL05](#)) pg 9

160 Q 34

161 Moringa is a tropical tree with leaves which can be processed into tea and oils considered to have health properties.

162 DFID visit briefing

163 DFID ([SLL05](#)), para 20-21

moved from position 163 in 2008 to 140 in 2012 although it had dropped back to 142 in the 2013 survey.<sup>164</sup>

104. While the extractive industries have been the main source of economic growth in recent years they have not created a large number of jobs, nor, according to some witnesses, were the industries making as large a contribution to tax revenues as they should. We consider the extractives later in the chapter.

105. DFID has plans to spend £6.3 million in 2014–15 on private sector development and improving the ‘investment climate’, which involves working with the International Finance Cooperation of the World Bank and African Development Bank to help the Government of Sierra Leone. DFID has also been supporting a Market Development Programme aimed at improving market systems in agriculture and promoting the growth of the manufacturing sector to increase jobs.<sup>165</sup>

### *Agriculture*

106. Agriculture—including and especially small-holder agriculture—has great potential in Sierra Leone for creating jobs and livelihoods, increasing food security and improving the balance of payments. We were surprised to discover during our stay that even chicken was imported and glad to visit a project—supported in part by DFID through the African Enterprise Challenge Fund—which was establishing a large scale poultry production farm (see Box 8 below).

#### **Box 8 Sierra Leone Poultry Farm visited by the Committee**

Pajah and IJ Limited is an indigenous Sierra Leonean company engaged in poultry farming and production of poultry products for the local market. The company was started in 2007 in Waterloo, about one hour from Freetown, with a 10,000 bird capacity farm producing broilers and table eggs for sale. In 2011, the company added another facility in Lumley, a suburb of Freetown, which houses a parent stock farm and a hatchery. The Lumley farm currently contains a 10,000 laying stock and produces 38,400 day-old chicks weekly. In addition, the farm turns over approximately 18,000 cartons of fresh eggs weekly.

In 2012, Pajah applied to the African Enterprise Challenge Fund (AECF) for support. The AECF approved a grant of \$750,000 to enable the company install a feed mill, establish an abattoir and support farmers to produce maize for Pajah and other poultry farmers. The feed mill is expected to produce 4,000 metric tonnes of poultry feed annually. Sierra Leone currently imports most of its poultry feed. The abattoir and cold storage facilities will produce package dressed birds for sale to supermarkets, hotels and catering concerns in Freetown and its environs. The abattoir should have a throughput of 1,000 birds per hour. When the feed mill and abattoir are completed, Pajah & IJ Ltd will be the first poultry industry of its kind in Sierra Leone.

The project is targeting 4,500 beneficiary farmers by 2018. Most of these will be women living in six districts. The projection is for these farmers to produce 2,500 metric tonnes of maize annually for sale to Pajah and other poultry producers. The company is also providing training to the farmers in improved maize seeds, land preparation and control of post-harvest losses.

Source DFID visit briefing

164 DFID ([SLL05](#))

165 DFID ([SLL05](#)), pg 3

107. Ivory Coast, which is a near neighbour of Sierra Leone, is the largest cocoa producer in the world: up to 1.3 million tonnes per annum, bringing in anything from \$1-3 billion a year in foreign exchange and providing livelihoods to hundreds of thousands. Sierra Leone, by contrast, which has similar growing conditions produces some 10,000 tonnes<sup>166</sup> but has the potential to increase that many times over. The world cocoa market faces long-term supply deficits and hence there is room for more supply from Sierra Leone.

108. We were told there were serious obstacles in creating jobs through agriculture as young people were not interested in farming instead migrating to the cities. Many of those who had gone to the cities during the civil war were loath to return to the country and work on the farms. However agricultural production has the advantage of creating livelihoods both on the farm and in processing plants, which can therefore provide work in urban centres.

**109. We recommend that DFID assess how it can help Sierra Leone to develop its agriculture and agricultural processing as part of its jobs and livelihoods programme.**

### Energy

110. As with most sub-Saharan African countries, Sierra Leone and Liberia face a very substantial deficit in electricity generation—only 10% of Sierra Leoneans have access to electricity. Sierra Leone and Liberia currently have some of the highest energy costs in the world. The average cost of generation for countries in Sub-Saharan Africa is about US\$ 0.15 per kWh and as low as US\$ 0.05 in Nigeria. The cost in Liberia is over US\$ 0.50 per/kWh due to its dependency on high-cost diesel generation.<sup>167</sup>

**111. There are many opportunities for renewable power generation, especially from hydro-electric power. We recommend that DFID looks to identify viable projects and in doing so it should consider working with EleQtra an institution which it funds.**

### Vocational and skills training

112. A problem that was repeatedly raised in discussions was the lack of human capacity and skills in country, which reduced people's employment prospects.<sup>168</sup> Moreover, even those with higher education do not seem to have the right skills. The level of graduate unemployment in Sierra Leone is 70%.<sup>169</sup> We asked how in a country that was crying out for greater human capacity was there such a high graduate unemployment rate but we did not find a satisfactory answer. The DFID Minister told us it was because of the "lack of appropriate skills in terms of getting jobs" amongst graduates.<sup>170</sup> We also heard that there was corruption in the exam process with a culture of buying qualifications and certificates. In addition we were told that the graduates all wanted employment with the government but

---

166 "[Sierra Leone Seeks to Boost Cocoa Production to Pre-War Rates](#)", Bloomberg News, 16 October 2012

167 DFID Committee briefing

168 Q33

169 DFID visit briefing

170 Q131

that these jobs were already all filled with people who were often of poor quality and ineffective but impossible to remove.

113. While it seemed evident there was a great need for vocational and skills training, the Minister told us:

We do not do it. We have not directly supported skills training programmes, because we concentrate allocated funding on delivering against the 2015 operational plans, and they are geared towards the MDGs for the education outcomes at primary and junior secondary school, so we are locked into that at this moment in time.<sup>171</sup>

The Minister argued that “basic education is economic development. Getting a cohort through who are capable of work and better work and go on, ultimately, to tertiary skills”. However as we highlighted in an earlier chapter, skills and vocational training is a major priority for the President of Sierra Leone, which he raised in our discussions with him. The Acting Head of DFID Sierra Leone and Liberia believed that although it was a priority for the President there was not the leadership in the Ministry of Education in Sierra Leone to take it forward. He told us of an African Development Bank programme, which had provided a tertiary skills college but the Ministry of Education had then not provided any teachers for it or money to pay any teachers.<sup>172</sup>

114. Tanya Barron of PLAN praised a UNDP programme called Youth Empowerment and Employment worth \$3 million for 850 young people which provided them with training for employment and working with employers.<sup>173</sup> She also highlighted the public-private partnership approach the German Development Agency was using with the coffee and cocoa industries to target and train urban and rural youth. Keith Wright told us that DFID had been asked many times to be a member of the Partner Group on Youth Employment but declined. He said that this was “most unfortunate” because:

DFID’s great network with Government and in particular, its involvement on macro-economic policy would have been (and still can be) a very valuable asset to the Partner Group.<sup>174</sup>

While he recognised that DFID was requested to be a member of many initiatives in Sierra Leone and that priorities had to be made, it was “widely accepted that employment, and youth employment in particular, is of critical significance for the country.”<sup>175</sup>

115. We asked the Minister what work DFID was doing with the private sector in relation to training and employment and she told us:

---

171 Q124

172 Q127

173 Q64

174 Keith Wright ([SLL02](#))

175 Keith Wright ([SLL02](#))

there are quite a lot of calls from the private sector for DFID to take on the role of teaching [...] and the cost of providing skilled Sierra Leoneans, because it is not attractive to the private sector itself, apparently, to do that. I want to use the opportunity of the Committee here to push back that message and say: actually, there is an onus on the private sector itself to get involved and be willing to accept their responsibilities and to foot some of the bill.<sup>176</sup>

However the Minister did say that DFID had been “scoping the possibility to support skills training programmes in Sierra Leone since 2013, not just with the aim of increasing the number of young people with qualifications but also to increase the number in meaningful employment.”<sup>177</sup> But she pointed out that many of the donors already involved in tertiary education were experiencing difficulties; for example, the German programme was struggling to scale up because of the ‘lack of a clear steer’ from the Sierra Leone Government. Acting Head of DFID Sierra Leone and Liberia suggested one role for DFID would be in translating the President’s priority message on skills training into budget allocations from the Ministry of Education—so providing technical and budgeting advice on how funds could best be spent by the Ministry of Education in designing and facilitating skills training.<sup>178</sup>

***116. DFID focuses on primary and junior secondary education in Sierra Leone, leaving vocational education to other donors. We recognise there are obstacles to working in this area, not least the inadequacies of the Ministry of Education. Nevertheless, given the importance of vocational education, the fact that it is a high priority for the Government of Sierra Leone and that other donors want DFID to work in this area, we recommend that DFID work with other donors and the private sector on vocational education and training. The centrally managed education programme funding may be better spent if it were diverted to a bilateral vocational training programme.***

## Extractive Industries

117. Sierra Leone is rich in natural resources. Adam Smith International (ASI) reported that, starting from around £1 million in 2006, extractive revenues to the Government of Sierra Leone were expected to reach £50 million this year and the IMF predicted they would reach circa £130 million by 2016. As ASI highlights, this will be far in excess of total annual DFID support to Sierra Leone currently of £70 million. Unfortunately, the majority of the population does not feel it is benefiting. As Alex Vines noted:

the wider population is saying, “What’s happening to the wealth? We don’t see any benefit from it.” The human development indicators are stubbornly low for Sierra Leone, despite these impressive growth rates based on iron ore. The single most important question is how to get inclusive growth in Sierra Leone, and that is not happening. It is the big scary message of Sierra Leone at the moment that there are way too many people who do not have anything to do

---

176 Q125

177 Q127

178 Q127

and are not benefitting from the iron ore boom, diamond revenues or other things that are taking place.<sup>179</sup>

Adam Smith International said that notwithstanding the unavoidable lead times between improvements in mining operations, government revenue and exports which create more jobs, business opportunities and services for Sierra Leonean citizens; a failure to translate economic growth into poverty reduction would lead to ongoing suffering and significant social tensions.<sup>180</sup> The increase in tax revenues are bringing benefits and there have been improvements in healthcare. The government of Sierra Leone needs to demonstrate to its citizens how the revenues from the extractive industries are being used for their benefit.

118. The President's Agenda for Prosperity 2013-18 aimed to harness the wealth of the natural resources for the good of the people so that it could reach middle income status in the next 25 years. Alex Vines said that to do this it was important that mining "contracts are negotiated for good deals" for the Government.<sup>181</sup> Asked about the support DFID gave to the Sierra Leone Government on its negotiations with multinational mining corporations, the Acting Head of DFID Sierra Leone and Liberia said that it was not so much about providing the lawyers to negotiate the contracts "but getting a legal framework in place on the statute book that gives the Government a better position for negotiating."<sup>182</sup> He told us DFID:

- had supported the establishment and operation of the National Minerals Agency; and
- was supporting a programme with the World Bank worth £2.4 million called the Extractive Industries Technical Assistance Project.

119. Action on Armed Violence recommended that British companies engaged in resource extraction should not only act responsibly but ensure that the concessions are the fairest they could be for the countries' citizens. Christian Aid argued that UK registered companies in Sierra Leone were not doing this but benefiting from huge tax incentives.<sup>183</sup>

120. Christian Aid said that there had been a massive rise in revenue losses in Sierra Leone since 2009 as a result of tax incentives granted to firms in the mining sector investing in the country between 2010 and 2012. Using figures obtained from the National Revenue Authority it estimated that the Government lost revenues from customs duty and goods and services tax exemptions worth approximately US\$224 million in 2012, 8.3% of GDP. In addition Christian Aid has estimated that the Government will lose revenues of US\$131 million in the three years from 2014-16 from corporate income tax incentives granted to five mining companies—the organisation argued that nearly all of these losses were the result of

179 Q21

180 Adam Smith International ([SLL08](#)), para 2.1

181 Q26

182 Q136

183 Christian Aid ([SLL14](#)) and [Losing Out: Sierra Leone's massive revenue losses from tax incentives](#), April 2014

the agreements with African Minerals<sup>184</sup> and London Mining<sup>185</sup> both UK listed companies. Christian Aid added that research showed that such tax incentives were not an important factor in attracting foreign investment.<sup>186</sup> Far more important were good quality infrastructure, low administrative costs of setting up and running businesses, political stability and predictable macro-economic policy.<sup>187</sup>

#### Box 8

##### *Tax reform and the National Revenue Authority*

DFID is the largest donor for tax reform in Sierra Leone. DFID said that

- with its support revenue collection had increased from 8% of GDP to 12% of GDP this included the introduction of General Sales Tax and Taxpayer Identification Numbers;
- revenue collection still remained chronically low - the sub-Saharan African average is 24%;
- low revenue collection constrained total expenditure, which amounted to under £500 million in 2013, or £80 per person compared to around £11,000 per person in the UK; and
- low expenditure levels severely limit public service provision.

DFID is working to improve this by a programme to support reform in the National Revenue Authority (NRA) over the next three years, this includes funding four international experts for top-management positions within the NRA, of which there will be an international senior advisor for the Commissioner General and a Commissioner for Customs and Excise. DFID hopes that this support will:

- increase the tax-take;
- reduce leakages; and
- manage the significant increase in natural resource revenue expected in the near future.

121. DFID is providing support to the National Revenue Authority (NRA) of Sierra Leone (see Box 4) and with its support revenue collection has increased. ASI recommended that, as part its work on tax, DFID focus on the creation of an effective tax and control regime for the extractives industry. It said the ‘considerable concessions and waivers’ which currently exist, should be reviewed so the government is receiving the ‘optimal amount’ of revenue from the sector. It pointed out that there was no specialist unit within the NRA to focus on the extractives sector.<sup>188</sup> London Mining told the All Party Group on Africa during its recent visit to Sierra Leone that it acknowledged its contribution to Sierra Leone through taxation

184 African Minerals is listed on the Alternative Investment Market (AIM) of the London Stock Exchange, and is headquartered in London, United Kingdom.

185 London Mining is listed on the London Stock Exchange and is and is headquartered in London, United Kingdom.

186 Christian Aid quotes from a report from the African Department of the IMF which looked at tax incentives in East Africa. [IMF, Kenya, Uganda and United Republic of Tanzania: Selected Issues](#), 1 December 2006

187 Christian Aid quotes from a report from the African Department of the IMF which looked at tax incentives in East Africa. [IMF, Kenya, Uganda and United Republic of Tanzania: Selected Issues](#), 1 December 2006

188 Adam Smith International ([SLL08](#))

was more important to the country's development than its corporate social responsibility programmes. The APPG and ASI recommended that DFID could play an important role, supporting the Government of Sierra Leone to develop revenue collection systems that ensured Sierra Leoneans receive the optimum benefit from mining revenue.

***122. While the extractive industries have been the main source of economic growth in Sierra Leone in recent years, the majority of the population have seen few benefits. We recommend that DFID ensure that its work with the National Revenue Authority links with its work with the National Minerals Agency to ensure that tax waivers and incentives for the mining industry do not mean that the natural resource wealth of Sierra Leoneans is lost to the benefit of international investors. We recommend that a specialist unit be set up within the National Revenue Authority working with the National Minerals Agency to look specifically at optimising revenue collection from mining companies and its transparency. In addition the economy cannot rely on the extractive industries alone which are subject to fluctuations of the commodity markets—Sierra Leone must diversify its economy.***

## 8 Governance and Democracy

---

### Capacity building

123. Sierra Leone’s lack of human capacity has been raised throughout our inquiry. This lack of human capacity has had a direct effect on the efficiency of government. DFID told us:

The public service overall remains poorly paid, patronage-focused and ineffective, with knock-on negative effects on delivery. A major strand of DFID’s work is therefore focused on helping build capability, accountability and responsiveness in government, as well as supporting governance of basic services.<sup>189</sup>

124. DFID is:

- supporting the Ministry of Finance and Economic Development and the National Revenue Authority in capacity building;
- helping the Ministers of Justice and Local Government and the judiciary to improve budgeting and planning, and
- providing £12.8 million over four years to support the Government of Sierra Leone to implement its own national water and sanitation policy.<sup>190</sup>

The DFID Minister said “there just aren’t often systems in place, let alone the people to operate the systems.”<sup>191</sup>

125. A previous DFID programme to work on governance capacity, the *Public Sector Reform Programme*, was not as effective as hoped. Its aim was to “achieve a public service that works for the benefit of the poor”. It started in 2010 and was due to end in 2013, however it was terminated in December 2010 for failing to meet agreements as per the Memorandum of Understanding. PLAN said that the reforms had been more “contentious and politicized than anticipated and informal practices and institutions more resilient and subversive than expected.” The programme had also “encountered passive resistance from government as a whole and from the Ministries concerned in particular.”<sup>192</sup> PLAN said that, as a result,

although progressive and inclusive policies and Acts exist on paper, the capacity of civil servants and other service providers have not yet been able to get this benefit to people.<sup>193</sup>

---

189 DFID ([SLL05](#)), para 29

190 Q72

191 Q72

192 PLAN ([SLL14](#))

193 PLAN ([SLL14](#)), para 1

## Corruption

126. Sierra Leone is 123rd out of 176 in Transparency International's 2013 corruption perception index.<sup>194</sup> Alex Vines told us:

Corruption is an absolutely central part of any discussion. A 2010 poll by the Sierra Leone Anti-corruption Commission highlighted that 94% of Sierra Leoneans rated corruption as one of the prominent issues that worried them.<sup>195</sup>

He said that it was due to “a neo-patrimonial system” which was “designed to re-distribute benefits” to those who were part of these patrimonial networks and that changing this behaviour would be a very long-term project. Dr Jeremy Allouche explained that there was “a history of what has been called a “shadow state”—another state beyond the official state”.<sup>196</sup> He thought that there were two ways that the ‘shadow state’ could be tackled: by decentralisation and through building civil society.<sup>197</sup> PLAN highlighted that DFID had attempted to decentralise governance but that this had done “less to transform pre-existing rules of the political game than many had hoped.” It said:

In particular national-local elite and party politics continues to exert a strong influence on local council elections; local funding via the RRI government channels and local sources may be inadequate and may be subject to capture and elite patronage; and overlapping functions and competition between chiefs and local councillors might undermine progress in local governance.<sup>198</sup>

127. It was widely recognised that the perception of corruption was damaging Sierra Leone. Alex Vines reported that a number of world-leading companies were not going into Sierra Leone because of corruption.<sup>199</sup> One of the problems highlighted on our visit was the extent of corruption at the Port of Freetown where containers ‘went missing’ and businesses were losing ‘vast amounts of money’ due to stolen goods. Concern said that tackling corruption was essential for the country to “progress along a positive development trajectory”.<sup>200</sup> On our visit we had a round table meeting with many of the organisations tasked with tackling corruption including the new port authority manager, the Auditor-General, head of the National Revenue Authority Commissioner-General, Anti-Corruption Commissioner and the National Minerals Agency Director-General. We also met with the Governor of the Bank of Sierra Leone to discuss what he was doing to prevent corruption.

128. Alex Vines thought that there had been some progress in combatting corruption in the 20 years he had been involved in Sierra Leone. However he acknowledged there were still serious problems highlighting that in December 2013, the Millennium Challenge

---

194 Q9

195 Q9

196 Q12

197 Q12

198 PLAN ([SLL14](#))

199 Q13

200 Concern ([SLL10](#)), para 11

Corporation<sup>201</sup> elected not to reselect Sierra Leone for development of one of its compacts<sup>202</sup> because of its inability to pass its “control of corruption” indicator.<sup>203</sup> According to the Afrobarometer survey, the situation had deteriorated: people had been saying over the last few years that the Government was doing “fairly” in its fight against corruption; in 2013 they said it was doing “very badly”.<sup>204</sup> Alex Vines also pointed out that Sierra Leone’s bid for membership of the Extractive Industries Transparency Initiative had been temporarily suspended because of the lack of action on corruption.<sup>205</sup> In the offshore oil industry, half of the winners of the October 2012 bidding round had reportedly no offshore exploration track record.<sup>206</sup> He said this suggested that the business decision-making of the Sierra Leone Government was not in the national interest; but rather other incentives were playing a prominent role.<sup>207</sup>

129. DFID recognised that endemic corruption was an impediment to governance reforms and development. It supported the Anti-Corruption Commission as a key institution to tackle corruption by helping to raise awareness as well as investigating and trying to convict ministers and civil servants. Recent cases it had been involved in included the conviction of the Mayor of Freetown; the indictment of 28 health officials and a National Revenue Authority official for the alleged misuse of grants funding from the Global Fund; and the indictments of 17 National Revenue Authority and bank officials for allegedly colluding to divert revenue for private gain. Nine of the National Revenue Authority officials have recently been convicted including the first conviction for “unexplained wealth” in Sierra Leone. In addition DFID was supporting audit services and improved public financial management. It had also backed the launch of a new “Pay No Bribe” programme aimed at helping citizens challenge corrupt behaviour in service delivery and other areas affecting their daily lives.<sup>208</sup> However, Save the Children criticised DFID for not doing more to address the problems of fraud in the Ministry of Health.<sup>209</sup>

130. The All Party Parliamentary Group on Africa found the Audit Service<sup>210</sup> to be working well and credited the Parliament’s Public Accounts Committee with taking a stronger stance.<sup>211</sup> It believed the media had a greater role to play “by making information about corruption public”. The problem it found with this was that:

---

201 The Millennium Challenge Corporation (MCC) is an independent U.S. foreign aid agency

202 An MCC compact is a large 5 year grant to fund country-led solutions for reducing poverty through sustainable economic growth

203 Q12

204 Q12

205 Sierra Leone has recently been reinstated in the EITI process.

206 Q12

207 Q12

208 DFID ([SLL05](#)), para 31

209 Save the Children ([SLL07](#)), para 6.21

210 Audit Service is an independent entity operating within a Westminster system of accountability, with an Auditor General enjoying legislative independence reporting to the parliamentary Public Accounts Committee.

211 All Party Parliamentary Group on Africa ([SLL26](#)), para 16

much of the media is very close to or even owned by politicians, providing politicians and political parties their own media voice, rather than acting as a watchdog on society”, and the media who do try to play this role are limited by difficulties obtaining licenses and clauses in the Public Order Act that mean journalists can be charged with “criminal defamation”, for which the truth is not a defence.<sup>212</sup>

131. Alex Vines argued that tackling corruption was an issue of political will in Sierra Leone. He said that the Anti-corruption Commission could only work if there was the will to make it work. He recommended that it was:

something that the High Commissioner, Ministers and others need to hammer on about, and also show the Government of Sierra Leone that they are losing sympathy, support and funding.<sup>213</sup>

His belief was that the current Government in Sierra Leone was on a trajectory to lose the next election if it did not address corruption.<sup>214</sup>

**132. Unfortunately Sierra Leone suffers from poor governance, lack of capacity and endemic corruption. DFID is helping those in Government and the Civil Service to address the problem, but clearly its influence is limited. We do not, however, believe that DFID should stop trying to address the problems. Rather, it should apply all its influence as the country’s major bilateral donor on the Government to show leadership. As we discuss below, DFID should also work more closely with the Sierra Leone Parliament, encouraging better oversight of the Government.**

## Budget support

133. The problems of corruption in Sierra Leone naturally lead to concerns about funding through budget support. Budget support is needed to strengthen the government systems rather than building alternative donor and NGO-run systems for example in health and education. As Dr Jeremy Allouche said:

There are dilemmas unfortunately between building strong institutions and, at the same time, the link between corruption and how to deal with corruption.<sup>215</sup>

134. DFID has provided general budget support to Sierra Leone since the end of the war. Since 2006, this has been through a multi-donor framework - that includes the World Bank, African Development Bank and EU - and budget support has made up around 12% of total spending. There are quarterly meetings between the heads of donor agencies (including DFID Sierra Leone) and the Finance Minister to discuss policy priorities and highlight areas of concern. An annual review of performance against a set of indicators linked to reforms

---

212 All Party Parliamentary Group on Africa ([SLL26](#))

213 Q12

214 Q12

215 Q9

and development results is carried out jointly and is used to determine the amount of general budget support in a given year. DFID said that these meetings provide an opportunity to discuss concerns about corruption and agree appropriate action to ensure budget support continues. DFID currently provides a core tranche of £10 million a year in general budget support and a performance tranche of up to £5 million a year—£2.3 million was given in 2013.<sup>216</sup>

135. In general, witnesses supported DFID’s provision of budget support to Sierra Leone. The EU said:

Sierra Leone has been a pioneer in post-conflict Budget Support where the Commission has been a player, together with DFID, since 2004, only two years after the peace agreement. The overall assessment of this initial first post-crisis Budget Support was positive and this experience has played a role in demonstrating the need to engage at a very early stage of recovery through Budget Support.<sup>217</sup>

PLAN recognised the benefits for the government of having the freedom to decide on what programme to spend the funds but also it gave DFID the ability to “influence policy debates and outcomes in Sierra Leone.”<sup>218</sup> DFID will shortly be starting an independent evaluation of the impact of budget support in Sierra Leone since 2002.<sup>219</sup>

## Role of Parliament

136. As Alex Vines noted, it is important to build up “institutions and systems that hold the Executive to account [...] be they from civil society, within Government itself or through the parliamentary process.”<sup>220</sup> The Africa APPG agreed:

As parliamentarians are the only individuals with a democratic mandate to hold Government to account, it is important that the Department for International Development fully integrates MPs and the Parliament into any programmes focusing on Government accountability.<sup>221</sup>

137. The UK Parliament is currently engaged with the Parliament of Sierra Leone in a number of ways, including:

- a three-year engagement/capacity building programme, delivered by Commonwealth Parliament Association UK (CPA) and Clerks in Westminster and Freetown, completed in September 2013, and deemed to be a success; and

---

216 DFID ([SLL05](#))

217 European Commission ([SLL25](#)), p 2

218 PLAN ([SLL14](#)), p 1

219 DFID ([SLL05](#))

220 Q37

221 All Party Parliamentary Group on Africa ([SLL26](#))

- a follow on programme has been agreed and is currently in preparation.

138. The CPA programme has run alongside other forms of engagement between the Parliament of Sierra Leone and House of Commons. For instance, the UK Parliament Information Communication and Technology department (PICT) has advised on IT requirements and delivery, and assisted in the preparation of applications for funding from various NGOs for IT resources, visiting Parliament of Sierra Leone in 2012. Parliament of Sierra Leone IT staff have also visited Westminster, hosted by PICT. Over the last three years, the Women's Caucus, the (former) Speaker, the Sierra Leone Parliamentary Services Commission and the Clerk of the Parliament, Ibrahim Sesay, have also visited Westminster.

139. Despite the work done to date, the Parliament of Sierra Leone requires considerably more assistance. Following a recent visit to the Sierra Leone Parliament, the CPA UK secretariat informed us:

We were struck by the severe limitations on the resources available to Parliament. Committees have scored notable successes on visits, but there is access to one vehicle only for all the Committees to carry out their inquiries without Parliament. The ICT has improved, but is pretty basic and the Parliament really does need investment in researchers.

We believe strongly that there should be investment in Parliament in Freetown to enable it to continue to develop in a positive manner. Westminster / CPA UK will continue to play its part in partnership with the UNDP office in the Parliament, but there are opportunities for DFID to grasp by using some of its £20 million governance funding to invest in the infrastructure and running of the Parliament: ICT transport for Committees, funding training development and train-the-trainer programmes.<sup>222</sup>

The APPG on its visit to Sierra Leone found that:

while Parliament's Public Accounts Committee is beginning to work more effectively, considerably more on-going support is required to ensure Parliament is able to play its role effectively and put pressure on the executive to take forward its recommendations.<sup>223</sup>

The Clerk of the Sierra Leone Parliament appealed for DFID to support CPA UK to enhance the capacity building of the Parliament.<sup>224</sup>

140. We visited the Parliament of Sierra Leone, meeting the Deputy Speaker, leading Government and Opposition MPs and the Clerk. The Parliamentarians emphasised the need for extra support, but also expressed their irritation that they were not informed of the

---

222 CPA

223 All Party Parliamentary Group on Africa ([SLL26](#))

224 CPA ([SLL26](#))

activities of NGOs and donors in their constituencies.<sup>225</sup> We put it to the Minister that there would be advantages in NGOs providing this information to MPs; she did not disagree.

141. DFID is one of the donors to a programme supporting parliamentary oversight committees between 2014 and 2018. It is a pooled fund, with \$750,000 budgeted for support to the Public Accounts Committee, the Finance Committee and the Transparency and Accountability Committee.<sup>226</sup> However, it seemed to us on our visit that Parliamentary strengthening was not a priority for DFID in Sierra Leone. Its submission focuses on its role in elections:

DFID is the single largest donor to the Electoral Basket Fund and plays an important leadership role in this programme. The post-electoral cycle is focusing on implementing the recommendations of the international electoral observation missions and capitalising on gains from investment in biometric voter registration by supporting a civil registration process.<sup>227</sup>

DFID added that it was also ‘supporting civil society through the ‘National Elections Watch’ coalition of civil society organisations to provide an independent but home-grown oversight, monitoring and challenge to the electoral cycle’.<sup>228</sup>

142. The Minister assured us that DFID was

exploring options for potential additional support to Parliament through a new democracy programme, and potential areas of support include in particular to women parliamentarians and to research capacity<sup>229</sup>

She added that DFID did some of this work, but capacity

was slow to build. We cannot suddenly magic up more resources or more human resources to give oversight of every area. We work with the CPA. They are focusing on training with a focus on strengthening committee clerks. We know how important committee clerks are—smiling at yours. That complements the work that DFID is doing supporting the oversight committees.<sup>230</sup>

**143. Parliament is central to good governance and holding Government to account. DFID has spent large sums on supporting elections, but has not followed this up with significant assistance for Parliamentary strengthening following the elections. We welcome the Minister’s agreement to explore how DFID might provide more support. We recommend that DFID adopt the Clerk of the Sierra Leone Parliament’s proposal that it provide funding for the Commonwealth Parliament Association UK programme. We**

---

225 CPA

226 Q141

227 DFID ([SLL05](#))

228 DFID ([SLL05](#))

229 Q141

230 Q141

***further recommend that DFID provide funding to strengthen Committees which scrutinise areas where DFID spends significant sums such as health.***

***144. MPs in Sierra Leone have made the reasonable request that NGOs and donors inform them when they have projects in their constituencies. Again, we welcome the Minister's support for this proposal. We recommend that DFID insist that NGOs and others receiving funding from DFID inform the constituency MP of the project they are undertaking.***

## 9 Conclusion

---

145. Just over a decade ago UK troops played a major role in ending the Civil War in Sierra Leone which had devastating consequences for the country. Since then there has been much progress and DFID as the major bilateral donor has played a leading role. However, the country still has a long way to go and in some areas such as youth unemployment the conditions remain depressingly similar to when our predecessor Committee visited in 2006; in other areas such as corruption and policing there seems to have been a deterioration. The situation is similar in Liberia although there are differences. Health statistics are better in Liberia, but unrest may remain more of a problem in that country; the UN mission remains there, but has left Sierra Leone.

146. Although the economy of Sierra Leone has been growing rapidly because of the extractive industries, the majority of the people have seen few benefits. The country continues to suffer from high unemployment, lack of human capacity, corruption, poor health outcomes and poor infrastructure, notably a lack of access to electricity.

147. Since our visit in June, the Ebola outbreak has dramatically spread. Not only is it an appalling disease, but it also has serious consequences for all aspects of life, undermining the economy and the health service and threatening civil unrest. The achievements of the last decade could be lost. The international community must pull together and act.

148. We recognise that DFID has made a big contribution to the improvements made in Sierra Leone since the Civil War and that it has knowledgeable, able and enthusiastic staff, but we are concerned about some aspects of its work and recent decisions. In particular, we are appalled that DFID Sierra Leone's budget is being cut, along with those of other African countries, at a time when the UK ODA budget is at its highest ever and has met the target of 0.7% of GNI. This is particularly unacceptable in view of the Ebola outbreak when spending in this part of the world will need to increase so that all past development gains are not lost. If anything the experience in Sierra Leone and Liberia has highlighted the long-term nature of the development process in post-conflict environments, and the requirement for support to be maintained over a number of decades. More needs to be done in order to realise the full benefits of the reforms already achieved. It is clear that as the main bilateral donor to Sierra Leone and with its historical ties this responsibility will fall to the UK. Unfortunately it has taken the Ebola epidemic to refocus international attention on this area of Africa.

## Annex 1: The Committee's visit to Sierra Leone and Liberia

The International Development Committee visited Sierra Leone and Liberia from 9–19 June 2014. The Committee members participating in the visit were Rt Hon Sir Malcolm Bruce (Chair), Sir Tony Cunningham, Pauline Latham, Jeremy Lefroy and Michael McCann. They were accompanied by David Harrison (Clerk) and Louise Whitley (Committee Specialist).

Among those the Committee met in Sierra Leone were: the President, Ernest Bai Koroma, the Finance and Health Ministers, the Deputy Speaker of the Parliament, senior MPs from the Government and Opposition parties and the Clerk of the Parliament, the Governor of the Bank of Sierra Leone, representatives from the Anti-Corruption Commission, Audit Services Sierra Leone, National Minerals Agency, Extractives Industry Transparency Initiative, Sierra Leone Budget Advocacy Network, National Revenue Authority & National Advocacy Coalition on Extractives and the General Manager of the Port of Freetown

We also met the Head of the International Security Advisory Team and members of the Sierra Leone police; representatives of UN organisations, including UNICEF, UNFPA and UNDP, and other multilateral organisations, including the African Development Bank, European Union and the World Bank.

We visited Moyamba and Bo, seeing projects in those cities and en route. We were able to look at the work of Fambul Tok and TIMAP; we visited a Second Chance School project and met the beneficiaries (all women) of Keeping Street Children in School through Family Businesses. We saw the Bo Solid Waste Project and met the mayor and other representatives of/Bo City Council. We also went round a tea factory and a chicken farm, which had received funding from the Africa Enterprise Challenge Fund. In and near Freetown we visited the Craig Bellamy Foundation and the Aberdeen Women's Centre

In Liberia, the Committee met President Ellen Johnson Sirleaf of Liberia, the Finance, Health and Lands, Mines and Energy Ministries and representatives of several multilateral organisations, including the African Development Bank, the EU, UNDP, UNICEF, WHO and the World Bank, as well as representatives of other bilateral donors including Ireland and Sweden and the USA. The Committee also visited the Liberian Geological Survey.

# Appendix 1–Tables of Centrally Managed Programmes in Liberia & Sierra Leone

## LIST OF AFRICA CENTRALLY MANAGED PROGRAMMES Liberia–Centrally managed programmes

5

Project Name	Description	Level of spend 2014/2015	DFID contact
Africa Regional Programme for Improved Empowerment and Accountability in Africa	2011 - 2016	NA (total project budget £19,900,000)	Jonny Richards (Africa Division)
PIDG: Core Support to Private Infrastructure Development Group	2015 - 2016	NA (total project budget £19,100,000)	Jonny Richards (Africa Division)
Comprehensive Africa Agriculture Development Programme	2005 - 2016	NA (total project budget £16,683,139)	Jonny Richards (Africa Division)
Support to West African Regional Integration Programme (SWARIP)	2006 - 2015	NA (total project budget £8,584,220)	Jonny Richards (Africa Division)
ODI Budget Effectiveness Programme	2010 - 2015	NA (total project budget £10,000,000)	Jonny Richards (Africa Division)
World Bank Trade Facilitation Facility	2009 - 2014	NA (total project budget £5,000,000)	Jonny Richards (Africa Division)
Association for the Development of Education in Africa (ADEA) Support	2011–2015	NA (total project budget £1,294,240)	Jonny Richards (Africa Division)

Financing for UHC project	To help countries develop and implement health financing strategies aimed at achieving universal health coverage based on the best available evidence.	NA (total project spend - £14.5m)	Julia Watson (Health Services Team (HST))
More Health for the Money- Programme for Aid Effectiveness and Accountability for Health	To support greater effectiveness and accountability in global aid for health through implementation of i) the work plan of the International Health Partnership (IHP+) and ii) the work plan of the Commission for Information and Accountability.	NA (total project spend - £5m)	Damon Bristow (Health Services Team (HST))
Integrated Control of Schistosomiasis & Intestinal Helminths in Sub-Saharan Africa.	To reduce morbidity and mortality in up to eight African countries by delivering 75 million treatments for schistosomiasis and soil transmitted helminths.	NA (total project spend - £50m)	Delna Ghandi (Health Services Team (HST))
Health Partnership Scheme	To fund a variety of partnerships and link projects including volunteering options between UK health institutions and organisations and those in low income countries.	NA (total project spend - £30m)	Tim Elwell-Sutton (Health Services Team (HST))
Malaria: Improving the Global Response	To improve the effectiveness of the global response to malaria by developing a more integrated, efficient and evidence based global response to malaria control and malaria control programmes which will contribute to at least halving malaria deaths in at least ten high burden countries by 2014/15 and to support action to sustain and expand gains into the future.	NA (total project spend - £20m)	Nichola Cadge/John Moncrieff (Health Services Team (HST))
Clinton Health Access Initiative (CHAI) Market Dynamics Project	Facilitate access to and quality of treatment of significantly more patients using funding that is currently available by reducing the cost of healthcare commodities and delivery. In addition, increase availability (both number and amount procured) of more affordable commodities originating in low cost high quality manufacturing environments such as China and India.	NA (total project spend - £35m)	Matt Sauvajon-Lessler (Health Services Team (HST))
Lymphatic Filariasis Project	Global Alliance to Eliminate Lymphatic Filariasis (GAELF) enables endemic countries to reduce prevalence of LF (and related neglected diseases and make progress towards LF elimination.	NA (total project spend - £30.5m)	John Gibb/Delna Ghandi (Health Services Team (HST))
WHO NTDs & VL Programme Coordination Project	The outcome will be a more effective global response to NTDs including sustained donor and private sector contributions as a proxy for programme effectiveness,	NA (total project spend - £4.8m)	Delna Ghandi/Chris Lewis/John Gibb. (Health Services Team (HST))

WASH Results prog	One component of the WASH Results programme includes an Oxfam led consortium delivering WASH results in Liberia within a centrally managed global WASH payment by results programme.	£4m	Leonard Tedd (WASH Policy Team)
Operational Research–Gates Foundation	Gates Foundation partnership project is funding phase 1 of pilots in Liberia–Monrovia. This aims to develop service level agreements between public and domestic private sector for the delivery of sanitation/faecal waste management services in low income urban areas.	£150,000 (Liberia and SL)	Jane Crowder (WASH Policy Team)
Support to WSP	This project includes a global policy thematic area on Water and Sanitation in Fragile States which includes Sierra Leone and Liberia within an 11-country initiative.	£500,000 (Liberia and SL)	Jane Crowder (WASH Policy Team)
Forest Governance Markets and Climate (FGMC)	The purpose of the funding is to enable Liberia to export legally-licensed timber to EU markets, through the implementation of legality verification systems, whilst improving the usage rights and livelihoods of forest-dependent peoples. This support is in the form of technical assistance provided by contractors (no funding is provided direct to the Liberian Government). The EU is providing co-funding of up to £6.73m.	£2 million	Steve Arthur (Climate and Environment Department)
Climate Investment Funds (CIFs)	Liberia is one of the pilot countries under the Scaling Up Renewable Energy Programme (SREP) which was established to scale up the deployment of renewable energy solutions and expand renewables markets in the world's poorest countries. It aims to pilot and demonstrate the economic, social, and environmental viability of low carbon development pathways. SREP financing supports technologies such as solar, wind, bio-energy, geothermal, and small hydro technologies. It stimulates economic growth by working with governments to build renewable energy markets, engage the private sector, and explore productive energy use. The UK has contributed £100m (£50m DFID, £50m DECC) to SREP and the UK burden share for the SREP programme is 36%.  Liberia's investment plan was endorsed by the SREP sub-committee in October 2013 with an indicative allocation of \$50m.	Final promissory Note deposited under the CIFs-PPCR Resource £13 million in	Anna Bobin (Climate and Environment Department)

Global Environment Facility (GEF)	There are 12 approved national projects for Liberia under the GEF, for a total of \$8,601,393, and 15 approved regional and global projects which cover Liberia, totalling \$161,620,710.	Final Promissory Note for GEF 5 deposited in 2013/2014.	Anna Bobin (Climate and Environment Department)
Least Developed Countries Fund (LDCF)	The LDCF was established at the UNFCCC in 2001 and made operational in 2002, with the aim of responding to the urgent and immediate adaptation needs of Least Developed Countries. DFID contributed £30 million over FY 11/12 and 12/13, and a further £50 million contribution was made in FY 2013/14. Our current burden share is approximately 17%.  The LDCF has approved 4 projects for Liberia totalling \$12,211,500	£50 million contribution was made in FY 2013/14.	Anna Bobin (Climate and Environment Department)
Making All Voices Count–Liberia	The Global Citizens' Initiative - £36,833: Search for Common Ground - £40,820: Platypus Productions - £40,000 East-West Management Institute - £40,000 UK Citizens online Democracy - £99,765:		Alan Pettigrew (Governance, Open Societies and Anti-Corruption Department)
Governance Partnership Facility	The Governance Partnership Facility is a combination of Trust Fund and Strategic Partnership with the World Bank so it can increase its work on governance and anti-corruption in developing partner countries, as set out in its Governance and Anti-Corruption Strategy. The GPF funds WB governance staff, analytical and advisory work in priority countries, innovative pilot projects, greater in-country consultation on governance, and policy research at global and regional levels.	NA (total project spend - £40m)	Zoe Wildig (Governance, Open Societies and Anti-Corruption Department)
Vital Voices :Global Leadership Network of Women	Vital Voices is one component of the Leadership for Change programme which objective is to help girls and women in a number of DFID's priority countries to have greater leadership and participation in decision making at all levels of society and in all aspects of their lives ;and to act as agents of positive change for girls and women and the poorest in their communities ,countries and at the global level.	NA	Rachael Freeth (Governance, Open Societies and Anti-Corruption Department)

Common Ground Initiative (CGI) - Equality Now	Equality Now and its partners will work to enact national laws in Mali and Liberia to curb this practice and in Kenya, where such a law already exist, work closely with the Maasai communities to improve enforcement. The local partners will work closely with communities, including parents and girls themselves, to change attitudes and behaviours towards FGM. The partners have strong connections to the communities with whom they work, and Equality Now will support them to deliver practical and strategic support to build their capacity in responding to community needs and influencing policy change at local, national, regional and international movement to eliminate FGM. By working at the family, community and policy levels, the project will change acceptance of FGM in these three countries and across the region and, as such, contribute to protecting and improving the lives of many millions of girls.	£194,491	Catriona Brockett (Civil Society Department)
BRAC International - Reducing hunger and poverty in Sierra Leone and Liberia	The project aims to reduce poverty, hunger and malnutrition in food insecure rural areas of Sierra Leone and Liberia. This is done by promoting increased local food production among small scale farmers. The project targets 3,070 poor landless women in 17 localities who are trained in kitchen gardening and backyard poultry rearing and supplied with inputs such as seeds, saplings and poultry birds. They are supported by community agriculture and poultry/livestock promoters (CAPs and CLPPs). Demonstration farms promote community awareness of these improved methods. Nutrition campaigns and village nutrition committees increase the wider communities' knowledge of good nutritional practices. This, combined with the increased production of vitamin/mineral rich vegetables and protein, and increased income from the sale of surplus, has a positive impact on the consumption pattern, nutritional status and general health of these women and their families.	£668,625	Catriona Brockett (Civil Society Department)
Y Care International - Securing healthy lives and sustainable livelihoods for 10,000 vulnerable youth in rural Liberia	This project will contribute to reducing poverty among 10,000 vulnerable young people in Liberia. It will target 5 of Liberia's most deprived rural centres in Grand Gedeh, Lofa, Bong and Nimba. Young women and men aged 15-24 will receive vocational training and support to access employment or establish small businesses. They will also benefit from improved sexual and reproductive health information and services as well as training in citizenship, budget monitoring and advocacy. This training will enable young women and	£221,797	Catriona Brockett (Civil Society Department)

	men to more effectively participate in—and influence - decision-making in their communities as well as wider regional and national policy and practice.		
Samaritan's Purse UK - Improving Maternal and Child Health and Access to Safe Water and Sanitation Facilities for Women and Children in River Gee County, Liberia	The project will improve the health and nutritional status of 14,103 children under the age of five and 15,669 women and their communities (71,954 in total) in River Gee County, Liberia through training and equipping 670 mothers to provide peer education and support on childhood nutrition, diarrhoea control and maternal and infant care and improving WASH facilities. In addition, the project will provide outreach to men, local leaders and health volunteers to promote behaviours that empower women, leading to better maternal and child health and saving 336 lives.	£240,136	Catriona Brockett (Civil Society Department)
BRAC Liberia - A community-based approach to improving reproductive, maternal, newborn and child health for women, adolescent girls and under-fives in seven counties in Liberia	This project will improve the reproductive, maternal, newborn and child health of 106,000 women, and adolescent girls, and 53,000 under-fives in 7 counties of Liberia. Through a community-based approach, adolescent girls and women (of reproductive age) will have better knowledge of reproductive, maternal, newborn and child health and increased access to, and use of, relevant services. Their families and communities will support this improved reproductive, maternal, newborn and child health practice.	£456,674	Catriona Brockett (Civil Society Department)
Building Capacity to Use Research Evidence (BCURE)	<p>The Building Capacity to Use Research Evidence (BCURE) programme is working in Sierra Leone and Liberia (as well as South Sudan and a pan-Africa network of cabinet secretaries). The aim of the programme is to build the capacity of the Sierra Leonean and Liberian Governments to make collective Cabinet decisions that are evidence-based, leading to more systematic policy-making. It is providing support through four key areas:</p> <p>Building the capacity of the Cabinet Secretariats to oversee Cabinet processes</p> <p>Building the ability of, and opportunities for, Ministers to interrogate the quality of proposals submitted to Cabinet</p> <p>Supporting line ministries to develop more evidence-informed proposals</p>	Spend for 2014/15 is approximately £340,000 for Sierra Leone and £270,000 for Liberia.	Jessica Prout, EiA team

	<p>Strengthening links between Cabinet Secretaries within Africa, to share lessons and expertise</p> <p>The programme is primarily providing technical assistance on these four outputs, on issues like updating Cabinet manuals, setting up new standing committees for Cabinet and providing training to secretariat and line ministry staff.</p>		
ReBuild RPC (Research for Building Pro-poor Health Systems during Recovery from Conflict Research Programme Consortium)	<p>This RPC, which is led by Liverpool School Of Tropical Medicine, has core partners in Sierra Leone, Uganda, Cambodia and Zimbabwe. The College of Medicine and Allied Health Sciences, Freetown, is the core partner based in Sierra Leone and has a budget of £351,000. The overall purpose of the RPC is to deliver new knowledge to inform the development and implementation of pro-poor health systems in countries recovering from political and social conflict. Its focus is on health financing, human resources and their interaction.</p> <p>There are 2 ReBuild sub projects of relevance:</p> <p>“Health Systems Resilience: A Complex Adaptive Systems Analysis in Cote D'Ivoire, Northern Nigeria and Liberia”, implemented by Columbia University, USA, with a budget of £185,000; and</p> <p>“Mental Health and psychosocial support service provision for adolescent girls in post-conflict settings: a culturally sensitive response” (Liberia and Sri Lanka), implemented by ODI, with a budget of £200,000</p>	£6m 2010/11-2016/17	Shirley Addies, Human Development team
Improving Institutions for Growth (iiG) phase 2	<p>The iiG project has organised its research under three themes: governance and accountability, firm development and exports, and institutions for inclusive growth in poor settings. A large body of work linked to institutional issues related to each of these themes has been developed. This has generated new research insights, policy implications and impacts. An extension to the programme is focusing on carrying out further work on firm development. A focus on firms will also complement our overall research programme in the area of growth and developing work on Private Sector Development.</p>	2 sub-projects, total values Sierra Leone £65k, Liberia £65k plus multicountry studies	Tom Wagstaff, Growth team

International Growth Centre (IGC)	The International Growth Centre (IGC) aims to promote sustainable growth in developing countries by providing demand-led policy advice based on frontier research. It operates 14 country programmes. The Growth Research team funds the IGC's growth research programme during its second phase, commencing in April 2013.	7 sub-projects, total values 6x Sierra Leone £470k and 1 x Liberia £5k	Tom Wagstaff, Growth team
Future Climate for Africa (FCFA)	The project aims enable greater investment in disaster resilience and earlier action to respond to imminent natural hazards by providing decision makers with enhanced risk mapping and analyses and more reliable warning systems. The programme will focus on flood and drought risk assessment and seasonal forecasting in Sub-Saharan Africa and 'cascading hazards' such as landslides, flash flooding and earthquakes in South Asia. This could benefit around one million people by 2030 through reducing the impact of natural disasters.	14/15 spend £200k	Kevin Leitch, Climate team
Climate Science Research Partnership (CSRP)	The project will aim to narrow the range of climate futures planners have to confront when designing resilient livelihood and development strategies for African regions/sub-regions. More specifically, the project will 'produce improved knowledge and climate science capacity' with a view to 'providing robust evidence on current and likely future climate conditions to decision makers in Africa.	14/15 spend £175,880	Kevin Leitch, Climate team
Global Programme to enhance Reproductive Health Commodities Security	It works to procure and distribute contraceptives and life-saving maternal medicines in 46 high-need countries	2012 - \$235,716.	Andrew Glynn

## Sierra Leone–Centrally managed programmes

Project Name	Description	Level of spend 2014/2015	DFID contact
Preventing Maternal Deaths from Unwanted Pregnancy (PMDUP)	2010 - 2017	NA (total project budget £39,120,000)	Jonny Richards (Africa Division)
Africa Regional Malaria Programme	2012 - 2017	NA (total project budget £26,000,000)	Jonny Richards (Africa Division)
Africa Regional Programme for Improved Empowerment and Accountability in Africa	2011 - 2016	NA (total project budget £19,900,000)	Jonny Richards (Africa Division)
Evidence for Action to Reduce Maternal and Neonatal Mortality in Africa	2010 - 2016	NA (total project budget £19,453,553)	Jonny Richards (Africa Division)
Comprehensive Africa Agriculture Development Programme	2005 - 2016	NA (total project budget £16,683,139)	Jonny Richards (Africa Division)
Carbon Market Finance for Africa (CMF-Africa)	2012 - 2015	NA (total project budget £15,000,000)	Jonny Richards (Africa Division)
International Partnership for African Fisheries, Governance and Trade	2008 - 2014	NA (total project budget £9,614,540)	Jonny Richards (Africa Division)
Support to West African Regional Integration Programme (SWARIP)	2006 - 2015	NA (total project budget £8,584,220)	Jonny Richards (Africa Division)
Rapid Social Response (RSR) Multi Donor Trust Fund (MDTF)	The RSR provides small catalytic grants to strengthen partner government social protection systems and support South-South learning.	NA (FY2015/16 - \$33,600)	Leigh Stubblefield (Governance, Open Societies and Anti-Corruption Department)
Measles Initiative Project	To provide funds to the Measles Initiative for its fight in controlling measles child mortality in developing countries and therefore making further progress towards Millennium	£38m	Chris Lewis/Delna Ghandi

More Health for the Money- Programme for Aid Effectiveness and Accountability for Health	To support greater effectiveness and accountability in global aid for health through implementation of i) the work plan of the International Health Partnership (IHP+) and ii) the work plan of the Commission for Information and Accountability.	NA (total project spend - £5m)	Damon Bristow (Health Services Team (HST))
Health Partnership Scheme	To fund a variety of partnerships and link projects including volunteering options between UK health institutions and organisations and those in low income countries.	£30m	Tim Elwell-Sutton (Health Services Team (HST))
Malaria: Improving the Global Response	To improve the effectiveness of the global response to malaria by developing a more integrated, efficient and evidence based global response to malaria control and malaria control programmes which will contribute to at least halving malaria deaths in at least ten high burden countries by 2014/15 and to support action to sustain and expand gains into the future.	NA (total project spend - £20m)	Nichola Cadge/John Moncrieff (Health Services Team (HST))
Global Environment Facility (GEF)	For Sierra Leone there are 8 approved national projects under the GEF, for a total of \$11,496,860, and 16 approved regional and global projects, totalling \$164,003,170.	Final Promissory Note for GEF 5 deposited in 2013/2014.	Anna Bobin (Climate and Environment Department)
Least Developed Countries Fund (LDCF)	The LDCF was established at the UNFCCC in 2001 and made operational in 2002, with the aim of responding to the urgent and immediate adaptation needs of Least Developed Countries.  DFID contributed £30 million over FY 11/12 and 12/13, and a further £50 million contribution was made in FY 2013/14. 5 projects for Sierra Leone totalling \$13,784,800.	£50 million contribution was made in FY 2013/14.	Anna Bobin (Climate and Environment Department)
BBC Media Action-Sierra Leone	Rebuilding cocoa farmers' skills: A creative combination of radio programming, community work and distance learning is targeting 140,000 current and potential cocoa farmers in Eastern Sierra Leone. Tok Bot Salone - Encouraging debate: Tok Bot Salone (Talk About Sierra Leone) is a radio debate programme which enables Sierra Leoneans to ask questions of their leaders and discuss issues of national and local importance.  Radio discussion programme Fo Rod (Crossroads): A weekly show broadcast in conjunction with eight community radio stations is giving	NA	Alan Pettigrew (Governance, Open Societies and Anti-Corruption Department)

	Sierra Leoneans a platform for debate and a chance to hold their leaders to account Communicating Justice - Reporting the trial of Charles Taylor: BBC Media Action has supported journalists from Liberia and Sierra Leone to cover the trial, translating and reporting news and details of the ordinary people in both countries.		
Vital Voices :Global Leadership Network of Women	Vital Voices is one component of the Leadership for Change programme which objective is to help girls and women in a number of DFID's priority countries to have greater leadership and participation in decision making at all levels of society and in all aspects of their lives ;and to act as agents of positive change for girls and women and the poorest in their communities ,countries and at the global level.		Rachael Freeth (Governance, Open Societies and Anti-Corruption Department)
Strengthening Anti-money Laundering systems in developing countries	Sierra Leone :Legislative Advisory Services, training for parliamentarians, asset disclosure, licensing toolkit project and upcoming national risk assessment		Phil Mason (Governance, Open Societies and Anti-Corruption Department)
Supporting Marginalised Girls in Sierra Leone to Complete Basic Education with improved Learning Outcomes	Improving the access of marginalised girls, allowing them to complete nine years of basic education, Increasing learning outcomes for girls and building the skills needed for life, improving girl-friendly and inclusive learning environments, ensuring girls' voices and needs are listened and responded to and ensuring their participation in educational decision-making.	Total GEC funding £6,417,465–GEC funding to date £1,067,671	Paul Naismith (Education Policy Team)
Realising Education Potential for Marginalised Girls in Sierra Leone	Increasing the number of out-of school girls receiving three years of primary education in the 250 second-chance Community Girls Schools within 12 target areas, training government primary and junior secondary teachers on different subjects and child-friendly teaching methods, providing trained mentors from selected government and government assisted schools to offer support to their peers, mobilising community, local government and other stakeholders to support girls' education in the 12 target areas.	Total GEC funding £8,015,227–GEC funding to date £2,900,956	Paul Naismith (Education Policy Team)

Children in Crisis - Reviving education in rural communities of Sierra Leone	This project aims to improve the quality of education provided to primary school aged children in 45 communities of the three poorest Chiefdoms of rural Kambia district, northern Sierra Leone. The project will a) improve teaching quality through the provision of teacher training; b) strengthen official school governance structures through training School Management Committees and CTAs (note that CTAs are not defined); c) enable parents to support their children's education through adult literacy training; and d) encourage communities to mobilise local resources to improve schools through the establishment of Community Education Support (CES) groups. The project takes place in a very low resource setting with an absence of trained teachers, low awareness of child rights, low student attendance rates, high dropout rates and poor exam results.	£69,788	Catriona Brockett (Civil Society Department)
International Rescue Committee UK - Back on Track—Improving maternal health and reducing child mortality for women and new-born babies in two districts of Sierra Leone	This project supports efforts by the Government of Sierra Leone to improve maternal health and reduce child mortality by implementing evidence-based strategies to increase the number of women accessing the full scope of reproductive health services, including antenatal and postnatal care. It will support training and mentoring and ensure availability of critical drugs, supplies and equipment. Advocacy and outreach efforts will enhance knowledge of health rights, access to health care and accountability of district health structures.	£827,597	Catriona Brockett (Civil Society Department)
Medical Research Centre (MRC) - Improving mother and child health services for 42,000 beneficiaries in three districts of Sierra Leone	The Maternal and Child Health Project Sierra Leone aims to provide effective maternal and child health care at all health care levels in the targeted areas of Bo, Tonkolili and Bombali Districts through skilled attendance, increased community participation and ownership and improved quantity and quality of human resources for health, especially midwives. The project is located in 33 MRC supported rural government clinics and in the midwifery school in Makeni.	£286,692	Catriona Brockett (Civil Society Department)

<p>Street Child - Improving net enrolment and completion rates whilst safeguarding 4,000 children in primary education in 60 remote communities in Sierra Leone by sustainable initiatives, including training 100 teachers.</p>	<p>This goal is to see Tambakha, a highly remote chiefdom in Sierra Leone, furnished with the very basics to sustainably offer every child the opportunity to safely access primary education by 2015—despite the fact that as recently as 2010, Tambakha apparently possessed only 3 qualified teachers to serve a primary-school aged population of c. 6,000. The core investment is in teacher training and motivation. This programme will train 100 teachers, which coupled with a further 100 currently in training, will bring the total towards 200 (1 for every 30 children). Various other initiatives including simple school construction; promoting the value of education; school income-generating plans; and connecting schools with Government systems will support the quality and sustainability of the core teacher training initiative.</p>	<p>£68,220</p>	<p>Catriona Brockett (Civil Society Department)</p>
<p>Street Child - Creating a street child protection system that will promote access to education in 5 towns in Sierra Leone</p>	<p>The project is designed to support 2700 street children to gain access to a quality education, in Kambia, Kailahun, Pujehun, Moyamba and Mile 91 in Sierra Leone. It will do this by establishing a team of street workers, supported by the town's community, who will identify and counsel children on the streets. They will then help to address each child's individual needs principally by mediating with their families to negotiate a stable home environment, and connecting the child to formal or non formal education as appropriate. To ensure the sustainability of our intervention for the poorest families, a separate family business team will then support the child's family to start or develop a family business, generating an independent source of income for the child's ongoing wellbeing and education, and benefitting the family as a whole.</p>	<p>£91,154</p>	<p>Catriona Brockett (Civil Society Department)</p>
<p>Welbodi Partnership - Improving maternal and neonatal health outcomes for women and newborn babies in the Western Area of Sierra Leone through community engagement and health systems strengthening</p>	<p>The project will save lives and improve health outcomes for at least 30,000 women and newborn babies in poor urban areas in Freetown, Sierra Leone. It will achieve so, addressing both the supply and demand of essential maternal and child health interventions, through a dual approach that combines: i) a proven participatory process to empower communities, particularly women, to develop strategies for preventing health problems and seeking needed care, and ii) the use of data from the community to challenge and support health facility staff to improve the quality and accessibility of health services. (from GSU Sub)</p>	<p>£58,656</p>	<p>Catriona Brockett (Civil Society Department)</p>

BRAC International - Reducing hunger and poverty in Sierra Leone and Liberia	The project aims to reduce poverty, hunger and malnutrition in food insecure rural areas of Sierra Leone and Liberia. This is done by promoting increased local food production among small scale farmers. The project targets 3,070 poor landless women in 17 localities who are trained in kitchen gardening and backyard poultry rearing and supplied with inputs such as seeds, saplings and poultry birds. They are supported by community agriculture and poultry/livestock promoters (CAPs and CLPPs). Demonstration farms promote community awareness of these improved methods. Nutrition campaigns and village nutrition committees increase the wider communities' knowledge of good nutritional practices. This, combined with the increased production of vitamin/mineral rich vegetables and protein, and increased income from the sale of surplus, has a positive impact on the consumption pattern, nutritional status and general health of these women and their families.	£668,625	Catriona Brockett (Civil Society Department)
Transform Africa	This project builds on a successful Comic Relief grant funding micro-finance through Community Based Organisations in Northern Sierra Leone. This increased economic opportunities for over 5000 people affected by the civil war through loans for petty trading, restored vital artisan services and created job opportunities for unemployed young men and women. This project will extend the micro-finance facility to new areas providing seed funding for mainly women petty traders to expand their businesses. Young people and those with disabilities will be targeted for apprenticeships with artisans. Training in literacy and business skills will equip petty traders and artisans to build stronger enterprises, increase their income and create more job opportunities. It will lobby for girls education and stronger controls on their abuse. The formation of further self-help groups to access micro-credit will continue to build stronger community relations and help mend the fragmentation caused by years of civil war.	£92,959	Catriona Brockett (Civil Society Department)

African Foundation for Development - Trade, enterprise and employment	The project aims to deliver a wide range of business training and coaching to new entrepreneurs in Sierra Leone, who by improving the success of their small and medium scale enterprises can increase employment opportunities for local people. By establishing a dedicated Afford Business Centre (ABC) with a variety of revenue generating approaches to training and capacity building, AFFORD UK and its local partner AFFORD SL aim to create a sustainable model of business intervention targeted at small and medium enterprises and to contribute to greater recognition of the role in economic development these enterprises play in Sierra Leone. AFFORD UK also aims to mobilise and channel Diaspora and social investment into new start-up and growing enterprises in Sierra Leone and, if the Centre is successful, would aim to replicate this widely in Africa.	£153,865	Catriona Brockett (Civil Society Department)
Welbodi Partnership - Improving Child Health for the urban poor in Freetown Sierra Leone:	This project, through an innovative local partnership arrangement, will work closely with the Ministry of Health and the Ola During Children's Hospital - the only government-run paediatric hospital in the country. It will work to transform the quality of care delivered at the hospital through targeted investments in training staff and strengthening the infrastructure of the hospital. They will work in the surrounding slum communities to address barriers to access and uptake of child health services. Health professionals, parents and community leaders will identify solutions which will be funded through an innovative fund. The project aims to build on its initial success in lowering the infant death rate at the hospital. The end result will be hundreds of lives saved, and sustainable improvements in the quality of paediatric care in Sierra Leone.	£7,390	Catriona Brockett (Civil Society Department)

Common Ground Initiative (CGI) - Medical Assistance Sierra Leone	Through this project, children and adults with epilepsy will get life-changing support and treatment in Sierra Leone. The programme will train workers to counsel, advise and treat people with epilepsy. Awareness of the illness will be raised in schools, places of worship and communities to help people understand epilepsy and stop discrimination. Affected families will be supported to better understand the illness and workers in government clinics and hospitals will be trained to treat epilepsy patients. A media campaign will further raise public awareness. The project will lobby government to provide money and services for effective epilepsy treatment, and as a result of the awareness-raising campaign, find acceptance in their communities.	£46,222	Catriona Brockett (Civil Society Department)
Common Ground Initiative (CGI) - Feed the Minds	The project will address the problem of unemployment head on by providing vocational training and apprenticeships to some of the most vulnerable and marginalised young people in the area. The result of the project will be improved livelihoods for young people either through employment or self-employment. As a consequence, their families and dependents will benefit from an improved standard of living; local businesses and the local economy will thrive; and there will be a reduced likelihood of frustrations among unemployed youth leading to renewed violence.	£119,917	Catriona Brockett (Civil Society Department)
Common Ground Initiative (CGI) - The Old Princewaleans (United Kingdom and Ireland branch)	This application will identify the barriers facing female students in studying STEM subjects at secondary school. It will look at the barriers facing girls entering junior secondary schools and moving from junior through to senior secondary schools. It also aims to provide a space to girls to voice their own views and engage the community in issues of girls' education. Girls have expressed an interest in STEM subjects up to the age of 10 years, but beyond this level the uptake of girls studying such subjects is much lower than their male counterparts. For example, only 25% take maths at secondary level. Both boys and girls have low examination results throughout all subjects, generally less than a 10% pass rate. The planned research will analyse what the reasons are behind girls not taking these subjects and how these barriers can be tackled to encourage greater uptake amongst girls and better performance rates.	0 - small grant to conduct a piece of research and the final payment has just been made	Catriona Brockett (Civil Society Department)

Common Ground Initiative (CGI) - Powerful Information	This project focuses on supporting blind children to go to school. It will provide practical training for teachers, will work with families and children to support them into schools, will educate communities about the rights of blind children, and will equip six mainstream schools with the skills and training to educate and support blind or visually impaired (BVI) children.	£63,902	Catriona Brockett (Civil Society Department)
Common Ground Initiative (CGI) - The Kambia Appeal	This project will pilot Community Health Education in three communities in Kambia district. People will know more about basic health messages, and the importance of timely health care. The project will measure whether the model increases the number of pregnant women and children using free primary health care services. If successful, learning from this pilot project will be used to inform the scale up of a community health education programme across the district.	£5000	Catriona Brockett (Civil Society Department)
Operational Research–Gates Foundation	The Bill and Melinda Gates Foundation partnership project is funding sanitation pilots in both Sierra Leone (Freetown), and Liberia (Monrovia). These aim to develop service level agreements between public and domestic private-sector for the delivery of sanitation/faecal waste management services in low-income urban areas.	£150,000 (Liberia and SL)	Jane Crowder (WASH Policy Team)
Support to WSP	This project includes a global policy thematic area on Water and Sanitation in Fragile States which includes Sierra Leone and Liberia within an 11-country initiative.	£500,000 (Liberia and SL)	Jane Crowder (WASH Policy Team)
Building Capacity to Use Research Evidence (BCURE)	<p>The Building Capacity to Use Research Evidence (BCURE) programme is working in Sierra Leone and Liberia (as well as South Sudan and a pan-Africa network of cabinet secretaries). The aim of the programme is to build the capacity of the Sierra Leonean and Liberian Governments to make collective Cabinet decisions that are evidence-based, leading to more systematic policy-making. It is providing support through four key areas:</p> <p>Building the capacity of the Cabinet Secretariats to oversee Cabinet processes</p> <p>Building the ability of, and opportunities for, Ministers to interrogate the quality of proposals submitted to Cabinet</p>	Spend for 2014/15 is approximately £340,000 for Sierra Leone and £270,000 for Liberia.	Jessica Prout, EiA team

	<p>Supporting line ministries to develop more evidence-informed proposals</p> <p>Strengthening links between Cabinet Secretaries within Africa, to share lessons and expertise</p> <p>The programme is primarily providing technical assistance on these four outputs, on issues like updating Cabinet manuals, setting up new standing committees for Cabinet and providing training to secretariat and line ministry staff.</p>		
Strengthening Research and Knowledge Systems (SRKS)	<p>INASP's Strengthening Research and Knowledge Systems (SRKS) programme is trialling new approaches to build awareness and stimulate demand for online research literature in Sierra Leone. This pilot project with Research4Life will test the impact of a multi-pronged approach including work with researchers, librarians and university leaders in a country where the critical infrastructure is not all in place but where there are opportunities to improve access to, and production of, research. The SRKS programme is working in 22 countries with an overall cost to DFID of £7.2m over 5 years and Research4Life are co-funding the pilot so DFID spend in Sierra Leone in 14/15 will not be significant.</p>	<p>The SRKS programme is working in 22 countries with an overall cost to DFID of £7.2m over 5 years and Research4Life are co-funding the pilot so DFID spend in Sierra Leone in 14/15 will not be significant.</p>	Rachel Macintosh, EIA team
Land rehabilitation, collective farming and agriculture production	<p>Country specific sub-project in Sierra Leone with 3IE for Land rehabilitation, collective farming and agriculture production</p>	<p>Experimental evidence has a value of approx. \$450k (although we do not yet have the confirmed amount awarded.)</p>	Lesley Hamill. Agriculture team
ReBuild RPC (Research for Building Pro-poor Health Systems during Recovery from Conflict Research Programme Consortium)	<p>This RPC, which is led by Liverpool School Of Tropical Medicine, has core partners in Sierra Leone, Uganda, Cambodia and Zimbabwe. The College of Medicine and Allied Health Sciences, Freetown, is the core partner based in Sierra Leone and has a budget of £351,000. The overall purpose of the RPC is to deliver new knowledge to inform the development and implementation of pro-poor health systems in countries recovering from political and social conflict. Its focus is on health financing, human resources and their interaction.</p>	<p>£6m 2010/11-2016/17</p>	Shirley Addies, Human Development team

	<p>There are 2 ReBuild sub projects of relevance:</p> <p>“Health Systems Resilience: A Complex Adaptive Systems Analysis in Cote D’Ivoire, Northern Nigeria and Liberia”, implemented by Columbia University, USA, with a budget of £185,000; and</p> <p>“Mental Health and psychosocial support service provision for adolescent girls in post-conflict settings: a culturally sensitive response” (Liberia and Sri Lanka), implemented by ODI, with a budget of £200,000</p>		
Improving Institutions for Growth (iiG) phase 2	The iiG project has organised its research under three themes: governance and accountability, firm development and exports, and institutions for inclusive growth in poor settings. A large body of work linked to institutional issues related to each of these themes has been developed. This has generated new research insights, policy implications and impacts. An extension to the programme is focusing on carrying out further work on firm development. A focus on firms will also complement our overall research programme in the area of growth and developing work on Private Sector Development.	2 sub-projects, total values Sierra Leone £65k, Liberia £65k plus multicountry studies	Tom Wagstaff, Growth team
International Growth Centre (IGC)	The International Growth Centre (IGC) aims to promote sustainable growth in developing countries by providing demand-led policy advice based on frontier research. It operates 14 country programmes. The Growth Research team funds the IGC’s growth research programme during its second phase, commencing in April 2013.	7 sub-projects, total values 6x Sierra Leone £470k and 1 x Liberia £5k	Tom Wagstaff, Growth team
Social Protection thematic window	This investment in impact evaluation is part of DFID’s overall strategy on results to strengthen independent evaluation and stimulate the production of public goods inherent to impact evaluation studies. There are potentially strong links in how we do this to DFID’s work in Africa and Research programmes	Total programme value: £3,070,000	Tom McEnroe, Vina Malloo, Governance team
Secure Livelihoods Research Consortium	To provide rigorous, relevant and accessible evidence base on livelihoods, social protection and basic services that informs operational decisions by DFID/HMG, international development agencies and national actors in fragile and conflict-affected situations.	Total programme value: £7,399,200	Tom McEnroe, Vina Malloo, Governance team

Effective States and Inclusive Development	To create a robust, relevant and accessible body of evidence that will help improve local, national and international efforts in developing countries to secure more effective states and state-society relations.	Total programme value: £5,649,456	Tom McEnroe, Vina Malloo, Governance team
Governance Initiative Fund–J-Pal	To support randomised evaluations of governance interventions	Total programme value: £904,000	Tom McEnroe, Vina Malloo, Governance team
Eco System Services for Poverty Alleviation (ESPA)	The project aims to understand why ecosystems are becoming degraded and how to reverse this and to ascertain what institutional changes need to be put in place for ecosystem management to improve for the benefit of the poor.	14/15 spend £6.6m	Kevin Leitch, Climate team
Future Climate for Africa (FCFA)	The project aims enable greater investment in disaster resilience and earlier action to respond to imminent natural hazards by providing decision makers with enhanced risk mapping and analyses and more reliable warning systems. The programme will focus on flood and drought risk assessment and seasonal forecasting in Sub-Saharan Africa and 'cascading hazards' such as landslides, flash flooding and earthquakes in South Asia. This could benefit around one million people by 2030 through reducing the impact of natural disasters.	14/15 spend £200k	Kevin Leitch, Climate team
Climate Science Research Partnership (CSRP)	The project will aim to narrow the range of climate futures planners have to confront when designing resilient livelihood and development strategies for African regions/sub-regions. More specifically, the project will 'produce improved knowledge and climate science capacity' with a view to 'providing robust evidence on current and likely future climate conditions to decision makers in Africa.	14/15 spend £175,880	Kevin Leitch, Climate team

## Conclusions and recommendations

---

### DFID spending

1. *We realise that there will be differences between the priorities of the UK and those of the Government of Sierra Leone, for example, as we discuss later on FGM. But since Sierra Leone has agreed to be one of seven pilot countries for the implementation of a “New Deal for Engagement in Fragile States”, we recommend that DFID do more to align its programmes with national priorities set out in Sierra Leone’s Agenda for Prosperity, not least to ensure there is political buy-in from the recipient government. (Paragraph 14)*
2. *We recommend that, following the claims by NGOs of the successful use of consortia in WASH and education in Sierra Leone, DFID considers expanding this approach to other sectors such as health and to other countries where it could also work well. (Paragraph 16)*
3. *We find the DFID Liberia satellite office model a successful and sensible approach for the region. We recommend that DFID consider applying this model to other countries specifically to Burundi. (Paragraph 22)*
4. *We note that the UK is already working with other partners in the region, particularly with the USA, but more can be done within the Mano River Union as a whole—the importance of this has been demonstrated by the Ebola outbreak across the area. We recommend that DFID work more closely with its US counterparts in Liberia and French colleagues in Guinea. (Paragraph 28)*
5. *We note the problems DFID has had in recruiting and retaining staff in Sierra Leone and Liberia. If this is because staff are attracted to those countries in the media spotlight because of better promotion prospects, we recommend that DFID reconsider its promotion criteria. We are concerned about the consequences of the Ebola outbreak for future recruitment; in its response, DFID should state what steps it has taken in response to this emergency to protect DFID staff. (Paragraph 31)*

### Concerns with DFID operations

6. *We are appalled that as DFID’s budget rises to 0.7% of GNI, bilateral programmes to Africa’s poorest countries are being cut. We disagree with cutting bilateral programmes in vulnerable countries either to go to regional programmes or humanitarian relief—for which DFID still refuses to set out to us the budgeting allocation or process. The case for returnable funding should not apply to key development programmes in low income countries; it should still retain a poverty reduction focus. We recommend that the Government reinstates the budget for Sierra Leone and Liberia. (Paragraph 35)*
7. *Multilaterals do not always provide adequate oversight of the programmes they manage. In particular, we recommend the World Bank should appoint a full time country expert in Liberia to oversee the World Bank managed pooled fund on transportation. (Paragraph 39)*
8. *We believe that bilateral country offices should not only be consulted in the operation of the centrally-managed programmes within the country, but also in their design*

stage as they are the people who know the country and have the necessary internal contacts. The fact that they are not consulted is very concerning. We are aware that DFID is now putting in place a 'protocol' for how centrally managed programmes work with country offices, but it is shocking that this has not been in place for some time (Paragraph 42)

9. We are also appalled that DFID and the Minister do not know how much DFID spends in total in Sierra Leone. This is a figure which should be widely available and used by officials and ministers in meetings with Sierra Leonean counterparts. By just using the bilateral country figure it seriously underestimates the scale of the UK and DFID's contribution to the country which is not only bad accounting but also reduces the UK's negotiating position. (Paragraph 43)
10. *We recommend that in its Annual Report DFID lists figures for centrally-managed programmes in countries where DFID has a bilateral programme.* (Paragraph 44)
11. *We recommend that the protocol to link bilateral country offices with centrally-managed programmes be established as a matter of urgency. The protocol should ensure that the country offices are informed of all the DFID centrally-managed programmes in the country and that the DFID country teams are consulted on the programme design stage. In its response to this Report, DFID should inform us of how this protocol will operate in detail.* (Paragraph 45)
12. *We recommend that ICAI review DFID's centrally-managed programmes to ensure they are being properly monitored and are engaging with country offices.* (Paragraph 49)
13. *Given the range of programmes which DFID contracts to outside consultants, we recommend that DFID investigates the potential to set up an arm's-length wholly or partially-owned consultancy that can either challenge these other providers and help to drive down costs or provide a greater pool of expertise.* (Paragraph 50)

### Security and Justice

14. *We recommend the UK encourage the UN's 2015 Review of the Peacebuilding Architecture to consider the cost of UN missions and the consistency of decision-making, including criteria used for deciding when missions should come to an end particularly in reference to Liberia where our impression was that money could be better spent.* (Paragraph 54)
15. *The UK has played an effective role in training the army in Sierra Leone. Much needed work has recently begun with the police, who are widely seen as corrupt; it is clear that this should have started earlier. We recommend that in future post-conflict situations, DFID make police reform a higher priority at an early stage.* (Paragraph 60)
16. *We were impressed by DFID's Access to Justice projects in Sierra Leone where they seem to be making a difference to people's lives and community cohesion but we have serious concerns about their sustainability without donor support. We recommend that DFID consider how the justice work could be funded in future, whether there are other donors who could be involved or whether it is something the Sierra Leone Government could*

*one day consider subsidising in a similar way to Citizens Advice or Legal Aid in the UK. (Paragraph 65)*

## Health

17. *We are alarmed that such a high percentage of nurses and midwives from Sierra Leone are working in the UK. In its response to us the Government should reassure us it is no longer recruiting clinical staff from Sierra Leone. We recommend that DFID facilitate relations between UK healthcare institutions and professionals and those in Sierra Leone and Liberia. This should be a part of the senior health adviser's job description and not simply left to that adviser's initiative. We also recommend that the UK Government facilitate contacts between the Sierra Leonean and Liberian diaspora health professionals in the UK. (Paragraph 72)*
18. *We recommend that, as a matter of urgency, working with EU officials DFID actively pursue what has happened to the EU sector support to health which has not been passed on by Liberia's Ministry of Finance and has resulted in the weakening of an already strained health system. (Paragraph 76)*
19. *We recommend that DFID assess why Liberia has made much faster progress in reducing child mortality than its neighbour Sierra Leone. DFID should also facilitate greater collaboration between the two countries and the sharing of best practices. (Paragraph 80)*
20. *The impression we gained on our visit was that there was a much stronger and committed leadership in health in the Liberian health ministry than in the Sierra Leonean. We are concerned that this reflected national priorities. The horrors of the Ebola outbreak show the importance of a well-functioning health system. We trust that the Government of Sierra Leone will now give a higher priority to health. (Paragraph 81)*
21. *The horrific Ebola outbreak has spread for many reasons, but the weakness of health systems has played a part. The outbreak indicates the continuing need for the governments of Sierra Leone and Liberia and for donors to give a high priority to health. Both countries are also going to need support from the international community on the long-term effects of the crisis in rebuilding the health systems and economies. We question whether the World Health Organisation is really on top of the epidemic and whether the international community are providing enough funds to manage the spread of the disease. (Paragraph 89)*

## Female Genital Mutilation

22. *We are extremely disappointed that DFID has not sought to address Female Genital Mutilation (FGM) in Sierra Leone. We understand Sierra Leone is a challenging context in which to tackle FGM, but this is no reason not to try. Sierra Leone is one of DFID's largest bilateral programmes, and the country has one of the highest prevalence of FGM in the world. We recommend that DFID works with the survivors of FGM in Sierra Leone to establish a way to address the practice. In its response to this Report, DFID should state how it intends to combat FGM in Sierra Leone. (Paragraph 97)*

### Youth unemployment, inclusive growth and the extractive industries

23. Youth unemployment is one of the biggest problems faced by Sierra Leone, Liberia and indeed the rest of the developing and developed world. It was raised by many of the people we met on our visit and is a potential source of unrest and political instability. In view of its importance, we have decided to undertake an inquiry on 'Jobs and Livelihoods' this autumn. (Paragraph 102)
24. *We recommend that DFID assess how it can help Sierra Leone to develop its agriculture and agricultural processing as part of its jobs and livelihoods programme.* (Paragraph 109)
25. *There are many opportunities for renewable power generation, especially from hydro-electric power. We recommend that DFID looks to identify viable projects and in doing so it should consider working with EleQtra an institution which it funds.* (Paragraph 111)
26. *DFID focuses on primary and junior secondary education in Sierra Leone, leaving vocational education to other donors. We recognise there are obstacles to working in this area, not least the inadequacies of the Ministry of Education. Nevertheless, given the importance of vocational education, the fact that it is a high priority for the Government of Sierra Leone and that other donors want DFID to work in this area, we recommend that DFID work with other donors and the private sector on vocational education and training. The centrally managed education programme funding may be better spent if it were diverted to a bilateral vocational training programme.* (Paragraph 116)
27. *While the extractive industries have been the main source of economic growth in Sierra Leone in recent years, the majority of the population have seen few benefits. We recommend that DFID ensure that its work with the National Revenue Authority links with its work with the National Minerals Agency to ensure that tax waivers and incentives for the mining industry do not mean that the natural resource wealth of Sierra Leoneans is lost to the benefit of international investors. We recommend that a specialist unit be set up within the National Revenue Authority working with the National Minerals Agency to look specifically at optimising revenue collection from mining companies and its transparency. In addition the economy cannot rely on the extractive industries alone which are subject to fluctuations of the commodity markets—Sierra Leone must diversify its economy.* (Paragraph 122)

### Governance and Democracy

28. Unfortunately Sierra Leone suffers from poor governance, lack of capacity and endemic corruption. DFID is helping those in Government and the Civil Service to address the problem, but clearly its influence is limited. We do not, however, believe that DFID should stop trying to address the problems. Rather, it should apply all its influence as the country's major bilateral donor on the Government to show leadership. As we discuss below, DFID should also work more closely with the Sierra Leone Parliament, encouraging better oversight of the Government. (Paragraph 132)
29. *Parliament is central to good governance and holding Government to account. DFID has spent large sums on supporting elections, but has not followed this up with significant assistance for Parliamentary strengthening following the elections. We welcome the*

*Minister's agreement to explore how DFID might provide more support. We recommend that DFID adopt the Clerk of the Sierra Leone Parliament's proposal that it provide funding for the Commonwealth Parliament Association UK programme. We further recommend that DFID provide funding to strengthen Committees which scrutinise areas where DFID spends significant sums such as health. (Paragraph 143)*

- 30.** *MPs in Sierra Leone have made the reasonable request that NGOs and donors inform them when they have projects in their constituencies. Again, we welcome the Minister's support for this proposal. We recommend that DFID insist that NGOs and others receiving funding from DFID inform the constituency MP of the project they are undertaking. (Paragraph 144)*

# Formal Minutes

---

Tuesday 2 September 2014

Members present:

Sir Malcolm Bruce, in the Chair

Sir Tony Cunningham  
Jeremy Lefroy

Fabian Hamilton  
Sir Peter Luff

Draft Report, (*Recovery and Development in Sierra Leone and Liberia*) proposed by the Chair, brought up and read.

*Ordered*, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 148 read and agreed to.

Annex and Summary agreed to.

A Paper was appended to the Report as Appendix 1.

*Resolved*, That the Report be the Sixth Report of the Committee to the House.

*Ordered*, That the Chair make the Report to the House.

*Ordered*, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No. 134.

Adjourned till Tuesday 14 October at 10.00 am

## Witnesses

---

The following witnesses gave evidence. Transcripts can be viewed on the Committee's inquiry page at [Recovery and Development in Sierra Leone & Liberia](#)

### Tuesday 13 May 2014

*Question number*

**Dr Jeremy Allouche**, Research Fellow, Institute of Development Studies, **Alex Vines**, Head of Africa Programme, Chatham House, **Simon Wright**, Head of Child Survival Policy and Advocacy, Save the Children, **Catherine Slater**, Regional Director, Marie Stopes International, and **Tanya Barron**, Chief Executive, Plan UK

[Q1-69](#)

### Tuesday 1 July 2014

**Lynne Featherstone MP**, Parliamentary Under Secretary of State, Department for International Development, and **Paul Wafer**, Acting Head, DFID Sierra Leone and Liberia

[Q70-150](#)

## Published written evidence

---

The following written evidence was received and can be viewed on the Committee's inquiry web page at [Recovery and Development in Sierra Leone & Liberia](#). SLL numbers are generated by the evidence processing system and so may not be complete.

- 1 [Dr Garth Glentworth \(SLL0001\)](#)
- 2 [Keith Wright \(SLL0002\)](#)
- 3 [Institute of Development Studies \(SLL0003\)](#)
- 4 [Action on Armed Violence \(SLL0004\)](#)
- 5 [Department for International Development \(SLL0005\)](#)
- 6 [Intosai Development Institute \(SLL0006\)](#)
- 7 [Save the Children UK \(SLL0007\)](#)
- 8 [Adam Smith International \(SLL0008\)](#)
- 9 [Professor Paul Richards \(SLL0009\)](#)
- 10 [Concern Worldwide \(SLL0010\)](#)
- 11 [Leonard Cheshire Disability \(SLL0011\)](#)
- 12 [International Rescue Committee \(SLL0012\)](#)
- 13 [Marie Stopes International \(SLL0013\)](#)
- 14 [Christian Aid \(SLL0014\)](#)
- 15 [Options Consultancy Services \(SLL0015\)](#)
- 16 [Jerry Lockspeiser \(SLL0016\)](#)
- 17 [Goal Sierra Leone \(SLL0017\)](#)
- 18 [Department for International Development Annex A \(SLL0018\)](#)
- 19 [Department for International Development Annex B \(SLL0019\)](#)
- 20 [Department for International Development Annex C \(SLL0020\)](#)
- 21 [Department for International Development Annex D \(SLL0021\)](#)
- 22 [Wash Consortium \(SLL0022\)](#)
- 23 [Africa All Party Parliamentary Group \(SLL0023\)](#)
- 24 [Street Child Sierra Leone \(SLL0024\)](#)
- 25 [Adam Smith International Annex A \(SLL0025\)](#)
- 26 [Commonwealth Parliamentary Association \(SLL0026\)](#)
- 27 [Alimatu Dimonekene \(SLL0027\)](#)
- 28 [Department for International Development Annex E \(SLL0030\)](#)
- 29 [European Commission \(SLL0032\)](#)
- 30 [Girls' Education Challenge, PricewaterhouseCoopers \(SLL0033\)](#)
- 31 [Plan UK \(SLL0034\)](#)

# List of Reports from the Committee during the current Parliament

---

All publications from the Committee are available on the Committee's website at [www.parliament.uk/indcom](http://www.parliament.uk/indcom).

The reference number of the Government's response to each Report is printed in brackets after the HC printing number.

## Session 2014–15

First Report	UK Support for Humanitarian Relief in the Middle East	HC 248
Second Report	Scrutiny of Government's UK Strategic Export Controls Annual Report 2012, the Government's Quarterly Reports from October 2012 to September 2013, and the Government's policies on arms exports and international arms control issues	HC 186
Third Report	The UK's Development Work in the Occupied Palestinian Territories	HC 565
Fourth Report	The Independent Commission for Aid Impact's Performance and Annual Report 2013-14	HC 523
Fifth Report	Strengthening Health Systems in Developing Countries	HC 246

## Session 2013–14

First Report	Global Food Security	HC 176 (626)
Second Report	Violence Against Women and Girls	HC 107 (624)
Third Report	Scrutiny of Arms Exports and Arms Control (2013): Scrutiny of the Government's UK Strategic Export Controls Annual Report 2011 published in July 2012, the Government's Quarterly Reports from October 2011 to September 2012, and the government's policies on arms exports and international arms control issues	HC 205 (CM 8707)
Fourth Report	Multilateral Aid Review	HC 349 (694)
Fifth Report	ICAI's Annual Report 2012–13	HC 566 (946)
Sixth Report	Implications for development in the event of Scotland becoming an independent country	HC 692 (1107)
Ninth Report	Democracy and Development in Burma	HC 821 (1290)
Tenth Report	Department for International Development's Performance in 2012–13: the Departmental Annual Report 2012–13	HC 693 (522)
Eleventh Report	Disability and Developments	HC 947 (336)

## Session 2012–13

First Report	DFID's contribution to the Global Fund to Fight AIDS, Tuberculosis and Malaria	HC 126 (609)
Second Report	Scrutiny of Arms Exports (2012): UK Strategic Export Controls Annual Report 2010, Quarterly Reports for July to December 2010 and January to September	HC 419 (CM 8441)

	2011, The Government's Review of arms exports to the Middle East and North Africa, and wider arms control issues	
Third Report	The Development Situation in Malawi	HC 118 (641)
Fourth Report	Tax in Developing Countries: Increasing Resources for Development	HC 130 (708)
Fifth Report	DFID's programme in Zambia	HC 119 (759)
Sixth Report	Afghanistan: Development progress and prospects after 2014	HC 403 (862)
Seventh Report	UK Aid to Rwanda	HC 726 (949)
Eighth Report	Post-2015 Development Goals	HC 657 (1065)
Ninth Report	Department for International Development's Annual Report and Accounts 2011-12	HC 751(1098)
Tenth Report	Pakistan	HC 725 (325)
<b>Session 2010-12</b>		
First Report	Appointment of the Chief Commissioner of the Independent Commission for Aid Impact	HC 551
Second Report	The 2010 Millennium Development Goals Review Summit	HC 534 (HC 959)
Third Report	Department For International Development Annual Report & Resource Accounts 2009-10	HC 605 (1043)
Fourth Report	The World Bank	HC 999 (1044)
Fifth Report	The Future of CDC	HC 607 (1045)
Sixth Report	Scrutiny of Arms Export Controls (2011): UK Strategic Export Controls Annual Report 2009, Quarterly Reports for 2010, licensing policy and review of export control legislation	HC 686 (CM 8079)
Seventh Report	The Humanitarian Response to the Pakistan Floods	HC 615 (1435)
Eighth Report	The Future of DFID's Programme in India	HC 616 (1486)
Ninth Report	DFID's Role in Building Infrastructure in Developing Countries	HC 848 (1721)
Tenth Report	The Closure of DFID's Bilateral Aid Programme in Burundi	HC 1134 (1730)
Eleventh Report	Financial Crime and Development	HC 847 (1859)
Twelfth Report	Working Effectively in Fragile and Conflict-Affected States: DRC and Rwanda	HC 1133 (1872)
Thirteenth Report	Private Foundations	HC1557 (1916)
Fourteenth Report	Department for International Development Annual Report and Resource Accounts 2010-11 and Business Plan 2011-15	HC 1569 (107)
Fifteenth Report	South Sudan: Prospects for Peace and Development	HC 1570 (426)
Sixteenth Report	EU Development Assistance	HC 1680 (427)