

THE GOVERNMENT OF SIERRA LEONE

THE NATIONAL PLAN OF ACTION

FOR

THE HABITAT II

CONFERENCE

**MINISTRY OF LANDS, HOUSING,
TOWN AND COUNTRY PLANNING.**

FREETOWN,

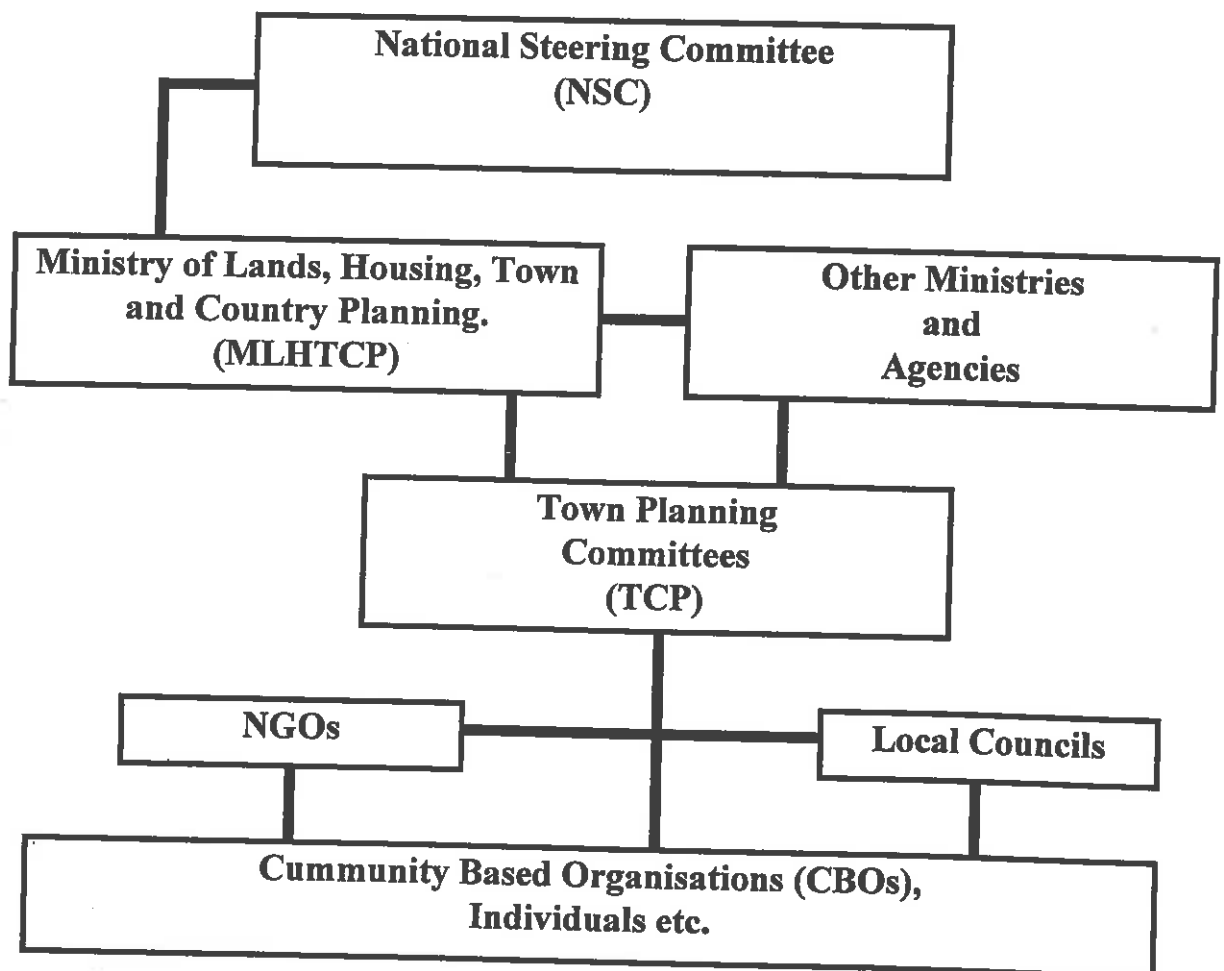
APRIL 1996

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Diagram 1

Organisational Structure for the Implementation of the NPA.



Programme Areas	Proposed Actions	Objectives	Activities	Lead Responsible Agency (ies)	Time Frame
Human Settlement Policy and Planning					
	Preparation of :- (a) National Urbanisation Policy and Strategies. (b) National Urbanisation Plan.	1) To ensure the rational patterns of population and human settlement distribution and socio-economic development. 2) Provide the framework for regional investments in the physical, social and economic infrastructure, services and facilities. 3) Provide the framework for post war rehabilitation, reconstruction and resettlement. 4) Relieve pressure on Freetown.	1) Setup a Task Force to plan programme of work. 2) Request technical assistance for the carrying out of actions 1 & 2. 3) Data collection and analysis. 4) Policy, strategy and plan preparation.	MLHTCP	Short to Medium Term
Disaster Planning and Management					
	Making the war-affected areas safe.	To identify and clear land-mines.	Formulate mine clearance plan demobilise soldiers, train the demobilised soldiers.	RSLMF	C
	Planning the war affected areas.	To guide the future growth and development of the war affected areas.	1) Setup Task Forces to prepare structure and sub-division layout plans for selected towns and villages. 2) Establish resettlement schemes. 3) Establish garrison towns. 4) Conduct survey & mapping.	MLHTCP MRRR NGO's	C
	Rehabilitation and provision of housing.	To provide adequate shelter for displaced families and refugees.	1) Provide incentives for the war affected communities to participate in reconstruction/rehabilitation of their houses 2) Prepare prototype designs free of cost. 3) Train local community leaders in the manufacture and use of local building materials.	MLHTCP/NGOs MRRR	C

Programme Areas	Proposed Actions	Objectives	Activities	Lead Responsible Agency (ies)	Time Frame
Disaster Planning and Management Cont'd.					
	Declaration of town planning areas.	1) To enable the MLHTCP to undertake planning activities in the worst affected areas. 2) To ensure the effective supervision of the newly declared town planning areas.	1) Declare the whole country as a Town Planning Area. 2) Strengthen the Regional Planning Areas.	MLHTCP	SHORT TERM
Urban Management					
	Urban Development Planning	Guide and plan the orderly growth and development of the urban centres.	1) Facilitate the implementation of the Freetown Structure Plan project. 2) Advocate for the replication of the Structure Plan Project in the intermediate urban centres - Bo, Kenema, Makeni and Koidu.	SLRA/MLHTCP	1. 0 2. Long Term
	Action Area Planning	1) Provide healthy and liveable living environment. 2) Ensure efficient use of land and land use pattern.	1) Identify slum and informal settlements. 2) Collect and analyse data on the physical, social and economic characteristics of the settlements. 3) Liaise with the Surveys and Lands Division to identify undeveloped state lands. 4) Prepare plans for the rehabilitation of slums and informal settlements. 5) Prepare sub-division lay-out plans for undeveloped sites. 6) Implement plans in 4 & 5 above.	DHTC/DSL SALHOC/NGOs CBO/SLIA/ FCC.	Short To Medium Term
	Formulation and implementation of urban management guidelines.	To provide the framework for effective urban management.	Prepare and implement planning guidelines.	MLHTCP/FCC	Short Term

Programme Areas	Proposed Actions	Objectives	Activities	Lead Responsible Agency (cies)	Time Frame
Housing					
	Land Management	<p>To ensure an orderly and more efficient use of urban land.</p> <p>Ensure that land use will not result in environmental degradation.</p>	<ol style="list-style-type: none"> 1. Prepare Urban development, action area and subject plans. 2. Ensure greater coordination among the divisions of MLTCP. 	MLHTCP Local Councils	C
		To improve the system of land registration and speedy delivery of land for housing development.	<ol style="list-style-type: none"> 1. Reactivate the survey school to train Surveys and Lands affairs. 2) Simplify the approved procedures for lease of state land survey plans for private land. 3. Institute a system of public education to explain the process of land administration and its benefits. 4. Establish special land tribunals responsible for efficient and speedy adjudication of land disputes. 	MLHTCP Local Councils	C
		To increase the availability of land and improve accessibility to land for all income groups.	<ol style="list-style-type: none"> 1. Review the provisions of unoccupied Land Acts, 1960 (cap 117). 2. Encourage use of undeveloped land within built-up areas. 3. Train land Economists and Valuers to execute the policy of land taxation and generally manage the land resource. 4. Encourage the functioning of an efficient land market and foster cooperation among private land owners; land authorities and real estate. 5. Invest profits gained in the auction/sale of state lands. 	MLHTCP Local Councils	C

Programme Areas	Proposed Actions	Objectives	Activities	Lead Responsible Agency (ies)	Time Frame
Housing Cont'd.					
	Land Management Cont'd.	To improve land delivery in the provinces.	<ol style="list-style-type: none"> 1. Take immediate steps to pay all outstanding lease rents and compensation claims. 2. Encourage to additional land owners to grant leases and freehold titles to purchases of land in the provincial urban centres. 3. Institute a system of public education to ensure that women are given equal opportunities as men in matters pertaining to ownership of land. 4. Decentralise the procedures of land management. 	MLTCP Local Councils	C
	Housing Finance	<ol style="list-style-type: none"> 1) To ensure the availability of adequate funds for housing development. 2) To ensure accessibility to sources of finance for housing to particularly low income households. 3) To ensure housing delivery system is successful. 	<ol style="list-style-type: none"> 1. Allocate 5% of the annual development budgets to shelter projects. 2. Establish a National Fund. 3. Explore cheaper sources of funds for housing development. 4. Encourage coventional and non-convetional institutions to finance housing development. 5. Increase housing allowances to low income employees. 6. Support informal housing delivery systems. 7. Review and revise the Rent Restriction Ordinance of 1953. 8. Study the feasibility of establishing a housing finance institution. 	MOPED/MF MF/SALHOC MLHTCP/ SALHOC MLHTCP/MF SALHOC MLHTCP/MF SALHOC MLHTCP/MF MLHTCP MLHTCP	C C C S C C C C

Programme Areas	Proposed Actions	Objectives	Activities	Lead Responsible Agency (ies)	Time Frame
Housing Cont'd.					
	Building materials.	1) To ensure the production and supply of building materials and technology. 2) To reduce the cost of building materials.	1) Accord priority to small scale producers of local building materials in the allocation of foreign exchange.	MTI	Short
			2) Promote the setting up of new cement factories, to create competition aimed at reducing the cost of cement.	MLHTCP/MTI	Long Term
			3) Expand the production and popularise the use of affordable local building materials.	MLHTCP/SALHOC	C
			4. Identify an appropriate institution to act as a focal point for monitoring and evaluating simple research on local building.	MLHTCP	Short
			5. Improve the facilities at the Trade Centres and extend their curricular to include production and utilisation of local materials.	MLHTCP/SALHOC MOE	C
			6. Encourage the private sector to invest in the production and marketing of local building materials.	MLHTCP	C
	Construction Industry	To ensure an efficient private formal and informal sector construction industry.	1. Restructure the existing contractors Registration Board.	MLHTCP/MOWTM	S
			2. Recognise, support and promote contribution of the informal contractors in housing construction.	MLHTCP/MOWTM	C
			3. Ensure that all contractors are registered and licensed.	MLHTCP/MOWTM	C

Programme Areas	Proposed Actions	Objectives	Activities	Lead Responsible Agency (ies)	Time Frame
Housing Cont'd.					
	Labour, Training and entrepreneurship.	To improve the quality of labour through training and develop the entrepreneurship in housing constrion.	<ol style="list-style-type: none"> 1. Upgrade existing institutions of higher learning and technical institution. 2. Encourage women and give the opportunity to acquire technical training for employment in the construction industry. 3. Establish Linkages between training institutes and employment markets. 4. Increase acessibility of small-scale contractors, graduates of technical institutions and school leavers to credit facilities and business management skills to participate in the construction industries. 	MLHTCP/MOE MLHTCP/MGAS MLHTCP/MOE MLHTCP/MOPED	C C C C

Programme Areas	Proposed Actions	Objectives	Activities	Lead Responsible Agency (cies)	Time Frame
Environmental Infrastructure and Services.					
	Repair existing and provide additional water supply facilities in the provinces.	1) Minimize the incidence of water-borne diseases. 2) To increase access to safe drinking water in the rural and urban areas. 3) To improve sanitation in urban and rural areas.	1. Assessment of dysfunctional urban water supply systems.	MEP/WSD/NGOs SALWACO/NUC	Short Term
			2. Improve and repair the rural water supply systems.	SALWACO/WSD	C
			3. Extend and provide rural water supply facilities.	SALWACO/WSD	C
			4. Conduct study to investigate the nature and extent of Water contamination in the country.	SALWACO/NUC NGOs	Short Term
			5) Implementation of World Bank FIRP on solid and liquid waste management and to carry out similar study in other urban areas.	MEP/GVWC MRRR	M
	To restore electricity supply at District Headquarter Towns.	To provide electricity for domestic consumption in District Headquarter Towns and rural areas.	1) Prepare a rehabilitate package for the existing power supply system in Provincial and District Headquarter Towns. 2) Implementation of Energy Policy and Action Plan.	MEP/NPA MLGCD MEP/NPA	C C
	To improve Transportation and Communication to rural areas.	To provide access to rural communities.	1) Rehabilitate the existing network of roads. 2) Construct new feeder roads.	MTCE/SLRA	C

Programme Areas	Proposed Actions	Objectives	Activities	Lead Responsible Agency (ies)	Time Frame
Poverty and Human Settlement Development.					
	Study on the nature and extent of poverty.	To reduce poverty	<p>Prepare National Strategy and Action Plan for poverty.</p> <p>Conduct a sectoral round table on poverty.</p> <p>1) Setup Task Force to prepare lead papers.</p> <p>2) Prepare and consolidate papers.</p> <p>3) Workshops/Seminar to discuss Report.</p> <p>4) Implement Action Plan</p>	MOPED & Line Ministries/NGOs UN Agencies.	O
	Employment creation and income earning opportunities.	To provide job opportunities for the population.	<p>1) Provide credit and support to farmers and artisans.</p> <p>2) Strengthen and expand credit institutions like the Co-operatives, the Rural Banks and the Informal credit institution - Osusu.</p> <p>3) Improve on technology planning to ensure efficient technology transfered and dissimination.</p> <p>4) Rehabilitation/Reconstruction wornout in urban and rural areas.</p> <p>5) Strengthen Youths and other grassroot organisations to enable them utilise credit support</p> <p>6) To train and provide special skills to demobilised soldiers so that they could be employed.</p> <p>7) Provide social safety nets for the vulnerable groups - Handicapped, Women and Children.</p>	MOPED & Line Ministries/NGOs UN Agencies.	C

Programme Areas	Proposed Actions	Objectives	Activities	Lead Responsible Agency (ies)	Time Frame
Poverty and Human Settlement Development.					
	Provision of Basic needs (Cont'd)	To improve Housing conditions of the urban and rural poor.	1) Facilitate the production of more low income Houses. 2) Upgrade slums and informal settlements. 3) Encourage the formation of Housing Co-operatives. 4) Provide housing materials for the Returnees to war torn areas.	MLHTCP/SALHOC MLGCD/MRRR SAPA/MTCE	C
	Population and the Environment	1) Influence the rate of population growth. 2) Minimize the negative impact of population on the environment and vice - versa.	1) Intensity IEC in family Planning/Reproductive Health care. 2) Immunization. 3) Intensify delivery of contraceptives. 4) Public awareness campaigns. 5) Encourage and enforce the conservation of natural forests.	UNFPA/UNICEF MOHS/NGOs MOE	C
		To influence migration from rural to urban areas.	1) Provide skills training such as local building material production and utilization for women and youths. 2) Create job opportunities in the farming and non-farming sectors. 3) Minimize the negative socio-economic and cultural factors that accelerate the drift from rural to urban areas.	UNFPA/UNICEF MLGCD	C

Programme Areas	Proposed Actions	Objectives	Activities	Lead Responsible Agency (ies)	Time Frame
	Provision of Basic needs (Cont'd)	Improve the quality of the Environment.	1) Encourage Tree Planting. 2) Improve on refuse and sewage collection and disposal. 3) Enforce the implementation of the provisions in the Mining Act that relate to the rehabilitation of mined out areas. 4) Introduce environmental education in the curricular of all educational institutions. 5) Promote the manufacture and use of energy saving devices.	MTCE/MMR/MOE MANR/NGOs	C
Empowering Communities (Particularly women and youths) in Human Settlement Development.					
	Empowerment		1. Review policies and establish plans to increase the proportion of women in decision-making support. 2. Intensify equal employment opportunities and equitable remuneration for women in in all sectors. 3. Consultation and participation of youths of both men and women in decision-making processes promote dialogue with youth organisation ensure equal access of all youths to all types of education and training.	MGAC/SAPA	C
	Institutional strengthening	To address the needs of women and youths.	Provide adequate funds, logistic support and training for staff of women's and youth organisation.	MGAC/UNICEF	C
		To ensure effective and efficient coordination of rural and community development programmes and activities.	Establish a national coordinating council for rural and community development in rural development.	MLGCD	C
	Management of rural development.	To ensure effective management of rural and community development policies, programmes and projects.	Promote the participation of beneficiary communities in the identification, design and implementation of rural development programmes & activities are properly monitored and evaluated.	MLGCD	C

Programme Areas	Proposed Actions	Objectives	Activities	Lead Responsible Agency (ies)	Time Frame
Empowering Communities (Particularly women and youths) in Human Settlement Development.					
	Empowerment/participation of Community-Based Organisations. (CBOS)	To ensure the participation of CBOS in managing the urban environment	<ol style="list-style-type: none"> 1) Empower community groups, NGOS to assume authority and responsibility for managing their environment . 2) Promote social organisation and environmental awareness; institutionalise a participatory approach to sustainable urban development. 3) Ensure strong working links between local Governments and CBOs. 	MLGCD	C
	Supporting the role of women in human settlement development.	To empower women to actively participate in human settlements development process.	<ol style="list-style-type: none"> 1. Increase cooperation between Govt. & NGO dealing with women's. 2. Provide serviced land and financial support to women to effectively participate in shelter development. 	MLGCD	C
	Decentralisation of powers, responsibilities and resources	To ensure efficient use of housing resources.	<ol style="list-style-type: none"> 1. Give adequate power to all organisation involved in community level developments 2. Establish mechanisms to assess the implementation and impact of human settlement policies and programmes on women and monitor their contributions & benefits. 	MLGCD	C

Programme Areas	Proposed Actions	Objectives	Activities	Lead Responsible Agency (ies)	Time Frame
Support Programme					
Capacity Building	Strengthen capacity of Institutions involved in housing and human settlement activities.	To effectively manage environmentally sound human settlement development.	<ul style="list-style-type: none"> - Recruit trained personnel. - Train more staff in the relevant fields. - Provide logistic and other support. 	GOVT./UN Int. Agencies.	C
Legislative Framework	Revision of the legislative Framework.	<p>To ensure effective & sustainable human settlement planning and development.</p> <p>To provide adequate legislative fram-work for urban development planning and control.</p>	<p>Review and revise the TCPA especially:</p> <p>Part II: Town & Country Planning Board</p> <p>Part iv - Planning Scheme</p> <p>Part V - Extecutive of Scheme</p> <p>Part VI - Compensation and Betterment</p> <p>Review and Revise the Freetown Improvement Act cap 66.</p>	<p>MLHTCP/UNDP</p> <p>UNCHS (Habitat)</p>	O
Data Base	Strengthening urban data systems.	To improve the database.	Collect and analyse relevant data.	MLHTCP/UNCHS	O
Policy and Market Failures.	Revision of Policy	To address market failures.	Reduce subsidies on and recover the full costs of environmental and other services.	MOPED/MF MLHTCP	O

CHAPTER 1

PRIORITIZING INTERVENTIONS

Considering the fact that there are many competing claims on the very limited resources there is a critical need to clearly state priority issues and interventions that will address the human settlement problems. This will enable Government to mobilize resources from both national and international sources for the implementation of the NPA.

In practice, carrying out full benefit and cost analyses (BCA) to define the priority interventions require data which are hardly available in Sierra Leone. Consequently, the Technical Groups set up during the Workshop on National Report and Plan of Action for the Habitat II Conference considered and used the following criteria to prioritize the interventions:-

cost-effectiveness (ie. actions that bring the greatest benefit at a given cost);
continuity of existing projects/programmes (ie. the government may wish to prioritize the conclusion of ongoing projects and programs before launching new ones);
compatibility with initiatives in other sectors (eg. Agricultural sector plan, the forestry Action Plan);
least investments (financial capacity); institutional capacity; number of people affected; effects on the poor; health effects; ecological effects; effects on productivity and or the combination of these criteria.

The activities were ranked according to the following codes.

- | | |
|---------------|---|
| Code 0 | designates activities which are already under implementation or about to start. |
| Code C | designates activities which are to be implemented throughout the plan period, that is, from year 1 - 5 inclusive; |
| Code M | designates activities which are to be undertaken during year 3 - 5; |
| Code S | designates activities which are to be undertaken from 0 - year 1. These activities bear first priority either because they aim at addressing urgent housing and human settlement problems or because their completion is a pre-requisite for the implementation of other activities |

THE PROGRAMME AREAS:

The Plan of Action is categorized in eight Programme Areas: (i) Human Settlement Policy and Planning; (ii) Disaster Planning and Management; (iii) Urban Management; (iv) Housing; (v) Environmental Infrastructure and Services; (vi) Poverty and Human Settlement Development (vii) Empowering Communities (Particularly Women and Youths for Human Settlement Management and (viii) Support Programme. Each programme area has a number of activities which are to be implemented over the 5 year plan period (1996 -2001).

Human Settlement Policy and planning

The main objectives of this programme is to prepare the National Urbanization Policy, Strategies and Plan so as to ensure the rational distribution of population, human settlement and socio-economic development. This programme area will also provide a framework for a balanced investment in physical, social and economic infrastructure services and facilities and will also provide the much needed framework for the rehabilitation and reconstruction of the war affected areas.

Disaster Planning and Management

This programme area will address the critical issue of making the war affected areas safe, planning these areas, resettle and provide basic shelter for the returnees and refugees. To achieve the above, under this programme area, excombatants will be demobilized and given skills training, prepare structure, subdivision layout and simple prototype plans. Communities and opinion leaders will receive training in the production and use of local building materials such as stabilized soil blocks, fibre-cement roofing (FCR) tiles and sheets.

Urban Management

This programme will address Urban development and action area planning and will formulate and implement urban management guidelines. This will ensure the planned development and growth of the urban centres and also provide an efficient and effective framework for urban management. To achieve this, a structure plan will be prepared for Freetown, thereafter, advocate for the replication of the structure plan project in the immediate urban centres of Bo, Kenema, Makeni and Koidu-New Sembehun. Slums and informal settlements will also be identified and detailed local plans prepared for selected areas.

Housing

The main objectives of this programme area are to increase the availability of land and improve access to land for all income groups for housing development. The programme will also seek to ensure availability of adequate financial resources for housing development and also to reduce building costs through the popularisation,

production and use of local building materials. The capacity of the construction industry will be assessed, so as to identify its weaknesses and strengths. The quality of labour will be improved through training and entrepreneurial skills will also be developed. A sound data base and information unit will be established within the Ministry of Lands, Housing, Town and Country Planning to monitor the effective and efficient implementation of housing policies, strategies, programme and projects.

Environmental Infrastructure and Services

This programme area seeks to minimize the incidence of water-borne diseases, improve access to safe drinking water throughout the country, provide adequate electricity and improve the entire road network throughout the country. To achieve the above, a study will be conducted to investigate the nature and the extent of water contamination in the country. The power supply systems in the provinces will be rehabilitated and the energy policy and action plan will be fully implemented. To improve access to rural communities the existing road network to these areas will be improved and new feeder roads constructed.

Poverty and Human Settlement Development

The main objectives of this programme area are to reduce or eradicate poverty through the creation of employment and income earning opportunities, provision of basic needs such as basic education, health care facilities, food, and housing. To achieve the above, a national strategy and action plan for poverty alleviation and a donor support programme is currently being developed. Thereafter, a sectoral round table conference will be organized to solicit funding.

Empowering Communities (Particularly Women and Youths) in Human Settlement Development

This programme area seeks to empower communities to strengthen the institutional capacities of these institutions to effectively and efficiently manage rural development programmes. The needs of women and youths will be addressed and women will be empowered through appropriate training to actively participate in housing and human settlement development. The issues of decentralization of powers and responsibilities from the centre and the allocation of adequate resources will also be addressed. To achieve this; there is need for dialogue between government and NGOs, CBOs and community leaders.

Support Programme

The main objective is to provide support to all programme areas by creating the institutional structure and framework for the coordination and implementation of the NPA. Capacity building assistance will be provided to the Ministry of Lands, Housing Town and Country Planning and other institutions which are directly involved in human settlement development activities.

There will also be thorough revision of the Town and Country Planning Act (Cap 81) and the Freetown Improvement Act (Cap 66) so as to provide the legislative framework that will be appropriate for effective human settlement management. State of human settlement Reports are to be prepared together with guidelines for urban management. The Plan of Action is presented in Annex 1.

CHAPTER 2

IMPLEMENTATION STRATEGY FOR THE NATIONAL PLAN OF ACTION.

Background

The National Plan of Action (NPA) is the result of the efforts of National Consultants and Government Officers who participated in the National Workshop on National Report and Plan of Action for the Habitat II Conference. The NPA contains programmes and activities aimed at addressing the human settlement issues identified in the National Report for the Habitat II Conference. The programme areas and activities are to be implemented over a five year period.

The following describes the strategies for the successful implementation of the NPA. The modalities for monitoring implementation of the NPA are also discussed.

IMPLEMENTATION STRATEGY

To implement the NPA, all actors at the National, Institutional/departmental, Implementation/Managerial levels will be involved. An outline of the functions/responsibilities and the linkages between the key actors involved at the above four levels in the implementation process is indicated below. Diagram 1 shows the linkages between the key actors.

1. National Level

At the National level, the newly democratically elected government is striving to establish and sustain/maintain peace and good governance. These are considered the paramount and over-riding factors and key pre-requisites which must be in place for the successful implementation of any Plan of Action.

Considering the fact that government alone does not have enough resources to provide adequate housing for all its citizens and also ensure sustainable development of human settlements, government has adopted a strategy, aimed at creating the enabling environment whereby all actors including the private sector, local councils and individuals can actively participate in housing and human settlement development. (National Housing Policy, 1994).

As a further demonstration of the new government's commitment and the political will it has created the Ministry of Reconstruction, Resettlement and Rehabilitation. This Ministry will collaborate closely with MLHTCP for the implementation of one of the priority programme areas - Disaster Planning and Management- in the NPA.

2. Institutional/Departmental Level.

At this level, government will establish an effective co-ordinating and monitoring system for the implementation of NPA both within and outside the MLHTCP to ensure proper utilisation of resources, promote publicity and dissemination of results for their easy accessibility and application by the user groups.

3. Implementation/Management Level

At this level, some of the key functions and strategies which need to be undertaken for effective implementation of projects and programmes in the NPA include:

- (a) Formulation of a practical and realistic Work Plan for each project or programme in the NPA to ensure that all the key actors understand their roles and linkages clearly among themselves. The Work Plan will be backed by simple and clear Implementation Charts reflecting the decentralization approach and functions as well as the expected outputs at the management supervisory and operational levels;
- (b) Government will ensure that there is adequate and timely flow of resources especially human resources, materials, equipment, operational funds;
- (c) Establishment of an effective and efficient monitoring and reporting system;
- (d) Adoption of action and results orientated approaches in the implementation of projects and programmes in the NPA to achieve a faster and more visible impact on the ground;
- (e) Maximum use of simple solutions, technologies and local resources including maximum participation of the local communities.

4. Operational/Grassroots Level

At the Operational/Grassroots level, the opinion leaders and the target beneficiaries will be involved at the earliest stage of the projects/programme formulation and implementation. The community will also be sensitized to clearly understand the benefits of the projects/programmes and their roles and responsibilities during and after the implementation process. This we believe will guarantee the support and co-operation of the local communities.

MONITORING AND EVALUATION

Monitoring and co-ordinating the implementation of the National Plan of Action (NPA) requires the full participation of all actors in the Housing, Human Settlement and other related sectors. In this regard, the HABITAT II National Steering Committee, which is broad-based, will be retained and its role expanded to include the monitoring and evaluation of the implementation of the NPA.

The Minister of Lands, Housing, Town and Country Planning will be chairman of this committee. Members of this Committee will be drawn from the identified key actors or institutions listed in Annex 3 of the National Report.

The Habitat II preparatory Secretariat will also be retained to service the NSC and will meet quarterly to review progress reports and constraints submitted by those institutions, NGOs and the private sector involved in the implementation of projects and programmes in the National Plan of Action.

Town Planning Committees (TPC) will be set up in all Town Planning Areas to closely monitor and co-ordinate the implementation of Housing and Human Settlements projects and programmes in their respective areas. These TPC will report to the NSC through the MLHTCP. Diagram 1 indicates the vertical and horizontal inter-relationships between NSC, TCP, MLHTCP, Communities and Individual.

A standard format of reporting will be designed and will be used by TPCs and all those directly involved in preparing progress reports on the implementation of the NPA so as to facilitate easy and quick comparison of progress made. Constraints encountered by different implementing institutions, NGOs, CBO, the Private Sector, and individuals will also be easily identified.

The NSC will from time to time put forward recommendations which would be widely applicable to various situations of the implementing institutions having similar constraints in order to overcome them and enhance progress.

Exchange fields visits will be organised for members of the TPC and other groups directly involved in monitoring the implementation of the NPA so as to facilitate the sharing of experience and good practises of successful projects and programmes.

CHAPTER 3

THE ROLE OF THE INTERNATIONAL COMMUNITY

The National Plan of Action (NPA) has identified priority interventions which are to be implemented over a five year period. Government is aware that the project proposals call for financial resources that are well beyond its means, not only because Sierra Leone is one of the least developing countries but also due to the devastating impact of the rebel wars in Liberia and Sierra Leone on the economy. In spite of this situation, GOSL will play its own part in implementing the NPA.

However, in the final analysis, the successful implementation of the NPA, therefore, will depend largely on the willingness of the donor community to assist significantly in the financing of the various programmes and projects.

Having considered the above and the fact that the Freetown Infrastructure Rehabilitation Project is currently addressing Environmental Infrastructure and Services, government is, therefore, committed to address the following priority intervention during the next five years.

Human Settlement Policy and Planning

The complete absence of policy framework, weak institutional capacity at all levels to formulate and implement Human Settlement policies and plans and the lack of a comprehensive legislative framework.

Disaster Planning and Management

Provision of adequate and affordable shelter for over one (1) million displaced persons and about 400,000 refugees, replanning of the destroyed towns and villages and reconstruction/rehabilitation of the physical and social infrastructure, services and facilities; and restoration of agricultural and other economic activities.

Housing

Meeting the housing needs; making suitably located land available, accessible and affordable by the urban poor; improving access to the formal financing mechanisms; the popularization of the production and use of local building materials, conducting research into local building materials and to set up quality control mechanism. Also, there is need to establish a sound data base within MLHTCP to monitor the effective and efficient implementation of Housing Policies, Programmes and Projects.

Empowering Communities (Women and Youths)

The need for education, access to productive resources for rural women and for female entrepreneurs in the urban informal sector; and community involvement in decision making; the involvement of beneficiaries in identification, design and implementation of programmes and projects.

**** The interventions were prioritized based on generally accepted criteria and also considering the fact that Environmental Infrastructure and Services is currently being addressed under the FIRP Programme with World Bank Assistance and also Government is developing a National Plan of Action for Poverty Alleviation and Poverty Profile, which will be presented at the Round Table Conference to be held in June 1996. The priority issues were identified at the National Workshop by the Technical Working Groups.**

THE GOVERNMENT OF SIERRA LEONE

THE NATIONAL REPORT

FOR

THE HABITAT II CONFERENCE



**MINISTRY OF LANDS, HOUSING,
TOWN AND COUNTRY PLANNING.**

FREETOWN,

APRIL 1996

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4. THE ISSUES

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5. AGENDA FOR ACTION

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**Human Settlement Policy and Planning
Disaster Planning and Management
Urban Management
Housing
Environmental Infrastructure and Services
Empowering Communities (Particularly Women
and Youths) in Human Settlement Development
Poverty and Human settlement Development**

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The MLHCTP, therefore, wishes to express its sincere thanks and appreciation to the National Steering Committee and the National Consultants for their support in ensuring the successful completion of National Report for Habitat II. Special thanks go to the Editorial Board and the Secretariat for their invaluable contributions, dedication and hard work.

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M.B. Davies (Mrs.)

Permanent Secretary

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FOREWORD

The Human Settlement Situation has deteriorated globally particularly in the Developing countries since the first conference on Human Settlements in 1976 due mainly to population explosions and rapid rates of urbanization, the global economic crisis, regional conflicts and natural disasters.

The events in Sierra Leone, generally, followed similar trends as those on the international scene. For example, the population of Sierra Leone increased from 2.8 million in 1976 to about 4.5 million in 1995. The urban population also increased by 50 per cent.

These rapid rates of increases in population and urbanization coupled with the lack of political support and adequate allocation of resources led to the virtual collapse in Human Settlement development and management throughout the country.

The Liberian crisis and the ensuing rebel activities in Sierra Leone have contributed to the further deterioration of the Human Settlement situation. The impact of the rebel war particularly on the resource-rich Eastern and Southern regions, has not only resulted in the displacement of large numbers of persons but also in the complete disruption of the pattern of Human Settlement distribution and socio-economic activities.

Government, concerned about the poor human settlement situation, has initiated a number of programmes such as the preparation of a National Environmental Policy and the National Environment Action Plan (NEAP) in 1993 with assistance from the World Bank in an effort to improve standards of living through efficient Environment Management. Also Government has prepared a National Housing Policy and National Shelter Strategy Framework through the assistance of UNDP and UNCHS-HABITAT to enhance efficient delivery of affordable housing. Efforts are on-going to improve the infrastructure, services and facilities throughout the country with financial and technical assistance from the World Bank.

The preparation of the National Report for the Habitat II Conference is yet another milestone in Government's efforts to promote sustainable development. The Habitat II preparatory process gives us the singular opportunity to review our current human settlement situation and develop comprehensive and realistic policies and strategies for efficient and sustainable human settlement development and management.

The National Report, therefore, represents Government's intention and firm commitment to the fulfilment of the aims and objectives of Habitat II namely: The improvement of social economic and environmental quality through sustainable human settlement development and improvement of working and living conditions through adequate shelter for the urban and rural poor.



Abdul Rahman Kamara, (Capt. Rtd)
Minister - Ministry of Lands, Housing,
Town and Country Planning.

ABBREVIATIONS AND ACRONYMS

CBD	-	Central Business District
CBO	-	Community Based Organisation
CSO	-	Central Statistics Office
DHTCP	-	Division of Housing, Town and Country Planning
DSL	-	Director of Surveys and Lands
MEP	-	Ministry of Energy and Power
MLHTCP	-	Ministry of Lands, Housing, Town and Country Planning
MOHS	-	Ministry of Health and Sanitation
MTI	-	Ministry of Trade and Industry
FCC	-	Freetown City Council
FIA	-	Freetown Improvement Act
GDP	-	Gross Domestic Product
GVWC	-	Guma Valley Water Company
LA s	-	Local Authorities
NACS	-	National Aid Coordinating Secretariat
MANR	-	Ministry of Agriculture and Natural Resources
MCAC	-	Ministry of Gender Affairs and Children
MF	-	Ministry of Finance
MLGCD	-	Ministry of Local Government and Community Development
MMR	-	Ministry of Mineral Resources
MOE	-	Ministry of Education
MOPED	-	Ministry of Planning and Economic Development
MOWTM	-	Ministry of Works and Technical Maintenance
MRRR	-	Ministry of Resettlement, Reconstruction and Rehabilitation
MTCE	-	Ministry of Transport and Communications and the Environment
NAO	-	National Authorising Office
NEAP	-	National Environmental Action Plan
NGO	-	Non-Governmental Organisation
NSC	-	National Steering Committee
NUC	-	Njala University College
NUP	-	National Urbanization Plan
NPRC	-	National Provisional Ruling Council
SALHOC	-	Sierra Leone Housing Corporation
SLIA	-	Sierra Leone Institute of Architects
PIP	-	Public Investment Programme
RSLMF	-	Republic of Sierra Leone Military Force
SALWACO	-	Sierra Leone Water Company
SAP	-	Structural Adjustment Programme
SAPA	-	Social Action and Poverty Alleviation Programme
SLRA	-	Sierra Leone Roads Authority
TCs	-	Town Councils
TCPA	-	Town and Country planning Act
TPC	-	Town Planning Committee
UNCHS	-	United Nations Centre For Human Settlements
UNDP	-	United Nations Development Programme
UNECA	-	United Nations Economic Commission for Africa
UNEP	-	United Nations Environment Programme
USL	-	University of Sierra Leone
WHO	-	World Health Organisation
WSD	-	Water Supply Division

FACT SHEET

Head of State and Government:	Alhaji Ahmad Tejan Kabba (President)
Government:	Multi-Party Democratic Government
National Flag:	Green, White and Blue
Religion:	Christian, Muslim, Traditional
Official Language:	English
Currency:	Leone (Le)

LAND

Land Area:	72,000 sq.km (approx.)
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CLIMATE (AVERAGE)

Rainfall:

Annual Mean	4000mm
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Temperature:

Mean Maximum	30°C
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Mean Minimum	25°C
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POPULATION

Population (1991 estimate)	4.2 million
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Population density	58 per sq. km
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Population Growth Rate (1985)	2.5 %
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URBANIZATION (1991)

Urban Population	32%
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Rural Population	68%
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Main Urban Centres

Capital:	Freetown
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Other Urban Centres:	Bo, Kenema, Makeni and Koidu
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HEALTH

Crude Death Rate	23/000
Crude Birth Rate (1990)	46/000
Infant Mortality Rate (1990)	143/000
Life Expectancy {years} (1990)	
Total	45.7
Male	44.3
Female	47.1
Total fertility Rate (1992)	6.5 births/woman
Population per Doctor (1991)	17,300
Population per hospital bed (1991)	963

WATER AND SANITATION

Access to safe drinking water (1988-90)

Urban	83%
Rural	22%
Overall	43%

Access to sanitation facility (1988-90)

Urban	59%
Rural	35%
Overall	43%

EDUCATION

Net School Enrolment (1990)

Primary	53%
Secondary	22%

Tertiary	1%
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Adult Literacy Rate (1990)

Illiteracy Rate	31%
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Male	69.3%
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Female	88.7%
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ECONOMY

Gross Domestic Product(GDP)

Exchange Rate Based 1991:

Total	US\$755m
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Per Capita	US\$177
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Gross National Product (GNP (1991):	2.3%
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Total	US\$860m
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Per Capital	US\$202
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Average Annual Growth Rate (per cent):

GNP (1980 - 91)	1.1%
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**GDP by Main Activity (1989/90)
(Based on Current Prices):**

Agriculture	37%
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Industry	7%
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Services	9%
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Mining and Quarry	62%
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Trade	24%
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Others	17%
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Balance of Payments (1989):

Export of goods and services	US\$139.9m
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Import of goods and services	US\$160.8m
Services Balance	US\$ 4.9m
Official transfers	US\$ 7.2m
Current A/C balance	US\$ 8.6m
Official grants	US\$ 61.8m
Official capital	US\$ 59.9m

Principal Exports:

Diamond, Gold, Bauxite, Rutile, Cocoa

Coffee, Palm Kernel, Piassava, Ginger

Principal Export Markets:

EEC, USA, ECOWAS countries

Infrastructure:

Roads	-	7,800 km
Electricity	-	60.59 Mw of installed capacity
Voltage	-	220/240

**Energy Use (1990)
(Oil Equivalent):**

Per Capital	77 kg
Average Annual Growth Rate per Energy Consumption	0.1 kg
GDP Output per kg	2.8m \$US

Energy Imports (as a percentage of merchandise exports	32.0
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Forest and Rangelands

Extent of forest (000 ha):

Natural Forest (1990)	1,889
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Natural Forest (1980)	2,011
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Annual Deforestation (total forest):

1981 - 1990

1981 - 1985

Extent (000ha)	%
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12	0.6
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Extent (000ha)	%
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EXECUTIVE SUMMARY

Sierra Leone, a relatively small country of approximately 72,000 sq.km, is located on the West Coast of Africa. Sierra Leone enjoys a tropical type of climate characterized by distinct dry and rainy seasons. Rainfall averages approximately 4,000 mm. Average annual temperature ranges from 25 to 30 degrees centigrade.

The population was estimated at 4.4 million in 1992 and it is growing at 2.3% per annum. The density of 58 persons per km² is relatively high compared to most sub-Saharan countries. Population distribution is uneven with greater concentration in large and medium sized towns and in mining areas.

Between 1961 and 1973, Sierra Leone sustained a healthy economy despite the oil crisis in 1973. Thereafter the economy started to decline until it registered negative growth rate in 1989. Per capita income fell sharply from US\$ 390 in the early 1980s to about US\$ 210 in 1991, making Sierra Leone one of the world's poorest nations.

Although recent reforms with the assistance of the World Bank and the IMF have arrested further economic decline, the Liberian crisis and the rebel activities in the provinces continue to frustrate all efforts for speedy economic recovery.

The lack of economic growth during the last decade and the persistence of the rebel war has had a serious impact on the human settlements situation.

Preparations for HABITAT II Conference

The preparations for the HABITAT II Conference started in December 1994 and were carried out in two phases.

PHASE I

HABITAT II preparatory activities included: (i) the submission of a Status Report to the Habitat II Secretariat; (ii) participation in preparatory conference held in Nairobi, Kenya in April 1995 and private sector round table conference held in Johannesburg in November 1995.

PHASE II

The Habitat II preparatory process recommenced in November 1995 with financial support from the Government of Sierra Leone (GOSL). Activities during this phase included:- The formation of a Secretariat, a seven member Editorial Board, and a broad-based twenty five Member National Steering Committee, the selection of Resource Persons to prepare the lead papers, the holding of three radio discussion programmes, and the organization of regional and national workshops to discuss and finalize the National Report for Sierra Leone.

Organization of the Report

The National Report is presented in 5 Chapters.

2 EXISTING SITUATION

2.1.Human Settlement Policy and Planning.

In 1985 there were 1000 rural settlements, and 99 urban settlements comprising of 84 small towns with less than 10,000 persons, 4 medium sized urban centre - Koidu/New Sembehun, Bo, Kenema and Makeni with 20,000 or more persons and only one large urban centre, Freetown, had a population of more than 100,000 persons.

Between 1963 and 1985, the urban population grew, at an average annual growth rate of 5.0 per cent, from 18.9 per cent to 31.9 per cent between 1963 and 1985. Over 50 per cent of the urban population lived in Freetown.

The Liberian civil war and the rebel activities in Sierra Leone have completely disrupted the distribution patterns of population and human settlements.

The pre-rebel war planning problems, that is, the marked imbalance in the pattern of population and human settlement distribution have been compounded by the rebel war. In addition new human settlement planning problems have been created.

2.2 Disaster Planning and Management.

The rebel war started in March 1991 and its impact has been devastating, though varying from district to district in character and intensity.

Rebel activities have:-

- (i) displaced an estimated 1.5 million people and an estimated 400,000 Sierra Leoneans are refugees in Liberia and Guinea.
- (ii) resulted in the complete and partial destruction of an unspecified number of rural settlements and towns and the massive destruction of both public and private houses, water supply facilities, schools, hospitals, bridges and roads in many parts of the country.
- iii) disrupted mining, agriculture commerce etc activities and this has resulted in dramatic loss of revenue to the Government, placing further strain on an already overburdened economy. It has also constrained the effective implementation of the Structural Adjustment Programme (SAP).

2.3 Urban Management

The rapid rate of urbanization between 1963 and 1985 has been accelerated by the rebel activities. The spontaneous rapid increase in the population of the urban centres in general and of Freetown in particular, from 500,000 in 1985 to an estimated 1.5 million in 1995, has exacerbated an already deteriorating urban environmental conditions.

As a result of the massive increase in its population, Freetown shows widespread evidence of substantial increase in the levels of congestion and overcrowding and unsanitary environmental conditions. There has been an intensification of slum conditions, the continued growth of the existing informal settlements and development of new such settlements near garbage dumping sites.

The poor housing and the insanitary environmental conditions particularly in Freetown, have affected the health of the majority of the population.

2.4. Housing

The housing situation is characterized by both qualitative and quantitative deficiencies. This is particularly so for the lower income, and the urban poor families who mostly live in overcrowded conditions and in poor quality dwelling houses and in the inner city slums and squatter settlements located in hazard prone areas such as slopes of streams valleys, along hill-side slopes, along the foreshore and near garbage dump sites.

In the rural areas families live in qualitatively poor housing conditions. Congestion and overcrowding are hardly experienced.

The majority of the households do not enjoy adequate housing services. Pit latrine is the method of sewage disposal for 63 per cent of all households. 94.1 per cent of the population use wood as a source of fuel for cooking. Only 15.9 per cent use tap water while 80.9 per cent depend on wells and rivers, for their potable water.

The urban housing situation has been caused by the fact that the urban poor cannot (i) afford the high prices of land and imported building materials, (ii) obtain financial resources from the formal financial institutions, (iii) cannot easily satisfy the requirements of building regulations/bye-laws and (iv) the institutional framework for housing delivery is weak.

2.5 Environmental Infrastructure and Services

Sierra Leone is not a water deficient country. However water access and water quality are serious issues. The majority of the population do not have access to potable water. Water quality is a matter of great concern, but there is very little information to frame the issue.

Petroleum and petroleum products have been in regular supply since 1992. However, the sustainability of the situation is uncertain.

About 90% of the population depend on fuelwood as the main source of energy for cooking and cottage industries. The over reliance on fuelwood has intensified deforestation around major urban centres, along the major transport corridors and in the coastal fishing villages.

Electrical power supply is inadequate to meet domestic and other demands. Regular electrical power supply is available only in Bo and Kenema Towns. In Freetown, the

electrical power supply situation has relatively improved, following the rehabilitation of the thermal power plants.

Kerosene is used for lighting by the majority of the population.

The hydro-electric power potential remains untapped. Of the twenty identified mini-dam sites, only one has been developed. The large scale Bumbuna Dam, under construction, will be completed in 1997.

The overall network of roads in the country of 11674 Km, is grossly inadequate, and the quality of the road surface is below required standards due to poor maintenance. There are many rural communities that are not accessible by road.

Communications have improved in recent years and there are now telephone, telex, facsimile and postal services available in the major urban centres, and the capital city of Freetown.

The sanitation situation including disposal of liquid and solid wastes, is unsatisfactory. Without central sewage system in the urban centres, the majority of the population use individual cesspits, pit latrines, bucket, and other facilities serve as sanitation systems in even Freetown. Solid waste collection and disposal is irregularly carried out in Freetown and there is no system in the other urban centres.

2.6 Poverty and Human Settlement Development

Statistics relating to the well being of the people indicate that poverty is widespread. It is estimated that approximately 70% of the population live in absolute poverty and more than two-thirds of the population can be described as living in extreme poverty. In 1990 Sierra Leone was ranked as 159 out of 160 countries, in terms of human development.

The state of poverty in the country is reflected by the low quality of human settlements particularly housing, and environmental infrastructure and services.

2.7 Empowering Communities (Particularly Women And Youths) In Human Settlement Development

Women constitute approximately 50% of the population in Sierra Leone, and they do not suffer overt discrimination or barriers. They tend to have equal access politically, socially and economically. Nevertheless, women have lagged behind in all spheres of development due to gender bias rooted in traditional beliefs and practices.

In Sierra Leone as in other developing countries, women generally perform roles which directly and indirectly contribute significantly to human settlement management. Among the direct roles are preparation of food for work, use of energy in the domestic sphere, waste disposal and the maintenance of sanitation and a disease free domestic environment. The indirect roles played are the promotion of family welfare.

Youths, that is, those aged up to 30 years, constitute over 60% of the population. Their involvement in human settlement development is, therefore critical, although their past

role has so far been minimal. However, during the last three years the Youths have become increasingly involved in the management of the urban environment at the community level.

3.0 THE RESPONSE

3.1 Human Settlement Policy and Planning.

No human settlement policy and plan have been formulated.

3.2. Disaster Planning and Management

Government, initially, created the National Relief and Rehabilitation Committee (NARECOM) with the responsibility of co-ordinating all relief and rehabilitation assistance to displaced persons, returnees, refugees and war affected areas.

The United Nations Agencies, Donors Agencies, National and International Non-Governmental Organizations have responded positively to the call of Government through provision of clothing, building materials, food, health, water and sanitation facilities in various camps and urban centres.

In its efforts to ensure an efficient machinery to cope with the above responsibility, Government has created the Ministry of Resettlement, Rehabilitation and Reconstruction.

In addition, local communities are also playing vital roles in assisting the displaced population. Through socio-cultural practices and other coping mechanisms, families have provided accommodation and other basic necessities for their displaced relatives and friends.

3.3 Urban Management

Efforts to ensure the proper management of the urban centres. included the creation of the institutional and legislative framework for human settlement activities, that is, the Ministry of Lands, Housing , Town and Country Planning (MLHTCP) and The Town and Country Planning Act, (TCPA) Cap 81, as amended, and the Freetown Improvement Act (FIA), Cap 66, as amended, respectively.

More recently specific programmes and projects are being implemented to improve the urban environment These are the World Bank funded Freetown Infrastructure and Rehabilitation Project and the Freetown Structure Plan and Investment Programme Preparation Study.

3.4. Housing

Government created MLHTCP, with responsibility to formulate and coordinate all housing policies programmes and projects, and SALHOC, as the implementing agency.

Two major attempts at providing public sector housing for low income families are the Kissy Low Cost Housing Estate and the Goderich Housing Estate. The National Housing

Policy was formulated in 1994, with technical and financial assistance from UNDP and UNCHS-HABITAT.

Government is also implementing housing projects with financial and technical support from UNDP and UNCHS. These include: Improving Affordability of Shelter - SIL/91/002 and Capacity Building For Effective Housing Delivery - SIL/94/001.

Private formal housing development efforts have tended to concentrate on relatively expensive housing for the high income groups.

The private informal sector has constructed an appreciable number of housing units. However, these housing units are usually constructed on marginal lands which are generally unplanned and the housing units produced are mostly substandard and are constructed of temporary building materials.

3.5 Environmental Infrastructure and Services

The water supply situation in Freetown is being improved through the implementation of the World Bank funded Freetown Infrastructure and Rehabilitation Project. The water supply situation remains critical especially in the war affected areas.

In Freetown, the thermal power plants have undergone considerable rehabilitation. As a result, electrical power supply has improved.

The Dodo hydro plant of 4 (MW) capacity on the Goma river in the Kenema District has been developed to serve Kenema and Bo through a "twining" arrangement whereby power is supplied to both towns from the Dodo plant during the rainy season and the Bo plant augments supplies to Kenema during the dry season.

The construction of the large-scale Bumbuna hydro plant, with an ultimate installed capacity of 305MW and 1,460GWH (Gigawatt-hour) of electricity generation, is underway. Completion of the first phase (47MW capacity), including transmission to, Freetown is scheduled for early 1997.

The Makeni-Kabala, Bo-Kenema, Kenema-Taiama, Freetown-Waterloo and more recently Waterloo - Masiaka have been constructed. In spite of this development, the road network is still inadequate and most of the roads are in a poor state of repair.

Institutional changes have also been carried out to ensure effective provision and maintenance of transport and communication services. Sierra Leone External Telecommunications (SLET) has been merged with Sierra Leone National Telecommunications Company (SLNTC) to form Sierra Leone Telecommunications (SIERRATEL), the Sierra Leone Roads Authority (SLRA) and the Sierra Leone Postal Services (SALPOST) have been set up as semi-autonomous bodies.

A study has been carried out under the World Bank Freetown Infrastructure Rehabilitation Project to assess and evaluate the existing waste management system in the city and define options for providing appropriate solid and liquid waste management services in the Greater Freetown area. The study has defined appropriate

institutional and regulatory mechanisms, taking into consideration the economic and social factors of the country to formulate a comprehensive system which is both cost-effective and operationally feasible.

3.6 Poverty and Human Settlement Development

Both National and International Non-Governmental Organizations and the Government of Sierra Leone are implementing several policies, programmes and projects geared towards alleviating poverty in Sierra Leone. With financial support from the World Bank and the African Development Bank, government has created the Social Action and Poverty Alleviation (SAPA) Programme.

3.7 Empowering Communities (Particularly Women and Youths in Human Settlement Development)

In the past, not much attention was paid to community development at the urban level. However in recent years, as a result of the recognition of the role of women and youths in development, various measures have been taken to create Women's Organizations such as the Women's Bureau, the Sierra Leone Women's Development Movement (SILWODMO) National Organization for Women, Women's Association for National Development etc.

A Gender Desk has also been set up in the Office of the Head of State to co-ordinate women's development programmes through out the country.

Government has also established the Department of Youths, Sports and Social Mobilization. One of its functions is to coordinate Youth programmes for national development.

To co-ordinate, manage and implement development programmes for the rural population Government has recently prepared the National Rural Development Policy and the National Rural Development Plan of Action.

4.0 THE ISSUES

4.1. Human Settlement Policy and Planning

Formulation of human settlement policies, strategies and plans to ensure the rational pattern of distribution of the population and human settlements and to ensure human settlement considerations are integrated into regional (economic) plans.

Building the capacity of the MLHTCP to formulate and implement human settlement plans and those of the local authorities to be able to play meaningful roles in the human settlement development process and

Improving the legislative Framework for regional and urban planning.

4.2. Disaster Planning and Management

Making the war affected areas safe,

Resttlement of over 1 million internally displaced people and 400,000 refugees,

Replanning, rebuilding and or the relocation of the towns/villages that have been totally and partially destroyed.

Reconstruction of the physical and social infrastructure services and facilities, restoration of mining, agricultural and other economic activities.

Improving security at the border areas.

Provision of adequate and affordable shelter for the displaced population and the refugees and

Assigning the specific responsibility for physical planning of the war affected areas to a particular institution.

4.3 Urban Management

Planning for the physical development of the intermediate urban centres and their environs;

Improvement to the existing inadequate infrastructure, services and facilities and provision of additional services and facilities to meet the needs of the present and future generations in the intermediate urban centres;

Rehabilitation of slums and informal settlements in Freetown and

Improving the coordinatiing mechanism to direct the provision of urban services.

4.4 Housing

Making land available, accessible to and affordable by the urban poor

Improving access for the majority of the population to the formal financing mechanism.

Creating the facilities for conducting coordinated research into local building materials and for the dissemination of the results of the research.

Creating the incentives to encourage the production of local building materials. Setting up of quality control mechanisms to control quality of locally produced and imported building materials.

Improving the data base on the shelter sector.

4.5. Environmental Infrastructure and Services

Increase access to potable water and improve the quality of water for the urban poor and the rural population;

Minimize the overdependence on fuelwood as source of energy for cooking and for cottage industries;

Ensuring the Consumers pay for the environmental infrastructure and services

4.6 Poverty and Human Settlement Development

Promote the carrying out of more research on the concept and management of poverty in the country so as to clearly define poverty and target the interventions aimed at poverty alleviation.

4.7 Empowering Communities (Particularly Women and Youths) in Human Settlement Development

Access to productive resources for rural women and for female entrepreneurs in the urban informal sector;

Education and health especially for girls and health services and

Providing livelihood skills training/upgrading as a means of poverty alleviation and empowerment.

5.0 INTERVENTIONS

Human Settlement Policy and Planning

Formulation of human settlement policy, strategy and plan

Capacity Building for Human Settlement Planning

Revision of the Legislative Framework

Disaster Planning and Management

Making The War Affected Areas Safe

Land-Mine Clearing

Planning the War Affected Areas

Preparation of Structure Plans

Preparation of Sub-Division Lay-Out Plans

Resettlement Schemes

The Establishment of Garrison Towns

Surveying and Mapping

Rehabilitation and Provision of Housing and Infrastructure

Declaration of Town Planning Areas

Urban Management

Preparation of Structure Plans for the intermediate urban centres;

Improving the coordinating mechanism

Preparation of Urban Management Guidelines

Strengthening Urban Data Systems

Decentralization of Planning

Urban Management Programme

Housing

Land Management

Housing Finance

Building Materials And Construction Industry

Building Materials

Construction Industry

Building Regulations, Bye-Laws and Standards

Capacity Building

Housing Data and Information

Environmental Infrastructure and Services

Water Supply

Access to Potable Water

Water Quality

Energy
Electricity Supply
Fuelwood

Capacity Building

Market Failures

Poverty and Human Settlement Development

Developing a Poverty Profile and Plan of Action.

Empowering Communities (Particularly Women and Youths) in Human Settlement Development

Supporting the Role of Women in Human Settlements Development

Decentralization of powers, responsibilities and resources from central to local levels

Institutional Strengthening

Management of Rural Development

Empowerment/Participation of Community Based Organizations

CHAPTER ONE

EXISTING SITUATION

INTRODUCTION

1.1 Country Context

Situated on the West coast of Africa, the Republic of Sierra Leone, has a total land area of approximately 72,000 sq.km. and extends 338 km. North-South and 304 km. East-West. The country is bounded on the north and east by Guinea, on the south-east by Republic of Liberia, and on the south and west by the Atlantic Ocean with a total boundary length of 1,364 km.

The country can be divided into four physical regions: the coastal plains, the interior lowlands, the interior plateaux and hills and the peninsula mountains which rise abruptly from the sea. Sierra Leone enjoys a tropical savanna climate with distinct dry and rainy seasons. The rainy season lasts from May to November and most areas receive over 80 per cent of their precipitation during this period. Rainfall averages approximately 4,000 mm for most of the country but varies from less than 2,000 mm in the northern savanna area to more than 5,000 mm in some coastal areas. Freetown experiences an average annual rainfall of 3,660 mm. Thunderstorm and torrential rains are common at the beginning and towards the end of the rainy season. The dry season December-April is characterized by clear skies and lower humidity.

Average annual temperature range from 25 to 30 degrees centigrade. This range is even less along the coast.

Sierra Leone is climatically a forested country. Over 60 per cent of the country was originally covered by closed high forest of a moist semi-deciduous type. Today, only 5% of the original forest remains and is found in the Gola forest and in other inaccessible mountainous and hilly areas. The extent of deforestation has been caused mainly by the activities of man such as agriculture, fuelwood gathering and logging.

Sierra Leone's environment has deteriorated substantially during the past three decades and is evidenced by:-

- (i) The extent of deforestation and forest degradation.
- (ii) Soil erosion and loss of soil fertility.
- (iii) The over-exploitation of the fisheries and mineral resources.
- (iv) The poor housing and insanitary environmental conditions in the urban centres in general and in Freetown in particular.
- (v) The unsatisfactory environmental sanitation conditions in the small urban and rural settlements.

Water pollution and poor sanitation conditions have had impact on productivity, the health of the population and the integrity of the environment itself.

Between 1961 and 1972, Sierra Leone sustained a healthy economic growth with real growth in GDP averaging 5 per cent annually. The economy started declining with the oil crisis in 1973. During the last decade, Sierra Leone experienced serious economic setbacks as a result of external shocks and weak economic management. In spite of the fact that Sierra Leone is endowed with a rich natural resource base and a relatively small population, per capita income fell sharply from US\$390 in the early 1980s to about US\$210 in 1991, making Sierra Leone one of the world's poorest nations.

The economic difficulties from which the country is slowly emerging have been formidable. They included high rate of inflation (75% now down to 29%), capital flight, a weak financial sector, and the erosion of the institutional capacity of the Government to effectively promote socio-economic change. Although recent reforms with the assistance of the World Bank and the IMF have arrested further economic decline, the Liberian crisis and the ensuing rebel activity in most areas in the provinces continue to frustrate all efforts for speedy economic recovery.

The lack of economic growth during the last decade and the persistence of the rebel war has had a serious impact on human settlements. The falling incomes, escalating high prices of building materials, a poorly functioning land market and the non-existence of specialised formal housing finance systems to mobilise and channel savings into the housing sector, have combined to put shelter with infrastructural services, beyond the reach of the majority of Sierra Leoneans. Besides the poor physical condition of dwellings and the economic and social infrastructure, the many years of economic decline have under cut the capacity of government to formulate policies and strategies for Human Settlement Development.

The broad objectives of the macro-economic medium term programme for the period 1994-96 are to make further progress in stabilising the economy and to create an economic environment conducive to sustainable labour-intensive growth and poverty reduction. Specifically, the programme aims at raising a real GDP growth to at least 5 per cent by 1996 thus permitting a per capita income rise of over 2 per cent. Efforts will also be made to reduce inflationary pressures so as to achieve a stable and competitive exchange rate, and cuts in the nominal interest rates. The programme, therefore, aims to reduce the annual rate of inflation to below 7 per cent by 1996. Normalising relations with external creditors and attracting sufficient support from international financial institutions will be central to this effort.

The population of Sierra Leone in 1985 was 3.5 million and is projected to reach 4.5 million in 1995. The annual growth rate is estimated at 2.4%. Sierra Leone has a relatively high population density of 58 Persons per Km² compared to most sub-Saharan countries. Population distribution is uneven with greater concentration in large and medium sized towns and in mining areas.

1.1.1 Preparations for HABITAT II Conference

The HABITAT II preparatory process is divided into two phases. Phase I covered the period leading to the preparation of the first draft of the Sierra Leone National Report for Habitat II and Phase II covers the period January - June 1996.

PHASE I

Phase I of the HABITAT II preparatory process started in December 1994 with the submission of a status report to the Habitat II Secretariat. Thereafter, the process was stalled due to the deterioration in the security situation during the first half of 1995. However, because of Government's commitment to the Habitat II preparatory process, high powered delegations were sent to the preparatory conference held in Nairobi, Kenya in April 1995 and to the private sector round table conference held in Johannesburg in November 1995.

PHASE II

The Habitat II preparatory process recommenced in November 1995 with financial support from the Government of Sierra Leone (GOSL), inspite of its present financial constraints. The preparatory activities during this phase included:-

- (i) The formation of a Secretariat within the Ministry of Lands, Housing, Town and Country Planning (Annex 1), to service the Steering Committee and to coordinate the preparation of the Habitat II Report;
- (ii) The establishment of a broad-based twenty five Member National Steering Committee (Annex 3), whose roles are to provide direction, advice and support for the preparation of the National Report for Habitat II and the Report on Urban and Housing Indicator Study and ensure that these Reports are prepared in accordance with guidelines provided by the Habitat II Secretariat. The members of the Steering Committee were selected from Government Departments, the Freetown City Council, Sierra Leone Association of Non-Governmental Organisation, Service Institutions, the Academia, Professional Bodies and Eminent citizens.
- (iii) The selection of Resource Persons to prepare the lead papers by the Secretariat and endorsed by the National Steering Committee. (Annex)
- (vi) The formation of a seven member Editorial Board to edit the lead papers prepared by Resource Persons (Annex 2).

The MLHTCP, in collaboration with the Council for Human Ecology, Sierra Leone (CHECSIL), a local NGO, organized three radio discussion programmes. The purpose of these discussions programmes was to sensitize the general public about the aims and objectives of the Habitat II Summit, the benefits to be derived by the participating States and the role government, local councils, service institutions, NGOs, communities and individuals are expected to play in realizing their aspirations. As a result of the interest generated by the radio discussion programmes, the MLHTCP has already developed detailed programmes that will continue until June 1996.

During this period the MLHTCP organized regional and National Seminar/workshops to discuss and finalize the National Report and National Plan of Action for Sierra Leone for the "Cities Summit" in Istanbul, Turkey. The MLHTCP also carried out educational and sensitization activities through the radio and local newspapers.

Demonstration Project at Rokupa Site

As part of the Habitat II preparatory activities and as a demonstration of its commitment to the realization of habitat II objectives, Government has provided

funding for the construction of two demonstration houses at the above site under the project - "Capacity Building for Effective Housing Delivery" - SIL/94/001.

The construction of these two houses will commence soon and it is estimated that they will be completed in June, 1996.

1.1.2 Organization of the Draft Report

The Draft National Report is presented in three volumes. Volume 1, is presented in five chapters, Volume 2, two chapters and Volume 3 deals with workshop proceedings.

Chapter 1, contains the Introduction. It presents a brief background information on Sierra Leone and describes the Habitat II preparatory process .

Chapter 2, discusses the existing situation of the various aspects of human settlement development in Sierra Leone.

Chapter 3, analyses the response of the public and private sectors, NGOs and communities to address human settlement issues.

Chapter 4, identifies the issues that hinder the sustainable development of human settlements.

Chapter 5, recommends possible interventions that are required to improve human settlements development in Sierra Leone.

CHAPTER TWO

EXISTING SITUATION

2.1 HUMAN SETTLEMENT POLICY AND PLANNING

2.1.1 Population Size, Growth Rate and Distribution

The total population of Sierra Leone grew from 2.2 million in 1963 to 3.5 million in 1985 at annual growth rates of 2.0 per cent between 1963 and 1974 and 2.3 per cent between 1974 and 1985. The 1995 estimated population of 4.5 million, is expected to be 5.9 million by the year 2010.

According to the 1985 National Population and Housing Census the population was not evenly distributed. At the regional level, the Western Area, which includes Freetown, had the highest share of the total population 13.4 per cent, followed by Kono (11.1 per cent), Kenema (9.6 per cent), Port Loko (9.4 per cent) and Bombali (9.0 per cent) districts. Bonthe (2.8 per cent), Pujehun (3.3 per cent) and Koinadugu (5.2 per cent) districts had the lowest share of the total population (Table 1).

2.1.2 Urbanization

In Sierra Leone a minimum population size of 2000 persons is the official standard for classifying settlements as urban. On the basis of this definition the 1985 National Population and Housing Census revealed that the settlement pattern consisted of over 1,000 rural settlements and only 99 urban centres. Of the urban centres, 84 were small towns with less than 10,000 persons, 4 namely, Koidu - New Sembehun, Bo, Kenema and Makeni were medium size urban centres with 20,000 or more persons and only one large urban centre, Freetown, had a population of more than 100,000 persons (Table 2).

The number of urban centres also increased from 60 in 1963 to 99 in 1985 (Table 2). This increase occurred mainly among the small sized urban centres. Table 2, also shows that whereas the number of small sized urban centres increased from 58 in 1963 to 94 in 1985, the number of medium sized towns increased from 1 in 1963 to 4 in 1985. However, medium sized towns plus Freetown accounted for 60% of the total urban population.

In 1985, though the level of urbanisation was comparatively low, it grew at an average annual growth rate of 5.0 per cent from 18.9 per cent to 31.9 per cent between 1963 and 1985 (Table 3). This growth was due mainly to rural-urban migration caused by the "push" and "pull" factors.

The distribution of the urban population was uneven. Over 50 per cent of the urban population lived in Freetown, 10 per cent in the medium size urban centres and only 9 per cent in the rest of the urban centres. Thus on the whole the pattern of urbanization was one of increasing concentration in the medium sized urban centres and particularly, in Freetown.

2.1.3 Impact of the Rebel War on Urbanization

The Liberian civil war and the rebel activities in Sierra Leone have completely disrupted the distribution patterns of population and human settlements. Rebel activities have caused considerable involuntary migration from the rebel affected areas to those large towns which are relatively safe including Freetown and its environs, as well as Bo, Kenema, Makeni, Segbwema, Daru etc. The total population of internally displaced persons in Sierra Leone has been estimated at more than 1,000,000,000. The current pattern of urbanization is unclear due to the total and partial destruction of an unknown number of towns and villages nation-wide.

In effect, whereas rebel activities have reinforced the trend towards the concentration of the population in the large towns, even if spontaneously, the activities have altered the pattern of human settlement development and distribution.

2.1.4 Human Settlement Planning Problems

Prior to the rebel war, there were a number of planning problems in the country. At the national/regional level, there was a marked imbalance in the pattern of population and human settlement distribution. That 65% of the population live in over 1000 rural settlements is a constraint to the equitable and fair distribution of investment resources in the socio-economic and physical infrastructure, services and facilities between the urban and rural areas.

At the other extreme, is Freetown the capital, which dominated and continues to dominate all other settlements, in terms of both total and urban population size. This coupled with the over concentration of investment in the socio-economic and physical infrastructure in Freetown, to the neglect of the medium sized towns, have paralysed their growth potential, thus rendering them incapable of attracting part of the flow of migrants to Freetown.

The underlying causes of these planning problems are the high rate of urbanization, accompanied by a stagnating rural sector; and the over-centralization of service and administrative functions in the capital , Freetown, to the neglect of even the intermediate urban centres.

In essence, the main human settlement planning problems have been and continue to be the:

- (i) Marked imbalance in the pattern of population and human settlements distribution;
- (ii) Dominance of Freetown, in terms of both total and urban population, over all other settlements.

Rebel activities have not only compounded these pre-war planning problems but have created new human settlement planning problems which will be discussed in Chapter 2.2

2.2. DISASTER PLANNING AND MANAGEMENT

2.2.1 Human Disaster: Rebel War

Sierra Leone has been affected by the rebel war since March 1991. Its impact has been devastating, though varying from district to district in character and intensity.

Prior to the war, there were numerous rural settlements, many of which had less than 500 people especially at the international borders. Furthermore, most of the urban centres affected by the war had developed without the benefit of proper planning.

Rebel activities have caused massive involuntary movement of the population to the relatively safe towns including Freetown and its environs, as well as Bo, Kenema, Makeni, Segbwema, Daru etc. An estimated 1.5 million people have been displaced. Of this number 1.1 million live in displaced camps throughout the country. Freetown and its environs accommodate the largest number of displaced persons. Consequently, its population has increased by more than three folds from about 500,000 in 1985 to an estimated 1.5 million in 1995. An unknown number of displaced persons are accommodated by relatives and friends nation-wide. It is estimated that over 400,000 Sierra Leoneans are refugees in Liberia and Guinea.

Rebel activities have also resulted in the complete and partial destruction of an unspecified number of rural settlements and towns. There has also been massive destruction of both public and private houses, water supply facilities, schools, hospitals, bridges and roads in many parts of the country. According to "The Preliminary Assessment Report" prepared by the Government of Sierra Leone and the United Nations Special Mission, in 1993, an estimated 30,391 dwelling houses and public buildings were destroyed in the rebel affected areas. Of this number, 80% were dwelling houses and 20% public buildings. The total estimated cost of replacing the partially and totally damaged dwelling houses and public buildings at that time was \$89,624,800. Since then, the war has escalated and the rate of destruction of settlements has increased tremendously.

The rebel war has disrupted economic activities including mining, agriculture and commerce and this has resulted in dramatic loss of revenue to the Government, placing further strain on an already overburdened economy. It has also constrained the effective implementation of the Structural Adjustment Programme (SAP). In short, the war has put an already fragile economy into disarray and has made the socio-economic environment harsh not only for the displaced but also for all Sierra Leoneans.

The extent to which land-mines have been used in this war is not known. However, in other countries where land mines have been widely used, the most important task at the cessation of hostility is to clear them. They pose serious impediments to the resettlement of the displaced people and the resumption of normal life as they affect activities at all stages of the rehabilitation and reconstruction process.

In addition to human cost, these land-mines, levy a heavy toll on the economy. Land, vital for grazing, gathering of fuelwood and cultivation of crops is usually left idle and unproductive. The death or dismemberment of thousands of civilians itself entails a considerable loss of productive capacity and the redirection of resources to help victims recover.

URBAN MANAGEMENT

2.3.1 Urban Development Process

The growth of the urban centres in Sierra Leone has been mainly due to natural increase and rural-urban migration. The migration pattern was directed mainly towards Freetown and Koidu and to the other urban centres. Table 4 shows the population of the major urban centres between 1963 and 1985. Table 4 further shows that, inspite of the rapid growth of the medium sized towns such as Bo, Kenema, Makeni and Koidu/New Sembehun, Freetown continued to be the primate city. Its population of 469,776 in 1985 was more than the combined population of all the urban centres with 10,000 or more persons (Table 4).

The rapid rate of urban population growth has been accelerated by the rebel activities. As a result of these activities there has been massive involuntary movement of people from a war affected area to relatively safe towns including Freetown and the other urban centres - Bo, Kenema, Makeni, Segbwema, Koidu-New Sebehun and Daru.

The spontaneous rapid increase in the population of the urban centres in general and of Freetown in particular has not only perpetuated poverty, increased unemployment and underemployment, but it has also created considerable stress on the already deteriorating urban environmental conditions. In contrast, the institutional machinery to cope with these problems continues to be weak and ineffective.

2.3.2. The Urban Environment

The majority of the urban population live in unsatisfactory housing conditions. A survey carried out in 1986 among 860 lower income households, spread throughout Freetown revealed that 41% of the urban poor in Freetown lived in dwelling units whose walls were constructed of either corrugated iron sheet ("pan-body") or timber ("board housing"). Considering the climatic conditions of high temperatures, heavy rainfall and high humidity, these wall materials are neither durable, nor do they provide convenient indoor living environment.

Even though an appreciable number of standard dwelling units have been constructed over the years, evidence shows that more "pan-body" than standard dwelling units have been constructed since 1985 and even though "board houses" are no longer constructed they still constitute an appreciable proportion of the housing stock.

As a result of the massive increase in its population, Freetown shows widespread evidence of substantial increase in the levels of congestion and overcrowding and unsanitary environmental conditions. In addition, there has been an intensification of slum conditions, the continued growth of the existing informal settlements and development of new such settlements near garbage dumping sites.

There has been widespread decay in the urban infrastructure, services and facilities such that water and electricity supplies and public health facilities and services are currently either inadequate or non-existent particularly in the provincial urban centres.

The sanitation situation is unsatisfactory. There is no central sewage system in the country except for a small sewage system which is only operative in a small section of

the Central Business District of Freetown. As there is no treatment facility, untreated effluent is discharged into the sea.

In the absence of a central sewage system, individual cesspits (flush toilet), pit latrines, buckets and other facilities serve as the sanitation systems throughout the country.

In Freetown, the congested living conditions, coupled with the over-reliance on the poorly constructed and ill-maintained pit latrines certainly pose public health problems, especially the occurrence and spread of communicable diseases. Maintenance of these pit latrines is poor and most often during the rains these latrines overflow, resulting in the possible contamination of surface and ground water supplies on which many households living in the informal settlements and in the newly developing sites depend.

In the provinces the sanitation situation is assumed to have deteriorated even further resulting from the non burial and inappropriate burial of the war victims.

Solid and liquid waste disposal services are inadequate and non existent in Freetown and in the provincial urban centres respectively. And in the provision of these services in Freetown, there is little or no coordination. However, more details on this topic is discussed in Chapter 2, Section 2.5.4.

Air Pollution

The extent of air pollution is not documented but it is generally believed that it results mainly from motor vehicle emissions. The problem exists largely in Freetown which has the highest number of registered vehicles, the majority of which are poorly maintained. The other major urban centres experience similar problems but on a much lower scale.

In-door air pollution, due to the use of fuelwood in poorly ventilated kitchens, is of great concern for the health of the urban and rural poor particularly women and children who are responsible for cooking meals and other domestic chores. However, the impact of indoor air pollution is not known due to the absence of reliable data.

2.3.3 Environment and Health

The poor housing and the insanitary environmental conditions particularly in Freetown, contribute significantly to the poor health of much of the population. The few studies carried out in this area indicate that many childhood deaths are caused by cholera and other diarrhoeal related diseases and malaria, all closely associated with stagnant water and solid waste contamination.

2.3.4 Unplanned Physical Growth

The urban centres, particularly Freetown, have all the manifestations of lack of planning over the past two decades. This has resulted in the existence of incompatible land uses in the city and the disorderly and the haphazard development growth of the sub-urban areas.

This haphazard spatial growth of the urban centres in general and of Freetown in particular, has had a negative impact on the environment by denuding surrounding forests, diminishing productive agricultural lands and accelerating soil erosion.

The existing urban development situation although unsatisfactory, has not yet reached crisis point. If properly managed these urban centres, especially Freetown, can develop the capacity to sustain their productivity, improve the living conditions of their residents and manage natural resources in a sustainable way.

2.4. HOUSING

2.4.1. The Housing Situation

The rate of population increase and urbanisation has not been matched by the supply of affordable housing. As a result, Sierra Leone is facing a substantial housing shortage particularly for the lower income families. This has resulted in severe overcrowding in lower income settlements in Freetown and in most other urban centres. The 1985 National Population and Housing Census indicated that the average household size is 6.6 persons. A survey conducted in Freetown among lower income households spread throughout Freetown in 1986 showed that 66.6 per cent of the lower income households lived in dwellings with three or more persons sharing one room. Studies carried out in two slum settlements - Kroo Bay and George Brook - revealed that overcrowding is even more severe in low income areas of the city where room occupancy can go up to 8 or more persons per room.

The persistence of rapid population growth and migration from rural to urban areas have triggered further deterioration of the housing situation. The Census further indicated that 64.5 per cent of the population use mud and only 26.2 per cent use cement, as walling material. Almost 80 per cent of the population use zinc as roofing material and 58.4 per cent use mud as floor material.

The majority of the households do not enjoy adequate housing services. Pit latrine is the method of sewage disposal for 63 per cent of all households. 94.1 per cent of the population use wood as a source of fuel for cooking. Only 15.9 per cent use tap water while 80.9 per cent depend on wells and rivers, for their potable water (Tables 5 - 7).

In Freetown, 24.3 per cent of the population are owner-occupiers, while 71.2 per cent of the population are renters. It should be noted here that rents for housing are extremely high when compared to income levels. On average house rents constitute about 67% of the household income.

The problems are further aggravated by the fact that the cost of new housing is beyond the reach of the majority of households. As a result this has intensified the unplanned development of unhealthy slums and squatter settlements in restricted areas including slopes of streams valleys prone to land slides, along hill-sides within forest reserves along the foreshore and near garbage dump sites.

2.4.2 Housing Supply Factors

Land

There are three major types of land tenure systems in Sierra Leone namely leasehold, freehold and communal. Land within the Western Area can be conveyed freehold while land in the Provinces is communally owned and can only be leased by those outside the community. Other forms of land occupation in the Western Area include squatting where land is occupied by people without the permission of the owner.

The efficiency of any land tenure system is measured by its ability to deliver secure tenure for land at affordable prices, when needed, in adequate quantities and in suitable locations. The major land tenure systems have not been able to adequately deliver land for housing purposes in urban areas.

In Freetown, due to the escalating land prices and the complexity of the formal land market, low income households resort to acquiring land through the informal land market, mostly found in informal settlements on the foreshore, hill-sides and valleys of streams. Other factors affecting the delivery of land in Freetown include land speculation, lack of land use planning, poor surveying practices which result in land disputes, the consequent withholding of land from the market, and inefficient land registration and management systems.

In the Provincial Urban Centres, because of the high demand for land brought about by urbanization, land prices are rising rapidly. With the absence of an adequate land registration system, there is lack of security of tenure. This results in land disputes which lead to withholding of land from the market.

Housing Finance

The overall economic situation adversely affects the availability of housing finance. Moreover, there is no long-term mortgage lending facility in Sierra Leone. When commercial banks lend for housing they do so under commercial conditions i.e. for short term and high interest rates. These loans in addition to their limited amounts are only affordable by high income households. Some financial institutions such as insurance companies do provide a limited number of housing loans to their employees. However, the completion rates of these borrowers is very low due to escalating construction costs resulting from high inflationary trends.

The Home Savings and Loans Scheme of the Sierra Leone Housing Corporation (SALHOC) established in 1986, has not been able to mobilize enough capital to commence its lending operations.

Informal housing finance is the predominant mode of financing house construction. The majority of households finance their house construction either through borrowing from the informal market or from relatives or friends or using their own resources. Detailed information on the relative importance of each type is not available. However, loans acquired from the informal market are normally short term and in small amounts. The house construction process is usually lengthy, frequently interrupted and may extend over several years.

Low priority has so far been given to housing in development budgets. The limited funds that have so far been allocated have been used to construct few highly subsidized housing projects in Freetown.

Building Materials

Building materials in use in Sierra Leone are a combination of local materials such as clay, thatch, bamboo, timber, mud and imported materials including cement, corrugated iron sheets and iron rods. The dependence on imported building materials is relatively high thus making housing construction very expensive for the majority of Sierra Leoneans.

Research work is going on in the production and use of local materials such as clay for house construction. Research and training and production of stabilised soil blocks and cement roofing sheets and tiles are also being carried out through the on-going project SIL/94/001 in collaboration with the United Nations Development Programme (UNDP) and the United Nations Centre for Human Settlements (UNCHS-HABITAT).

There are several constraints including high import duties and transportation charges associated with reducing the cost of building materials. On the other hand, promoting the utilization of Local Building Materials as a cost saving measure, is also constrained by a number of factors. These include lack of demonstration projects to promote their use and the absence of quality control mechanism. Furthermore, no facilities exist to co-ordinate and carry out research on local building materials.

Construction Industry

Little is known about the housing construction industry in Sierra Leone. No studies have been carried out lately to determine the existing situation and the issues involved with a view to improving the level of activity and the operations of the various actors in that industry.

Most housing construction activity is undertaken by the informal sector, but little is known about this sector to be able to identify its strengths and weaknesses.

Labour, Training and Entrepreneurship

The construction industry requires manpower at various levels of skill ranging from skilled to semi-skilled and unskilled labour. No inventory has been prepared to determine the current rate of use and cost implications of various types of labour. It appears however, that there is a shortage of highly skilled labour.

The present training facilities do not produce enough artisans to meet the needs of the industry. Existing facilities are unevenly spread across the country; ill-equipped and with poor conditions of service and insufficient qualified staff. There are no credit schemes to assist small scale builders and entrepreneurs to begin their own business.

The institutional framework to address labour issues is weak and does not cover the informal sector. There is a dearth of information on housing construction labour particularly for the informal sector.

Building Regulations, Bye-Laws and Standards

The existing statutory legislations forming the legal basis for guiding housing construction, namely the Public Health Act of 1927, the Public Health (Protectorate) Act of 1964, the Public Health Ordinance 1960 amended in 1970 and 1978, the Freetown Improvement Act and Rules 1960 and the Building Fees Act 1973 and the 1993 amendments thereto have been critically appraised.

It is noted that some of these legislations impose considerable constraints on the housing supply market. For example, the Freetown Improvement Act and Rules 1960 set high standards that are restrictive in their application within the country. Such standards do not provide adequate flexibility in the use of building materials and have therefore largely excluded the low income from participating in housing development except by using unapproved building materials. Sites and services project, core housing, self help and upgrading programmes have not been addressed or adequately treated in any of the above legislations.

Other constraints include the inability of successive governments to enforce these legislations; lack of understanding and co-operation by the public in general; inefficient training and low level of salaries of government personnel; and inappropriate and insufficient equipment to facilitate the enforcement process.

2.4.3 Institutional Framework

There are several institutions concerned with the housing sector at various levels of Government. Those directly related to housing include the Department of Lands, Housing and the Environment (DLHE) and the Sierra Leone Housing Corporation (SALHOC). Other relevant institutions include the Department of Development and Economic Planning, the Department of Works, the Guma Valley Water Company, the Sierra Leone Water Company, the Water Supply Division and the National Power Authority (NPA) of the Department of Labour, Energy and Power, the Sierra Leone Roads Authority, the Department of Health and the local governments.

Other related actors include the private sector, formal and informal, non-governmental organizations and community groups and large mining and insurance companies.

2.5 ENVIRONMENTAL INFRASTRUCTURE AND SERVICES

2.5.1 Water Supply

Sierra Leone is not a water deficient country. Adequate quantity of water is available from rainfall and from surface and ground sources. However, the majority of the population do not have access to potable water. Data from the 1985 National Population and Housing Census (CSO 1993) revealed that only 16% of the population has access to potable water supply system and the rest of the population obtained their drinking water from other sources (Table 8).

Currently a functioning potable water supply system exists only in Freetown, while the provincial water supply treatment facilities are dysfunctional due to lack of spare parts, fuel, chemicals and lubricants. Most of the other water supply systems have been

destroyed in the eastern and southern provinces through the direct acts of vandalism, and contamination by the rebels and through neglect by the absent communities.

Water quality is a matter of great concern, but there is very little information on the nature and extent of water contamination nationwide. Evidence that water contamination is an important problem comes from the information on the high incidence of water-related diseases so prevalent in overcrowded areas in Freetown as well as in other urban areas.

2.5.2 Energy

Energy demand in Sierra Leone is met from imported petroleum products - petrol, diesel, kerosene and fuel oil; electricity generated from thermal power and hydro electric plants and fuelwood and charcoal.

Petroleum and Petroleum Products

As a non-oil producing country, a substantial amount of foreign exchange is used to import all petroleum and petroleum products. The volume of petroleum needed to run the economy increased from 116,206 tonnes in 1992 to 137,970 tonnes in 1993 (Petroleum Unit, 1994). Although petroleum supply has been regular since 1992, the sustainability of the situation is predicated on the continued adherence by Government to the terms and conditions of the agreement signed between government and the World Bank and the uncertainty associated with the international oil market.

Fuelwood

About 90% of the population depend on fuelwood as the main source of energy for domestic use such as, cooking, heating and cottage industries that is fish-smoking/drying, tobacco curing.

The over reliance of this large proportion of the population on fuelwood has intensified deforestation around major urban centres (Freetown, Bo, Kenema, Makeni, and Koidu) along the major transport corridors and in the coastal fishing villages.

Electrical Power

Thermal power plants are operating fully and partially in Bo and Freetown respectively. The power plants, previously installed in all provincial and district headquarters towns, are not functioning due to lack of spare parts, irregular fuel supplies, neglect and mismanagement. Electricity supply is adequate and constant only in Bo and Kenema and the surrounding settlements.

Due to the failure of NPA to produce and supply adequate electrical power nationwide, mining companies, private hospitals, commercial and industrial enterprises and wealthy individuals use generating sets to meet their electrical power needs.

Hydro-Electric Power

The hydroelectric potential of Sierra Leone, estimated at 1200MW, is virtually untapped. Up to 20 sites suitable for mini-hydro plants to service provincial growth

centres have been identified but their potentials are yet to be fully assessed. So far only the Dodo hydro plant of 4 (MW) capacity on the Goma river in the Kenema District has been developed. The dam serves Kenema and Bo through a "twinning" arrangement whereby power is supplied to both towns from the Dodo plant during the rainy season and the Bo plant augments supplies to Kenema during the dry season.

The construction of the large-scale Bumbuna hydro plant, with an ultimate installed capacity of 305MW and 1460GWH (Gigawatt-hour) of electricity generation, is ongoing. Completion of the first phase (47MW capacity), including transmission to, Freetown is scheduled for early 1997.

Other Sources

Sierra Leone has abundant solar energy, agricultural wastes have also been proved to be substantial and lignite is also available in reasonable quantities.

2.5.3 Transport and Communications

The overall network of roads in the country is 11674 Km. consisting of 1203 Km of paved roads, and the remaining 10471 Km. of gravel and rural feeder roads. This is grossly inadequate. The density of the road network is estimated at 2.8 Km per 1000 population, and the quality of the road surfaces is below required standards due to poor maintenance.

Freetown has a total road network of 118 Km. of asphaltic concrete and surface-dressed surfaces. Most of the roads have deteriorated over the years. The network, including the provision of side walks, traffic signs and parking facilities is inadequate. Pedestrian and vehicular traffic especially in the central business district of Freetown is chaotic.

In the rural areas where agriculture is the main economic activity, the roads are of lateritic surface and the state of the roads is deplorable. There are many rural communities that are not accessible by road.

In Freetown, the drainage system along the roads which is partly covered and open has limited capacity for the storm water flow, and they system does not contain any outfall structures. There is indiscriminate dumping of solid waste into the drains causing blockages and overflow which subsequently damage the road surfaces.

Communications have improved in recent years and there are now telephone, telex, facsimile and postal services available in the major urban centres, and the capital city of Freetown. These services may not be available on 24 hour basis in some of the centres, due to low demand and unavailability of power.

Solid and Liquid Waste Management

The sanitation situation continues to be unsatisfactory. In the absence of a central sewage system in the urban centres (only Freetown has a small sewer serving part of the Central Business District), individual cesspits, pit latrines, bucket, and other facilities serve as sanitation systems.

The 1985 Population and Housing Census revealed that nation-wide only 7.4% of all households had flush toilets, 63% used pit latrines, 25% used bush/river and the rest use other systems such as buckets. In Freetown only 16.6% of all households had flush toilets, 73.3% used pit latrines, 6.9% used buckets and 3% used other facilities.

A study carried out in 1994 on solid waste management in Freetown revealed that the sanitation situation had in fact deteriorated slightly. Only 15 % of the population used flushed toilets, 75 per cent pit latrines, 5 per cent bucket latrines while the rest of the population used other facilities.

In the provincial urban centres in general, and in particular those urban centres that have experienced massive in-migration, the sanitation is assumed to have deteriorated even further due to increased use of the already inadequate toilet facilities.

An unknown quantity of waste is being generated from domestic, commercial and industrial manufacturing sources. In Freetown, solid waste collection system is irregular and coverage is limited. Due to restricted road access and inadequate number of skips, many areas are not serviced. The net effect of this is uncontrolled dumping of waste with all the health risks associated with it.

Solid waste collection and disposal consist of public and commercial containers. Waste is collected by skip trucks and deposited at Kingtom (to service the West) and the Kissy Brook (to service the East End) dumping sites. These dumping sites are unsanitary and they create many environmental and health hazards.

In the other urban centres there are no formal waste collection services. Where attempts are made to collect solid waste, it is simply deposited at self selected open landfill sites or any available open space, drains, streams and rivers. In many cases, domestic waste is collected in backyards where it is left to decay.

POVERTY AND HUMAN SETTLEMENT DEVELOPMENT

During the 1960s, with low inflation and a healthy fiscal and foreign exchange position, the economy grew nearly 4 per cent per year. The oil crisis in 1973 notwithstanding, economic growth continued in the first half of the 1970s. Gross Domestic Product growth slowed to about 1 per cent per year between 1975 to 1980 primarily because of falling production from the mining sector, as iron ore was exhausted and alluvial diamonds depleted. In the first half of the 1980s, the economic situation deteriorated further. Budgetary revenues declined sharply in the second half of the 1980s and investment in social and physical infrastructure failed to keep pace with population growth. As a result, infrastructure was not maintained.

Available statistics reflect this state of affairs. Twenty five per cent (25%) of the children under the age of five are malnourished. Mortality rate is 10 per 1000 live birth representing one of the highest rates in the world. Life expectancy is now 39 years (UNDP, HDR 1995). Almost 60% of the population (2.4 million) has no access to safe drinking water and sanitation. Adult literacy is also one of the lowest (8% for females and 22% for males) in the world (UNICEF, S/L 1993). According to the 1992 census of schools and teachers, girl enrolment rates continued to decline and are at a dismal 35% for primary schools and 11% for secondary schools. In 1990 GDP growth was

negative. Per capita income in 1991 was only US\$210, making Sierra Leone one of the poorest countries in the world (World Bank Report, 1993). It is little wonder, therefore, when the UNDP in 1990 ranked Sierra Leone 159 out of 160 countries, in terms of human development. (World Bank, 1993).

Poverty and Human Settlement

Statistics relating to the well being of people indicate that poverty is wide spread. It is estimated that about 70% of the population live in absolute poverty and with the war the claim that about 90% of the population is now living in poverty is not far fetched. This means people lack the financial and material resources to improve their conditions. This has forced more people to live in slums and informal settlements because they cannot afford the exorbitant rent for decent accommodation elsewhere. e.g. Kroo Bay, George Brook, Kanikay, Ginger Hall, Old Wharf, etc. Of course we are all too familiar with the nature of housing (corrugated iron sheet housing normally referred to as pan body and timber housing referred to as board house), the level of access to potable water (1 tap to many), sanitation facilities, source of energy for lighting and cooking in those areas. The low quality of human settlements particularly housing, and environmental infrastructure and services reflect the state of poverty in the country.

2.7 EMPOWERING COMMUNITIES (PARTICULARLY WOMEN AND YOUTHS) IN HUMAN SETTLEMENT DEVELOPMENT

2.7.1 The Situation of Women

Women constitute approximately 50% of the population in Sierra Leone, and they do not suffer overt discrimination or barriers. They tend to have equal access politically, socially and economically. Nevertheless, women have lagged behind in all spheres of development due to gender bias rooted in traditional beliefs and practices.

In Sierra Leone as in other developing countries, women generally perform roles which directly and indirectly contribute significantly to human settlement management. Among the direct roles are preparation of food for work, use of energy in the domestic sphere, waste disposal and the maintenance of sanitation and a disease free domestic environment. The indirect roles played are the promotion of family welfare.

In the rural areas, women depend on the resource base: water, land, and forest resources for their survival. However, in the process of deriving their needs from the environment, women are unintentionally destroying it.

Women's domestic work, as well as their engagement in small scale industrial enterprises such as in food processing, fish smoking and soap making, depends to a large extent on the use of biomass energy especially fuelwood and charcoal. Due to the comparatively high prices of sources of energy, most households still continue to use fuelwood or charcoal for cooking. In poorly ventilated homes, indoor pollution particularly from smoke, can adversely affect the health of households, especially the very young and old.

The over-dependence on fuelwood has contributed towards deforestation especially around the large urban centres, major transport corridors and in the coastal fishing villages. This has increased the burden on poor urban women and children as they have to walk long distances into the forest to get fuelwood and food. As a result, less time is spent on leisure and family care. The shortage of fuelwood may lead to loss of income by women who in most cases collect and sell fuelwood or use it to produce charcoal. Furthermore, the long distances women have to walk to collect fuelwood can also have adverse consequences on their health.

Women play a vital role in procuring and using water. As water sources become polluted or dry up, obtaining water becomes difficult. The women have to walk long distances, wait longer at water points and carry heavy loads. Alternatively, unsuitable sources such as ponds and unsanitary streams may be used.

The majority of women in the urban areas live in the slums and informal settlements where they are exposed to adverse living conditions including poor housing, insanitary environmental conditions, indoor air pollution and increased health risks. For a study carried out in 1991 in two slum areas - Kroo Bay and George Brook, revealed that the major causes of high infant and child mortality are environment related diseases such as cholera and diarrhoea related diseases, malaria and worm infestation.

Although efforts are being made to improve the living conditions in some selected areas in Freetown, the special needs of women are still ignored.

In the urban formal sector in Sierra Leone, the majority of women are in the clerical grades both in public and private sectors. Relatively few are found at the top management level.

However, women dominate the urban informal sector which has considerable potential for socio-economic development. The majority of the urban women are engaged in income generating activities such as petty trading, market gardening, gara-dyeing, soap making, catering, sewing and osusu. These activities have positive and negative impacts on the urban environment. For instance, petty trading contribute significantly towards minimizing the level of employment particularly amongst women and youths and also generate income. However, the rapid and uncontrolled increase in the level of street trading particularly in the Central Business District (CBD) of Freetown has resulted in the deterioration of its environmental quality.

Although in Sierra Leone, education opportunities are equal for both sexes, at all levels of education the enrolment, retention and attainment rates are higher for males than females. Latest information available indicate that 18% more boys than girls are enrolled in primary and in secondary schools, while at the University level the ratio is two males to one female.

The two major causes of gender disparity in education are early female marriage, and teenage pregnancy among school girls, which lead to a higher drop-out rate amongst girls. Furthermore, more girls than boys are kept at home, especially in poor households, to undertake domestic chores and economic activities.

Women's education to a large extent has significant social and economic impact, as it affects the jobs they hold, their reproductive roles, the education and survival of their

children. Higher levels of education show positive correlation with the age at marriage and knowledge on fertility. In addition educated women are better equipped to manage human settlement development.

2.7.2 The Situation of the Youths

Youths, that is, those aged up to 30 years, constitute over 60% of the population. Their involvement in human settlement development is, therefore critical, although their past role has so far been minimal. However, during the last three years the Youths have become increasing involved in the management of the urban environment at the community level. Today, the Youths are actively engaged in urban management activities such as the "Keep the City Clean Campaign" organised by the Department of Health and Social Services and the "Hill-side Slope Protection" and the "Green Belt" Projects funded by the European Community and this role has been recognized and coordinated by the Department of Agriculture and Forestry and the Department of Lands, Housing and the Environment.

CHAPTER THREE

THE RESPONSE

3.1 HUMAN SETTLEMENT POLICY AND PLANNING

3.1.1 Human Settlement Policy

No human settlement policy has been formulated. This in effect means that macro-economic policies continue to be implemented without the complementary spatial policies.

3.1.2 Human Settlement planning

Regional (Physical) Planning

A National Urbanization Plan was last formulated in 1965. Using the 1963 National Population data and data from other sources, the plan outlined a hierarchy of urban centres to guide the future pattern of urbanization. To ensure the integration of spatial dimensions into regional (economic) plans the plan proposed the preparation of regional(physical) development plans. The plan also proposed the preparation of urban development plans for a number of selected urban centres including Freetown, Bo, Kenema and Makeni, to ensure the integrated development of these urban centres and their immediate regions.

Unfortunately, the plan was never implemented and no further attempt has been made to prepare and implement a national urbanization plan. In effect no attempt has been made ever since to influence the pattern of urbanization through regional (physical) planning.

3.2. DISASTER PLANNING AND MANAGEMENT

3.2.1 National and International Response

Government's initial response to the disaster situation occasioned by the rebel war was the establishment of the National Relief and Rehabilitation Committee (NARECOM) with the responsibility of co-ordinating all relief and rehabilitation assistance to displaced persons, refugees, returnees and the war affected areas.

Thereafter, a number of other measures have been instituted. In 1993 the implementation of a UNDP funded programme (SIL/93/001) "Assistance for the Rehabilitation of War affected Areas" started in selected chiefdoms, to reduce dependence on food relief. In the same year, a quick action appeal programme was launched by NARECOM to solicit assistance to meet critical relief needs of the affected population.

To further complement Government's efforts, the international community, UN Agencies, National and International Non-Governmental Organizations have responded significantly to the plight of the war victims by providing clothing; building materials; food; health, water and sanitation facilities in various camps and urban centres.

Furthermore, a draft National Housing Policy which took cognisance of the need to resettle and reconstruct war affected areas has been formulated. One of its guiding principles is to promote the extension and commercial application of appropriate technology and the development and use of local building materials. Implementation of the pilot project, in selected safe areas, will be through the MLHTCP in collaboration with SALHOC and NARECOM, under the GOSL/UNDP/UNCHS (HABITAT) sponsored project "Capacity Building for Effective Housing Delivery"-SIL/94/001.

Another aspect of the response system is reflected in the draft GOSL/UNDP framework for policy guidelines on rehabilitation, peace-building and conflict-resolution.

At the request of Government, a UNDP-led inter-agency mission was set up in October 1993 to assess the relief and rehabilitation needs of war affected areas. Its report formed part of the proposed NARECOM/SECTORAL National Integrated Programme for Rehabilitation and Reconstruction of the War Affected Areas of August 1994. However, the report needs to be modified as the parameters of the war changed since January 1995.

In addition, local communities have played vital roles in assisting the displaced population. Through socio-cultural practices and other coping mechanisms, families have provided accommodation and other basic necessities for their displaced relatives and friends.

In its efforts to ensure an efficient machinery to cope with the above responsibility, Government has created the Ministry of Resettlement, Rehabilitation and Reconstruction.

3.3 URBAN MANAGEMENT

Successive governments have made efforts to ensure the proper management of the urban centres. These have included creating the institutional and legislative framework, and undertaking specific programmes and projects, to improve the urban environment.

3.3.1 The Institutional Framework

National Level

At the national level various Departments have been created and assigned specific roles and functions. The Housing, Town and Country Planning Division (HTCP) in the Ministry of Lands, Housing, Town and Country Planning (MLHTCP) has the overall responsibility for human settlement policies, programmes and projects.

The Sierra Leone Housing Corporation (SALHOC) was created in 1982 under the supervision of the MLHTCP. The Corporation is vested with powers which include development of land for residential and community purposes, construction of houses, provision of housing and building materials loan, construction of houses for middle and low income families and management of housing estates.

Local Level

The local authorities - Freetown City Council, the Bo Town, Kenema Town, Koidu New/Sembehun and Makeni Town Councils and the Sherbro Urban District Council - were created to manage their respective areas of jurisdiction. The main duties of the City and Town Councils are to:

- (i) Clean and maintain all public roads, streets, lanes, bridges and culverts.
- (ii) Provide and maintain markets and slaughter houses.
- (iii) Provide and maintain public cemeteries and graves.
- (iv) Provide and maintain public conveniences, dustbins and other sanitary structures.
- (v) Arrange for the removal of refuse and
- (vi) Provide and maintain Town Halls and the necessary offices for the Council and its Officers.

Thus these Local Authorities do not undertake physical planning and development control activities and provision of urban services and facilities such as water, electricity waste management, within their areas of jurisdiction. These and other activities necessary for the growth and development of the urban centres are carried out by the

central government institutions and parastatals, and as already noted these functions are not effectively and efficiently carried out.

3.3.2 The Legislative Framework

The Town and Country Planning Act, (TCPA) Cap 81, as amended, and the Freetown Improvement Act (FIA), Cap 66, as amended, provide the legislative framework for carrying out human settlement activities.

The TCPA provides the legal basis for physical planning and urban development planning in the whole country. But so far, the provisions are effectively applied only in the declared Town Planning Areas of Greater Freetown, Bo Town, Kenema Town, Makeni, Koidu/New Sembehun and the Kaffu Bullom Chiefdom. Planning Services are, however, carried out in other areas by Health Inspectors of the Department of Health and Social Services.

The FIA provides the legal basis for the control of development in the Greater Freetown Planning Area. In the other Town Planning Areas, and other urban centres, the Public Health Act of 1978, as amended, is the legal basis for control of development.

Urban Planning

Planning at the urban level has been an equally neglected activity. As a result, the urban centres have been growing and continue to grow, spontaneously unguided by any urban development plan.

Local Planning

Planning at the local level mainly includes the preparation of sub-division lay-out plans for the undeveloped sites in the urban centres and in Freetown. Overall, these sub-division lay-out plans are not prepared in accordance with sound town planning principles. Besides residential land use, these plans make no provision for other land uses, show no regard for the rational distribution of town lots or any efficient circulation pattern and the future development of community facilities and services. In terms of residential development, housing construction precedes the provision of services, especially roads, water and electricity supplies. Currently there is a lull in local planning activities especially in the Provinces, due to the rebel war. In Freetown sub-division lay-out planning activities are being carried out in an uncoordinated manner.

3.3.3 Environmental Policy

In 1990 Government formulated the National Environmental Policy (NEP), whose goal is to achieve sustainable development in Sierra Leone through sound environmental management. One of its objectives is to secure for all Sierra Leoneans a quality of environment adequate for their well-being.

Sectoral goals and policies are provided for all sectors including human settlements. The goal of this sector is "to ensure planned and rational use of space in the development of human settlements and the provision of appropriate infrastructure, services and amenities conducive for development and the promotion of the quality of life and the preservation of the environment".

To achieve the above goal the following policies will be pursued in the area of Human Settlement:

- (i) Establish recreational space and greenbelts, especially in urban areas.
- (ii) Maintain an acceptable balance in the allocation of land-use functions, including the containment of urban sprawl on prime agricultural and/or recreational land.
- (iii) The preparation and implementation of urban plans and the development of strategies for the rapid growth of urban settlements.
- (iv) Adopt a national housing strategy which would address the issue of providing adequate housing for a rapidly growing population and
- (v) Give support towards the implementation of the relevant national policies (population, housing, health etc).

- (iii) Improvement of the Guma Valley Water Company's water supply system and operations by reducing water leakage, carrying out a metering of service supply and improvement on the connection system.
- (iv) Strengthening the institutional capacity of the Sierra Leone Roads Authority to manage and coordinate the implementation of the project, and the Freetown City Council's capacity to carry out routine maintenance of roads and other infrastructural facilities.
- (v) Technical assistance including studies to address longer term issues concerning the infrastructural development of Greater Freetown, solid waste management, water supply and sewage, organisational and financial review of the Freetown City Council and traffic management in the city.

The implementation of the FIRP is not proceeding on schedule. There have been considerable setbacks in the implementation of the roads component of the project. The main bottle neck appear to be the lack of coordination of activities between the various institutions providing the services and the company responsible for the roads sub-sector. The improvement of the six community/slum areas by providing roads, foot-paths and drainage, water supply, toilets, sanitary and solid waste disposal facilities is being carried out without the participation of the affected communities. The sustainability of this sub-component is in doubt. There is conspicuous lack of a housing component in the whole project, even though housing is a very serious urban problem.

The implementation of the third component of the project, especially carrying out a metering of service supply and improvement on the connection system, initially met with resistance from the public. This was due mainly to the failure of Guma Valley Water Company to educate the public on the benefits to be derived from metering of service supply and improvement of the connection system. Work on installing the metres in the city is now in progress.

3.3.6 The Freetown Structure Plan and Investment Programme Preparation Study

The structure plan is intended to put in place a strategic planning framework to determine the medium and long term growth characteristics of the city and to enable the preparation of appropriate development programmes.

The study will assess the past, present and future demographic trends, carry out land use and land capability assessment, calculate housing infrastructure and institutional requirements, among others activities.

The investment programme will allocate future resource requirements for each of the urban management related sectors and determine priorities on a short, medium and long-term basis. It will also propose a detailed 5 year investment programme and implementation schedule.

- (vi) Effect inter-departmental and inter-agency co-ordination in the development and management of human settlements.
- (vii) Achieve a balance between population and resources which will permit economic development and improve standard of living throughout the country.

3.3.4 National Housing Policy

Government has also formulated the National Housing Policy which aims at providing convenient and affordable housing for its citizenry. One of the guiding principles of this policy is that the new role of Government is an "enabler" and "facilitator". This means that the role of Government will be to provide an enabling environment for the mobilisation of resources from the private sector, and utilizing the potentials of communities in the housing development process.

The creation of the enabling environment would include the provision of the appropriate legislative and administrative framework, and an appropriate housing finance system. Government will also set up an effective land delivery system that ensures affordability and secure tenure. The use of appropriate technology and materials will be emphasized and promoted through training.

3.3.5 The Freetown Infrastructure and Rehabilitation Project

Government is currently implementing a World Bank Funded Freetown Infrastructure and Rehabilitation Project. This project is aimed at improving the quality of life and environmental conditions of the residents of Freetown. The project provides for essential infrastructure including roads and drainage, solid waste management, water supply and sanitation. It will also attempt to sensitize the residents on the need for hygiene and environmental sanitation, in collaboration with local NGOs, through their community programmes, and to define and establish a framework for long term urban management of Greater Freetown as well as the other major urban centres in Sierra Leone.

The Project has five components:

- (i) Urban upgrading; including the improvement of:
 - (a) six community/slum areas by providing roads, foot-paths and drainage, water supply, toilets;
 - (b) sanitary and solid waste disposal facilities;
 - (c) six city centre markets by providing water supply, toilets and ablution facilities, garbage collection and disposal facilities, and repairs to market buildings and solid waste operation and management.
- (ii) Rehabilitation and upgrading of access roads in the project areas.

3.4. HOUSING

3.4.1 Public Sector Response

Government intervention in the housing sector dates back to the colonial period. In 1929, a housing scheme was initiated by the Municipality of Freetown with Government providing the initial seed capital. Also a civil service housing loan scheme came into being in 1952. This scheme however provided housing loans only to senior civil servants. This scheme, however, failed due to lack of adequate resources.

Government created the Ministry of Housing and Country Planning to address the housing and planning problems in the country. Despite the creation of this Ministry in 1961, there was no explicit housing policy to guide the formulation of housing programmes and projects and monitoring of their implementation until 1994 when the National Housing Policy was formulated.

In the absence of a policy framework, the Ministry had to rely on ad hoc housing related policy statements made by top politicians and civil servants, and on the programmes and projects of the five year socio-economic development plan.

3.4.2 Housing Programmes

The 1974/75-1978/79 National Development Plan, estimated the annual housing need at 10,000 housing units for the whole country i.e., 5,000 each for both urban and rural areas. However, due to Government's financial constraints, the plan envisaged public sector contribution of 800 completed dwelling units, 600 core-housing and 1,600 serviced plots over the five year period, for low income families.

At the end of the planned period, only 300 housing units out of the planned 800 units were actually constructed by Government. Neither the 600 core-houses nor the 1,600 serviced plots were implemented. The number of new public sector housing units has risen to 936 over the past few years. This figure includes 60 villages at O.A.U. Village, Hill Station and 218 units at Goderich.

The level of implementation of all housing projects undertaken during the planned period in the public sector was low. This was due to the fact that annual allocation of development funds for housing during the planned period did not march the planned investment, a reflection of the low priority accorded housing at the time.

3.4.3 Low Cost Housing Projects

Two major attempts at providing public sector housing for low income families are the Kissy Low Cost Housing Estate and the Goderich Housing Estate.

(i) Kissy Low-Cost Housing Estate

The first set of low cost houses was built at Kissy immediately after independence. These were mostly one and two and few three bedroom houses using external bucket latrine system which became a health and environmental hazard. These houses were

allocated and inhabited by the target low income groups. The construction of the second set of two and three bedroom houses commenced in 1982 but was aborted due to lack of funds.

In the late 1970s, improvements were made to the sanitation system in the first set of low cost houses and improved housing designs were introduced. These improvements, however, led to serious consequences, principal among them being, a substantial increase in the unit cost of dwelling resulting in the fewer construction of housing units. In addition the housing produced attracted higher income groups who eventually became beneficiaries of most of the new housing units marginalising the low-income families for whom the development was intended.

(ii) Goderich Housing Estate

This Project started as a low-cost housing project but ended up as a high-cost estate. The estate consists of 218 housing units, a day-care centre, a primary school and recreational areas. The Project cost totalled US\$4.2 million.

Government took over the estate and allocated it to the military after reaching a negotiated agreement with the Sierra Leone Housing Corporation (SALHOC).

Government's efforts to improve the deteriorating housing situation has involved the formulation and implementation of two housing projects with the assistance of UNDP

and UNCHS-HABITAT. These include "Improving Affordability of Shelter"-SIL/91/002, and Capacity Building For Effective Housing Delivery-SIL/94/001.

3.4.4 Improving Affordability of Shelter - SIL/91/002

This Project is jointly sponsored by the Government of Sierra Leone and UNDP with UNCHS-HABITAT as the executing agency. The project had four objectives namely.

- (i) To assist the Government to formulate a national housing policy and a donor support shelter strategy document.
- (ii) To establish an effective mortgage/lending system and an innovative non-conventional credit mechanisms for building materials and housing loans to low income families for new home construction or improvement in both urban and rural areas, on affordable terms and conditions.
- (iii) To increase the affordability of shelter by reducing the cost of building materials, use of economic house type designs and appropriate technology in house construction.
- (iv) To assist Government to develop and strengthen the institutional capacity of the principal actors in the housing sector i.e. DLHE and SALHOC.

Implementation and Assessment

Objective one was successful as the Draft National Housing Policy Document which has been prepared was a result of research, analysis and broad-based participation of the major actors in the housing sector. The report, however, does not include in-depth analysis of rural housing problems and does not assign functions to the other key players in the sector.

Objective two has not been achieved due to lack of resources. However, a report was prepared to provide guidelines for lending operations.

Objective three has partially been achieved. This objective aims at reducing the cost of building materials through the popularisation of carefully selected indigenous/local building materials throughout the country and establishing Building Materials Production and Training Centres in strategic locations. These centres were to be set up sequentially rather than simultaneously so that lessons learned are carefully studied and evaluated before establishing the next centre.

The level of success of this component of the project has been determined by a number of achievements including the fabrication of low cost machinery especially the hand-operated vibrating machines, successful transfer and adaptation of low cost technologies for production, the use of sand-cement tiles/sheets and stabilised soil blocks and the training of young males and females from the poor communities of Freetown and the displaced persons from the war affected areas.

3.4.5 SIL/94/001-Capacity Building For Effective Housing Delivery

Project Description

The Project aims to develop and strengthen the institutional capacity of central and local institutions of the Government and the private sector to effectively plan for housing delivery through support to, and training of, the MLHTCP staff, local communities and builders. Focus will be on training the displaced people especially the women and youths in order to prepare and empower them with building skills for gainful employment and for effective participation in the rehabilitation and resettlement programme. The Project will, therefore, emphasize training, expansion of the commercial production of affordable building materials and the introduction of non-conventional credit mechanisms to support the small-scale entrepreneurs and NGOs in their shelter initiatives.

To achieve the above objective, the project aims to:

- (i) Establish a Housing Data Base and Documentation Unit within the MLHTCP with capacity for collecting, analysing, managing, recording, storing and retrieving information/data on housing conditions and other related issues i.e. land, finance, building materials etc. in the country, and developed housing and urban indicators initially making use of proven indicators developed by UNCHS-HABITAT.

- (ii) Develop comprehensive and realistic housing strategies, programmes and projects which will focus on low and middle-income housing projects including sites and service projects, slums and squatter settlements, upgrading projects, core housing and rural housing projects.

Project Implementation Arrangements

A Project Implementation Unit has been created within the MLHTCP with a full complement of staff. The PIU has four components namely:

- (i) Staff training and setting up of a housing Database/Documentation Unit within the DHTCP.
- (ii) Staff training and setting up of a land management and information system within the Division of Lands and Surveys.
- (iii) Staff training and the development of realistic housing strategies and programmes within the MLHTCP.
- (iv) The training of local builders and displaced persons, at the two Building Materials Production Centres in Freetown and Bo.

The Project Steering Committee (PSC), drawn from the relevant of Government Departments, Local Authorities and NGOs, will give guidance and direction to the PIU.

Private Sector Housing:

The Private Formal Sector

Events in the private formal sector are difficult to describe with any degree of certainty due to lack of reliable data. However, available data indicate that housing development by the private formal sector has tended to concentrate on relatively expensive housing for the high income groups.

Housing development undertaken by middle income households is piecemeal and is spread over a long period of time due to the inadequate availability of resources. As a result, the quantity of completed housing units are inadequate.

The Private Informal Sector

Even though both the public and private formal sectors have produced an appreciable number of standard housing units over the years, evidence however, shows that the private informal sector has constructed more housing units than both these sectors. However, these housing units are usually constructed on marginal lands such as the hill-sides slopes, the foreshore, slopes of stream valleys and are generally unplanned. The housing units produced are mostly substandard and are constructed of temporary building materials.

3.5 ENVIRONMENTAL INFRASTRUCTURE AND SERVICES

After independence government embarked on a programme to mobilise funds for the formulation and implementation of infrastructure improvement and development programmes. The preparations for the 1980 OAU Conference led to some improvement in electricity and water supply and transport and communications. However, the decade following the OAU Conference witnessed serious decline in the economy which led to substantial deterioration in the infrastructure.

3.5.1 Water Supply

In the area of water supply, Government initiated a number of measures to provide adequate quantity and safe drinking water on sustainable basis in both urban and rural areas. These included improvement to and extension of the water supply system in Freetown; the provision of water supply treatment facilities in all provincial, district and most chiefdom headquarters towns and the construction of reinforced concrete lined drilled wells, spring boxes and simple gravity systems in the rural areas. Government has established a number of institutions to manage water supply see Annex 3).

In addition a number of NGOs and Donor Agencies are also involved in the provision of rural water supply.

3.5.2 Electricity

To improve electricity supply, Government has also implemented series of programmes. In Freetown, the thermal power plants have undergone considerable rehabilitation. As a result, electrical power supply has improved. The thermal power plant at Bo has also been rehabilitated and is in full operation.

The hydroelectric potential of Sierra Leone, estimated at 1200MW, is virtually untapped. Up to 20 sites suitable for mini-hydro plants to service provincial growth centres have been identified but their potentials are yet to be fully assessed.

So far only the Dodo hydro plant of 4 (MW) capacity on the Goma river in the Kenema District has been developed. The dam serves Kenema and Bo through a "twinning" arrangement whereby power is supplied to both towns from the Dodo plant during the rainy season and the Bo plant augments supplies to Kenema during the dry season. The construction of the large-scale Bumbuna hydro plant, with an ultimate installed capacity of 305MW and 1,460GWH (Gigawatt-hour) of electricity generation, is underway. Completion of the first phase (47MW capacity), including transmission to, Freetown is scheduled for early 1997.

The United Nations Industrial Development Organisation (UNIDO) is implementing a pilot project for the use of solar photovoltaic panels for lighting in health centres in some parts of the country.

An energy policy has been formulated. The strategy focuses on ensuring that adequate and reliable electricity and petroleum supplies are available, as well as strengthening the institutional framework for effective energy sector management and energy conservation. In the long term, the strategy is geared towards exploiting the country's huge hydro potential, effective forest resources management and promoting the development of new and renewable energy sources and technologies.

An Energy Unit exists in the Department of Energy and Power with responsibility for energy planning and policy analysis, energy conservation, development of renewable energy sources and technologies, and energy information systems development. However, the Unit is not functioning effectively due to lack of human and financial resources.

3.5.3 Transport and Communications

Inter-urban road construction has also been undertaken; Makeni-Kabala, Bo-Kenema, Kenema-Taiama, Freetown-Waterloo and more recently Waterloo to Masiaka. In spite of this development, the road network is still inadequate and most of the roads are in a poor state of repair. The rural areas where agriculture is the main economic activity, have lateritic sub-standard roads.

Communications have improved in recent years and there are now telephone, telex, facsimile and postal services available in the major urban centres, and the capital city of Freetown. These services are available on 24 hour basis in Freetown but not so in some other centres, due to low demand and unavailability of power.

Institutional changes have also been carried out to ensure effective provision and maintenance of transport and communication services. Sierra Leone External Telecommunications (SLET) has been merged with Sierra Leone National Telecommunications Company (SLNTC) to form Sierra Leone Telecommunications (SIERRATEL), the Sierra Leone Roads Authority (SLRA) and the Sierra Leone Postal Services (SALPOST) have been set up as semi-autonomous bodies (Annex 3).

The newly established Sierra Leone Roads Authority (SLRA) is now charged with the responsibilities of roads development and maintenance. The Authority was established by the SLRA Act of 1992 to take over such responsibilities from the Department of Works (DOW) following an organisational and management study of MOW Roads Department during 1988-89 funded by UNDP.

With the establishment of Sierra Leone Roads Authority, the road sector is showing signs of improvement nationwide. Existing roads are being rehabilitated and new ones under planning and construction. The Authority is currently implementing the Third Road Rehabilitation Project, and also certain components of the Freetown Infrastructure and Rehabilitation Project funded by the World Bank.

3.5.4 Solid and Liquid Waste Management

The Federal Republic of Germany supported the Government in 1980 in establishing a solid and liquid waste management system for Freetown and surrounding areas. The programme, the Freetown Waste Disposal Project financed by the Kreditanstalt für Wiederaufbau (KfW), initially focused on providing technical equipment, execution of construction works, and providing technical and advisory services. The Ministry of Health and Sanitation is the institution responsible for waste management (Annex 3). But as noted already in Chapter 2.3 "Urban Management" the service is far from satisfactory, that is, garbage collection containers are too few and misused, storage at landfill sites is poorly handled and carried out without appropriate control procedures, and incinerators burning the refuse contaminate the air contributing to respiratory diseases in the communities.

A study has been carried out under the World Bank Freetown Infrastructure Rehabilitation Project to assess and evaluate the existing waste management system in the city and define options for providing appropriate solid and liquid waste management services in the Greater Freetown area. The study has defined appropriate institutional and regulatory mechanisms, taking into consideration the economic and social factors of the country to formulate a comprehensive system which is both cost-effective and operationally feasible.

3.6 POVERTY AND HUMAN SETTLEMENT DEVELOPMENT

As noted already, poverty is widespread in both the urban and rural areas. People lack the financial and material resources to improve their conditions. Poverty has contributed to overdependence on fuelwood even though it contributes to deforestation and soil erosion. It has also forced more people to live in slums and informal settlements.

Successive governments have not been unaware of the state of poverty. Over the years National and International Non-Governmental Organizations and the Government of Sierra Leone have been implementing policies, programmes and projects geared towards alleviating poverty in Sierra Leone. Due to the large number of these policies, programmes and projects, only few are selected to indicate their nature and scope and how far their implementation has contributed towards alleviating poverty.

3.6.1 Government Response

Government response to alleviating poverty is mainly through three institutions: National Aid Coordinating Secretariat (NACS), the National Authorising Office (NAO) and Social Action and Poverty Alleviation (SAPA) programme.

The National Aid Coordinating Unit was set up in 1986 to coordinate aid in general but ended up only coordinating food aid (PLO 480 from the US Government). The Secretariat receives commodities, mostly rice and wheat, from the USA. These commodities are sold and the proceeds are used to finance projects. Up to 1992 only grants were given directly to farmers associations, institutions, NGOs, to improve their conditions and alleviate poverty. In 1992, the system of funding projects changed from

outright grants to a loans/grant system. The loans are for farmers and institutions such as farmers Banks while grants are for social projects such as schools, health centres and community stores. In the area of grants, primary schools, health centres and stores and accompanying dry floors have been built/constructed in various regions of the country.

The Secretariat manned by a Director and an Aid officer consider between 300 and 400 projects for allocation annually. The increase in the work load have lead to inadequate monitoring resulting in incomplete projects or non establishment of projects. The time duration of one year for loan repayment was too short leading to poor loan repayment.

The National Authorising Office was established in 1987 to coordinate the European Economic Commission Aid. The European Commission programme focuses on the strengthening of supply response of the economy and the improvement of social services. the budgetary component of the General Import Programme (GIP) enhances efficiency and equity of public expenditures and contributes to a restructuring of recurrent expenditures towards the social sectors (health and education) and agriculture.

Of the broad areas identified and prioritized for the 1994/1995 - 1995/1996 budgets relate to adult education, health, income generation activities, primary and vocational training, retrenched workers. The coordination of funds is thorough and projects considered for funding are in the priority areas and in line with the national development programme. The demerit, however, is the long process of the paper work which causes delay in the timely implementation of projects.

The Social Action and Poverty Alleviation (SAPA) Programme was established as an NGO in 1992 by the African Development Bank and the Government of Sierra Leone within the Department of Development and Economic Planning, to mitigate the

economic and social impacts of the implementation of the Structural Adjustment Programme on the vulnerable groups such as women, children and the handicapped.

The SAPA Programme is funded jointly by the Government of Sierra Leone (GOSL), the African Development Bank, the European Economic Union and other donors including the World Bank. With the rebel war, SAPA's responsibility has been extended to include displaced persons whose economic base have either been destroyed or severely damaged.

Of the total funds already committed by Government, the African Development Bank and the European Union, 34% is allocated for health related projects; 25% is for the provision of education materials and school rehabilitation; 14% to retrenched workers and 17% to orphanages and war handicapped.

Many poverty related micro projects, have been financed by SAPA. A large proportion of these funds are used to re-train retrenched workers from the public sector, the disabled persons and for income generating activities.

Though relatively new, the SAPA programme has created impressive impacts particularly through its social safety net projects. These projects emanate from the communities and are, therefore, demand driven. This means, these projects are responsive to the expressive needs of the intended beneficiaries. SAPA has also contributed towards the creation of employment/jobs for tradesmen and artisans including women, particularly, in the field of carpentry, masons, electricians etc, as SAPA contracts mostly Sierra Leonean companies and individuals to undertake activities on behalf of SAPA.

In spite of its relative success, SAPA suffers from the cumbersome procedures for releasing funds and not all aid donors are contributing to SAPA as the focal point for poverty alleviation.

3.6.2 International NGOs

CARE-Sierra Leone has been engaged in activities in support of employment promotion. These include managing the Peace Corps Programme and the construction of feeder roads, (East and North), water wells, latrines and sanitation (Moyamba) and village marketing centres (Kenema). Presently the organization is involved in Sustainable Agricultural Village Extension Service (SAVE) in the Moyamba district and refugee relief.

Plan International a humanitarian child-focused development organization started operating in the country in 1976. Its programme is geared towards achieving sustainable improvement in the quality of life for children through a process which enables the families and communities to define address and meet their basic needs in the areas of health, education, community development and income generation.

Catholic Relief Service is the largest relief service organization in Sierra Leone. Its main activity is the provision of relief service but supports health and community development activities.

United Nations Agencies such as UNDP, UNCHS, FAO, WHO, UNICEF, ILO etc, are implementing programmes and projects related to poverty alleviation in Sierra Leone. On the whole the focus is on health, education, nutrition and income generating activities at the community level.

3.7 EMPOWERING COMMUNITIES (PARTICULARLY WOMEN AND YOUTHS) IN HUMAN SETTLEMENT DEVELOPMENT

In the past, not much attention was paid to community development at the urban level. However in recent years, as a result of the recognition of the role of women and youths in development, various measures have been taken to create a conducive environment for the participation of women and youths in development. The newly democratically elected Government has created a Ministry of Gender Affairs and Children to coordinate the activities of women and children.

Women's Organizations

A Women's Bureau has been created in the Department of Health and Social Services to seek the welfare of women generally and for the inclusion of women's issues in national development. Efforts are being made to establish branch offices in all provincial headquarters towns to enhance the full participation of the rural women in gender programmes.

A Gender Desk has also been set up in the Office of the Head of State to co-ordinate women's development programmes through out the country. The main role of the Gender Desk Officer is to coordinate Women's activities and to liaise with Government in ensuring that women's issues are integrated into the Government's socio-economic policies, programmes and projects.

The Sierra Leone Women's Development Movement (SILWODMO) was formed recently as an umbrella organization for all grass-root women's organizations. SILWODMO promotes the activities of these organizations through a revolving loan scheme, pre-school nursery activities and mobilizing resources from national and international agencies to fund income generating activities of women at the grass roots level.

Other women's groups exist including, National Organization for Women, and Women's Association for National Development. These groups are essentially involved in income generating, information, education and communication and activities concerning reproductive health of women.

The Department of Internal Affairs and Rural Development (DIARD) and the Department of Economic and Development Planning (DODEP) are currently encouraging women and youths to organise themselves into community groups to undertake community development projects and programmes. In response to this call various community groups are being formed and have been registered through DIARD.

Youth Groups

Government has also established the Department of Youths, Sports and Social Mobilization. One of its functions is to coordinate Youth programmes for national development.

Since 1992 many Youth Organizations have been formed. These are mainly community-based organizations and operate within their communities. The main thrust of their activities is to improve the living environment of their various communities. These Youth groups lack financial support from Government, while their main sources of funding are Donor Agencies operating within the country.

Rural Development Policy and Plan of Action

To co-ordinate, manage and implement development programmes for the rural population Government has recently prepared the National Rural Development Policy and the National Rural Development Plan of Action.

CHAPTER FOUR

THE ISSUES

4.1 HUMAN SETTLEMENT POLICY AND PLANNING

The main planning issues to be addressed for sustainable human settlement development in Sierra Leone are briefly discussed.

4.1.1 The Policy Framework

There has been, and continues to be, the conspicuous lack of national urbanization policies, strategies and plans. As a result, there is lack of political support, for human settlement development. This, in effect, means that since macro-economic policies were not been conceived and implemented within a coherent framework of national urbanization policy, strategies and plans, they could not influence the nature and location of human settlements development, the rate and direction of urbanization, and or the ability of government to cope with the consequences of human settlements change.

4.1.2 The Role of Human Settlement Planning

Successive Governments have continued to accord low priority to the human settlement sector in national development. A consequence of this is that hardly any funds have been allocated for human settlement planning activities during the last two decades. The latest allocation of funds for human settlement planning was in the 1974/75 - 1978/79 National Development Plan, when Government allocated Le250,000 for the preparation of a Metropolitan Plan for Freetown. However, these funds, though inadequate were not made available.

4.1.3 Institutional Capacity

The MLHTCP has the responsibility for human settlement planning. The capacity of this institution, to formulate and implement human settlement plans has progressively become weaker. This is manifested in the un-availability of adequate number of trained and experienced Town Planning Officers in the institution. The absence of necessary backup equipment and logistic support has also restricted the ability of the available staff to undertake the much needed human settlement planning activities.

The Local Government Authorities, the Freetown City Council, the Bo Town, Kenema Town, Makeni and Koidu/ New Sembehun Town Councils, play very little role in the human settlement development process.

This partly arises from the fact that Government has not yet assigned local authorities many of the tasks and responsibilities for urban development. Secondly the capacity of these institutions is even weaker than that of the central government institution responsible for human settlement planning.

4.1.4 The legislative Framework

The primary legislation, The Town and Country Planning Act of 1946 (Cap 81) inspite of its subsequent amendments, is out of date. This Act does not provide for national/regional and regional/urban planning required to address not only the current but future planning problems. Even those provisions of the Act that are still useful are not being effectively enforced.

Furthermore, the Act does not make adequate provision for the coordination of activities between the various agencies providing urban services and facilities.

4.2. DISASTER PLANNING AND MANAGEMENT

With the cessation of hostilities, Sierra Leone will face a formidable task of rehabilitating and reconstructing the war affected areas and resettling the displaced population. In this regard, the issues are:-

- (i) Making the war affected areas safe. This will entail the clearing of the land mines.
- (ii) Resettlement of over 1 million internally displaced people and 400,000 refugees at the end of the rebel war.
- (iii) Planning, the war affected areas.
- (iv) Rehabilitation and Reconstruction of the infrastructure.
- (v) Restoration of economic activities;
- (vi) The existence of so many widely dispersed villages, especially on the international borders pose security problems;
- (vii) Provision of adequate and affordable shelter for the displaced population and the refugees.

4.3 URBAN MANAGEMENT

The issues for the effective management of the urban environment include:-

The urban development process

- (i) Improvement to the existing inadequate infrastructure, services and facilities and to provide additional services and facilities to meet the needs of the future generations.
- (ii) Planning for the physical development of the urban centres and their environs.
- (iii) Rehabilitation of slums and informal settlements.

4.3.1 The lack of a Coordinating Mechanism

There is lack of coordination at urban management level to direct the provision of urban services. Within the current institutional structure, duplication of efforts and overlaps are common, and many institutions are not aware of the impact of their activities on other institutions.

4.3.2 The Legislative Framework

The legislative framework for development planning and control has not yet been adequately provided. The provisions of the TCPA are not adequate for urban development planning and management. Although the Freetown Improvement Act (FIA) is still useful, on the whole, the standards are rather high for low income households to satisfy their housing requirements.

The provisions of the TCPA are not uniformly applied throughout the country and are only limited to the declared town planning areas. As a result, outside these areas, development planning and control continues to be carried out by Public Health Inspectors in the Department of Health and Social Services under the Public Health Act of 1978 as amended.

4.3.3 Urban Development Planning and Control

In spite of the urban environmental problems no urban development plan has been developed to redress them. Rapid urbanization continues with consequent deterioration in the urban environment. Also development planning and control is centralized and as already noted these functions are not effectively and efficiently carried out.

4.4 HOUSING

4.4.1 Housing Need

Housing needs excluding those due to the rebel war, have been estimated at 432,061 housing units. This represents an annual need of 37,038 housing units.

However, as a result of the large scale destruction of houses due to the rebel war, these estimates are no longer valid as they considerably under estimate the real needs for housing.

4.4.2 Owner/Rental Occupation

- (i) Rental housing constitutes a substantial portion of the existing urban housing stock and low income households are often more interested in renting affordable accommodation close to the locations of their income generation activities than in home ownership.
- (ii) Despite the substantial increases in shelter production and improvement that will be made possible by the additional flow of financing for housing and infrastructure, a substantial portion of households will not have

access to home ownership. Many households will therefore have to resort to rental housing.

4.4.3 Housing Supply

The following are the major issues affecting the supply of housing.

Land

- (i) Land prices are high and are not uniform and there is no systematic pricing policy.
- (ii) There is an over-centralisation of land administration procedures in Freetown leading to inefficient management and a slow adjustment of supply to demand in the land market.
- (iii) The existing policy for the allocation of State lands is inequitable. This makes State lands accessible mainly to the rich and influential in society and largely excludes the poor.
- (iv) The administration of unoccupied lands in Greater Freetown is inefficient and does not aid in the promotion of land delivery especially for housing low income groups.
- (v) Land speculation is deterring the development of land in Freetown and in the provincial urban areas leading to artificial land scarcity and high land prices.
- (vi) The procedure for the registration of land instruments is complex and time consuming. It does not lead to secure titles and has led to a high incidence of long, complex and expensive litigation leading to delays in land development.
- (vii) The issuance of licenses for the temporary occupation of State lands in Freetown has led to the development of large informal settlements.
- (viii) The administration of government-leased land in the provincial urban areas is holding back land delivery in some cases.
- (ix) The Government's power of compulsory acquisition of land has not been exercised for housing purposes.
- (x) While there are no specific instruments discriminating against the involvement of women in the land market, in the traditional society women are not recognized as land owning individuals.

- (vi) Other bottlenecks have to do with the budgetary constraint imposed by the ongoing economic reforms and the rebel war.
- (vii) Lastly, an important issue within the formal sector centres on the very high subsidies enjoyed by the few tenants who are fortunate to gain access to public housing. These subsidies are not consistent with government's equity goals, nor with the need to make such housing financially sustainable.

4.4.5 Building Materials and Construction Industry

Building Materials

- (i) Limited facilities exist for conducting research into local building materials and none exist for co-ordinating such research. Results of research work on local building materials are hardly known or put to practical use.
- (ii) There is lack of incentives to encourage the production of local building materials.
- (iii) The curricula of Technical institutions training curricula do not include training on the production and use of locally-based building materials.
- (iv) No systematic demonstration projects have been carried out to promote the production and utilization of local building materials.
- (v) No quality control mechanism exists to control quality of locally produced and imported building materials.

4.4.6 Construction Industry

- (i) No systematic data is available on the construction industry in Sierra Leone including formal and informal contractors to facilitate decision making in the industry.
- (ii) No mechanism exists to control quality and ensure safety of buildings especially those constructed by the informal sector.
- (iii) Registration and licensing of all contractors is not mandatory.

4.4.7 Labour, Training and Entrepreneurship

- (i) No information is available on housing construction labour, while the institutional framework to address labour issues is weak and does not cover the informal sector.
- (ii) Existing technical training institutes lack the qualified staff and facilities and are not evenly spread around the country. Their curricula is also limited.

- (iii) Except for the OIC, technical training institutes do not have plans to assist their graduates to gain employment or start their own businesses.
- (iv) There is very low participation of women in technical training courses for employment in the construction industry.
- (v) There are no schemes to assist the self-employed builders with credit or business counselling.
- (vi) No degree programmes at institutions of higher learning are specifically designed to train urban and regional planners, architects, building economists and surveyors.

4.4.8 Building Regulations, Bye-Laws and Standards

- (i) The Building Regulations, Bye-Laws and Standards are fragmented and not applicable to the whole country.
- (ii) There is general lack of enforcement of the various legislations.
- (iii) The public, particularly the low income is not fully aware of the provisions contained in these legislations and this has led to non compliance.
- (iv) Procedure for law enforcement is very slow and penalties are hardly enforced.
- (v) The number and level of expertise of government personnel enforcing these legislations is inadequate.
- (vi) Standards imposed in some of these legislations are high, restricted in their application and not flexible in the use of local building materials.
- (vii) All related legislations are lacking in the consideration and treatment of low income houses, sites and services projects, core houses, self help and upgrading programmes and related services.

4.4.9 Institutional Framework

- (i) The Department of Lands, Housing and the Environment lacks the capacity to efficiently discharge its duties as a lead agency in the sector.
- (ii) There is little co-ordination between the DLHE and service delivery agencies, local authorities and other principal actors in the area of housing delivery. There is also insufficient co-ordination among various divisions within the DLHE.
- (iii) The physical planning function is not decentralized to local authority levels.

- (iv) There is no monitoring and evaluation mechanism in the shelter sector to follow-up and assess implementation of housing policies, programmes and plans.
- (vi) There is severe shortage of qualified staff and expertise at all levels to adequately deal with housing and land issues. National training facilities are qualitatively and quantitatively inadequate to meet the need.
- (vii) Existing staff is not motivated due to inadequate remuneration and lack of career development incentives including promotion and training.
- (viii) There is no specialised institutions charged with the responsibility of dealing with rural housing in Sierra Leone.
- (ix) There is lack of urban land policy and up-to-date land use plans.
- (x) There is lack of confidence in the co-operative movement in general. There are no model bye-laws to guide the formation and activities of housing co-operatives.
- (xi) There is a dearth of critical information on the role of private formal and informal sectors in the delivery of housing. Such information is needed to facilitate interventions.
- (xii) Local government institutions lack the capacity to deliver urban services and to encourage community participation and competence in planning, operating and maintaining infrastructure.
- (xiii) Sierra Leone Housing Corporation (SALHOC) does not have the capacity and necessary resources to carry out its responsibilities as stipulated in its empowering Act.
- (xiv) The conventional approach of the Government as a direct producer of housing units has not achieved the desired result of solving the housing problem.

4.4.10 Data and Information

The data base on the shelter sector is weak, that is, there is limited information on key variables affecting the performance of the shelter sector.

4.5. ENVIRONMENTAL INFRASTRUCTURE AND SERVICES

The issues for the development and improvement of the national infrastructure include:

4.5.1 Water Supply

Access to potable water

Currently, a functioning pipe-borne water supply system exists only in Freetown, while the provincial water supply treatment facilities are dysfunctional due to lack of spare parts, fuel, chemicals and lubricants. Most of the other water supply systems in the rebel affected areas have been destroyed.

Water quality

This is an important issue, although there is very little information on the nature and its extent nationwide. Evidence that there is widespread water contamination comes from the information on the high incidence of water-related diseases prevalent in overcrowded areas in Freetown as well as in other urban areas.

There are no water quality standards and the institutional responsibility for water quality control is not clearly defined.

4.5.2 Energy

Petroleum and Petroleum Products

As a non-oil producing country, Sierra Leone imports all petroleum products. Besides the fact that the country is spending a substantial proportion of its scarce foreign exchange to import petroleum products, which accounted for approximately 19% of merchandise imports in 1991/92, Sierra Leone is vulnerable to the uncertainties associated with the oil markets.

Furthermore, the regular availability of petroleum products is dependent on the continued adherence to the terms of the agreement between Government and the World Bank. Currently there is regular supply of petroleum products, but the future is uncertain.

Electricity supply

The supply of electricity to meet domestic, industrial and other demands is inadequate. Infact apart from Bo, Kenema and Freetown which enjoy electrical power supply, the rest of the country either do not have electrical power or the supply is irregular and unreliable.

Fuelwood Demand

About 94 per cent of the population depend on fuelwood as source of energy for cooking (Table 7). This situation has resulted from high prices of commercial fuel . The continued increase in the population and the associated demand for fuelwood as the main source of energy for cooking will lead to further deforestation as well as economic consequences.

4.5.3 Sanitation

Weak Institutional Capacity

A major issue is the weak institutional capacity which is reflected in the inadequate delivery of solid and liquid waste services.

4.5.4 Transport and Communication

Road Network

Inter and intra urban and rural network is inadequate.

Transport Management System

Transport management in Freetown is inefficient and non-existent in the provincial urban centres.

4.5.6 Market Failure

Environmental infrastructure and services are considered as free goods. Consequently consumers are reluctant to pay market prices for them. Consumption levels for especially water are high but wasteful.

4.6 POVERTY AND HUMAN SETTLEMENT DEVELOPMENT

The issues that emerge from the review are the following:

- (i) There is limited research on the concept and management of poverty in the country. This has made it difficult to clearly define poverty.
- (ii) Most of the interventions to alleviate poverty have been designed and implemented in accordance with the conventional top-down approach which excludes the active participation of the beneficiaries.
- (iii) Most interventions are fragmented and uncoordinated, so the desired results have not been achieved.
- (iv) The programmes and projects are not sustainable since they depend on donor funding which often ceases at the end of the programme period.
- (v) Funds provided by donor agencies are not often used for the purposes provided.
- (vi) Women specific needs are not adequately addressed by the poverty alleviation programmes. As such women are often marginalized.
- (vii) There is ineffective monitoring and evaluation of programmes and projects.

4.7 EMPOWERING COMMUNITIES (PARTICULARLY WOMEN AND YOUTHS) IN HUMAN SETTLEMENT DEVELOPMENT

The following issues are to be addressed:

- (i) The need for education, especially for girls, and providing livelihood skills training/upgrading as a means of poverty alleviation and empowerment.
- (ii) Ensuring access to productive resources for rural women and for female entrepreneurs in the urban informal sector.
- (iii) Reducing rapid population increase.
- (iv) Provision of adequate health, energy and sanitation programmes.
- (v) Ensuring community involvement (particularly that of women and youths) in decision making regarding the planning construction and management of the infrastructure and services of their communities;
- (vi) Provision of an adequate legal framework to enable members of various communities especially women and youth, participate effectively in the management of their communities.
- (vii) One of the major problems facing development at the rural and community levels is lack of co-ordination of development activities at all levels.
- (viii) The beneficiaries of rural and community development programmes are not adequately involved in identification of programmes, design and implementation.
- (ix) There is need to intensify central and local government and community based support to community level improvement programmes.
- (xi) There is need to improve access to land and suitable sources of finance particularly for low income groups.
- (xii) There is widespread poverty in the country particularly at the community levels.
- (xiii) The level of community participation is low although a lot of community based activities are going on particularly in Freetown. The activities of these groups are not recognized and utilized for effective urban management.

CHAPTER FIVE

INTERVENTIONS

The interventions in this chapter are not stated in order of priority. These will be prioritized in Volume 2.

5.1 HUMAN SETTLEMENT POLICY AND PLANNING

5.1.1 Policy, Strategy and Plan

Government will formulate the human settlement policy and strategy, based on location criteria for economic activities, so as to ensure the rational patterns of distribution of the population, human settlements and socio-economic development for sustainable development.

This implies that Government will accord a higher priority to the human settlement sector in allocation of investment resources for national development.

A National Urbanization Plan (NUP), to be prepared, will delineate the planning regions and define the hierarchy of urban centres. This will provide the framework for investments in the physical, social and economic infrastructure, services and facilities within the regions. The NUP will also provide the guidelines for the preparation of urban development plans.

In order to relieve pressure on Freetown, the strategy of intermediate city development will be implemented to develop the medium sized urban centres of Bo, Kenema, Makeni and Koidu/ New-Sembahun, so as to create employment opportunities for the unemployed labour in the rural areas and support rural-based economic activities. In this connection, emphasis will be on activities aimed at facilitating the transition from rural to urban lifestyles, and promoting the development of small-scale activities, to support local income generation, and the production of intermediate goods and services for the rural areas.

5.1.2 Capacity Building for Human Settlement Planning

Government will institute measures aimed at increasing the number of managers, technicians and administrators who will manage environmentally sound human settlement development. Considering the current personnel situation, Government will, in the short-term, embark on recruiting personnel with post graduate and graduate qualifications in Urban/Environmental Planning. In the long-term, Government will seek funding for the training of the undergraduate staff in regional and urban planning.

5.1.3 Revision of the Legislative Framework

To ensure effective and sustainable human settlement planning and development the following Sections of the Town and Country Planning Act will be substantially amended : Part 11 - Town and Country Planning Board; Part IV - Planning Scheme; Part V - Execution of Schemes; Part V - Compensation and Betterment

5.2 DISASTER PLANNING AND MANAGEMENT

5.2.1 Making The War Affected Areas Safe

Land-Mine Clearing

The extent to which land-mines have been utilized, has to be established. Therefore, mine clearance plan will be formulated to identify and clear unexploded mines and a training centre set up to train nationals, including demobilized soldiers and the war affected communities.

5.2.2 Planning the War Affected Areas

An opportunity has now been presented for the preparation of development plans to guide the future growth and development of the severely affected areas, especially those that were growing spontaneously prior to the war. Therefore, the following activities will be undertaken.

Preparation of Structure Plans

Structure plans will be prepared showing the broad land use patterns, the direction of growth and the development and the provision of infrastructural services and facilities in the urban centres. However, since resources are limited, these plans will be prepared for selected urban centres. The selection criteria for the centres for which these plans will be prepared will be based on the degree of destruction and also the function the centre is expected to play within the region.

Preparation of Sub-Division Lay-Out Plans

Detailed sub-division lay-out plans will also be prepared showing the rational pattern of plot distribution, circulation system and the reservation of sites for the provision of infrastructural services and facilities.

Resettlement Schemes

In the case of those small villages that have been totally destroyed, particularly those in the border areas, the former inhabitants will be encouraged to move to the nearest large village. They will be given incentives including plots of land for farming, building plots, building materials and food, to enable them to settle in their new villages. Alternatively, a new site properly laid out, could be selected where the inhabitants could be resettled.

The Establishment of Garrison Towns

In the border areas of Pujehun, Kenema and Kailahun districts, three towns or large villages, one in each of the districts, should be selected and army and police posts established. The required infrastructure, services and facilities will be gradually provided. Eventually, these garrison towns will serve as centres of attraction for the surrounding villagers.

Surveying and Mapping

The Division of Housing and Environment will prepare the sub-division layout plans in collaboration with Surveys and Lands Division which will also identify and re-establish control points and bench marks that had been damaged by rebel activities.

5.2.3 Rehabilitation and Provision of Housing and Infrastructure

This intervention will be carried out in two phases. Initially, Government in collaboration with the international and national NGOs, and with the full participation of the affected communities, will provide temporary shelter for the displaced and the refugees. However,

During phase two, Government will endeavour to meet its objective of providing adequate shelter for all affected families. To achieve this objective, Government will provide incentives for the war affected communities to participate in the reconstruction and rehabilitation of their houses. The incentives will be in the form of building materials and technical assistance from the Project- "Capacity Building for Effective Housing Delivery" - SIL/94/001.

In this connection, the following specific activities will be undertaken:

- (i) The extension of the GOSL/UNDP/UNCHS-HABITAT Project - SIL 94/001 activities to the worst war affected areas.
- (ii) The DLHE will develop prototype housing designs using "the house that grows" concept free of cost for all displaced/households.

The rehabilitation and provision of infrastructure, services and facilities will be in selected settlements, preferably, the chiefdom headquarters and other large towns within the chiefdoms. These towns will service and also serve as centres of attraction to the surrounding villages and the dispersed population.

5.2.3 Declaration of Town Planning Areas

To enable the Department of Lands, Housing and the Environment to undertake the above planning activities in the worst affected districts, such as Pujehun, Bonthe, Moyamba and Kailahun districts, these districts will be declared as Town Planning Areas. Initially Pujehun, Bonthe and Moyamba will be administered from Bo, while that of Kailahun district will be from Kenema. To ensure that these activities are effectively carried out, Government will strengthen the Bo, Kenema and Makeni Town Councils and the existing Area Town Planning Offices in Bo and Kenema and Makeni. Government will recruit Area Town Planning Officers and the required Technical Staff for the newly declared Town Planning Areas. Adequate logistics will also be provided.

5.3. URBAN MANAGEMENT

The following activities will be carried out with the overall objective of improving the living and working environments of the urban and rural poor.

5.3.1 Urban Development Process

This issue will be addressed by 5.1.1. above.

5.3.2 Coordinating Mechanism

To ensure that urban services are provided in a coordinated manner, the coordinating role of the DLHE will be strengthened and will be given sufficient mandate and authority to perform this role effectively.

5.3.3 Urban Management Guidelines

Government will formulate and implement urban management guidelines in the areas of land management urban environmental management, infrastructure management and municipal finance and administration.

5.3.4 Legislative Framework

A review will be made of all existing legislations especially the FIA and TCPA, with the view to providing adequate legislative framework for urban development planning and control throughout the country.

5.3.5 Urban Development Planning

The World Bank is currently funding the implementation of The Freetown Infrastructure and Rehabilitation and The Freetown Structure Plan Projects in Freetown. The implementation of these projects will be closely monitored so as to achieve their stated objectives. These projects will be replicated in the other major urban centres.

The DLHE will ensure that sub-division layout plans are prepared in a coordinated manner and in accordance with sound planning principles. In this regard, planning guidelines and standards will be prepared by DLHE.

5.3.4 Strengthening Urban Data Systems

This will involve undertaking pilot projects in selected urban centres for the collection, analysis and subsequent dissemination of urban data, including environmental impact analysis, and the establishment of data management capabilities.

5.3.6 Decentralization of Planning

It is at the urban level that most functions and services essential for the efficient performance of an urban economy and for a healthy and productive city, are best delivered. This implies the need to gradually decentralize urban planning activities and functions to the Local Authorities. At the same time, measures will be instituted to

build the capacity of the Local Authorities to effectively manage the broad range of developmental and environmental challenges associated with the rapid urban development process.

5.3.7 Urban Management Programme

To build the capacity for effective urban management, Government in collaboration with the Freetown City Council (FCC) and United Nations Centre for Human Settlement - HABITAT will continue to advocate for the implementation of the Sustainable Cities Programme in Freetown and the other urban centres of Bo, Makeni, Kenema and Koidu-New Sembehun.

5.4 HOUSING

In the light of the issues highlighted in the preceding chapter, Government has formulated a National Housing Policy with a view to addressing these issues.

The central goal of the National Housing Policy is to achieve a maximum addition to the housing stock through new construction and upgrading of existing stock so that every Sierra Leonean will have access to safe, sanitary and decent housing either on home ownership or rental occupier basis at affordable cost.

To fulfil this goal, the National Housing Policy advocates for an increase in the flow of resources into the housing sector, adoption of appropriate standards and technologies that are cost effective, and the use of local building materials as a cost saving measure and a means of generating employment.

A number of measures are, therefore, recommended in the area of land, housing delivery, building materials, construction industry, labour, training entrepreneurship, institutional framework and housing data and information.

5.4.1 Land

To ensure an orderly and more efficient use of urban land, Government will:-

- (i) Institute the appropriate machinery to produce urban structure plans and detailed planning schemes to guide the development of Freetown and the provincial urban centres and to ensure effective land use controls.
- (ii) Ensure greater co-ordination between the Division of Surveys and Lands and the Division of Housing and Environment of the Department of Lands, Housing and the Environment.
- (iii) Review the Town and Country Planning Act, 1946 (Cap 81) to bring it in line with present development requirements.
- (iv) Ensure that land use will not result in environmental degradation (especially on hill sides).

To improve the system of land registration and ensure speedy delivery of land for housing development, Government will:-

- (i) Re-activate the Survey School within the Division of Surveys and Lands to provide training support.

- (ii) Strengthen the Surveys and Lands Division of the Department of Lands, Housing and the Environment to enable it better carry out the following functions:
 - (a) land management in Sierra Leone;
 - (b) the development of a Land Information System (LIS);
 - (c) updating cadastral maps and other maps for the proposed land information system.
- (iii) Institute a system of public education to explain the process of land administration and its benefits. This will involve:
 - (a) organizing workshops for large land owners such as Paramount Chiefs;
 - (b) the radio television programmes, drama and talk shows;
 - (c) the printing and dissemination of posters and hand-outs.
- (iv) Establish special land tribunals to be responsible for efficient and speedy adjudication of land disputes.

To increase the availability of land and improve accessibility to land for all income groups, Government will:-

- (i) Review the provisions of the unoccupied Lands Act, 1960 (cap 117) with a view of making unoccupied lands more readily available for housing.
- (ii) Encourage greater use of undeveloped land within town planning areas by a system of land taxation.
- (iii) Train land economists and valuers to execute the policy of land taxation and generally manage the land resource of the country.
- (iv) Encourage the development of an efficient land market and foster co-operation among private land owners, local authorities and real estate developers in the private sector to enhance land delivery in the Western Area and in the Provinces.
- (v) Invest profits gained in the auction/sale of state lands to provide serviced land at subsidised prices to low income groups and to carry out shelter up-grading projects. Serviced land would be given on long term leases to low income groups and provision made prohibiting the alienation of interests in such lands without the consent of the Government.

To improve land delivery in the Provinces, Government will:-

- (i) Take immediate steps to pay all outstanding lease rents and compensation claims. Such payments would be made by cheque payable directly to the beneficiaries as stipulated in the Provinces Lands Act, 1960 (Cap 122).

- (ii) Encourage traditional land owners to grant leases and freehold titles to purchasers of land in the provincial urban centres to enhance security of tenure and enable the beneficiaries use their lands as collateral. In this connection, the Provinces Land Act Cap 122 of 1960 will be reviewed.
- (iii) Institute a system of public education to ensure that women are given equal opportunities as men in matters pertaining to ownership of land for housing development.
- (vi) Decentralise the procedures of land management, including land use planning, to all districts in the country in consonance with the re-establishment of District Councils.

To speed up the process of reconstruction in the war affected areas, Government will:-

- (i) Set up a Task Force to prepare structure plans and detailed lay out plans for all war affected settlements.
- (ii) Institute an accelerated housing development programme as part of a general policy of resettlement, rehabilitation and reconstruction.

5.4.2 Housing Finance

For a housing delivery system to be successful, a continuous flow of funds must be guaranteed. Therefore Government will ensure that:

- (i) Housing will be given a higher priority in national development planning and, despite the constraints imposed by the current economic circumstances, Government will endeavour to increase its budgetary allocations to the sector to a minimum of 5% of its annual development budget, especially for purposes of financing shelter projects that have a strong poverty alleviation focus.
- (ii) Government funds will be used to seed, facilitate and where necessary subsidise shelter development programmes in accordance with policy.
- (iii) A National Housing Fund will be established with the main objective of securing on a regular and sustainable basis, a constant flow of long-term funds and to apply the capital so accumulated towards meeting the national housing needs. The fund will mobilize contributions from employers and employees and other sources with the initial capital of the fund coming from the sale of the existing high income public housing stock. Its resources will be employed to provide long-term finance to fund members.
- (iv) SALHOC will be strengthened and given greater autonomy to act as a housing developer.
- (v) Government will explore new and cheaper sources of funds for housing development from domestic as well as international markets.
- (vi) Government will study the feasibility of establishing a national housing finance institution. The SALHOC Home Savings and Loans Scheme will form the nucleus of that institution.

- (vii) Government will, through special incentives, encourage conventional and non-conventional institutions to finance housing development through:
 - (a) Tax relief on loans employed to finance housing schemes
 - (b) Encouraging and enabling non-profit organisations to build homes for the aged, the destitute, the infirm and orphans by giving access to land at no cost to such organizations.
- (viii) Government will increase housing allowances to low income employees.
- (ix) Stimulation of the flow of funds to support informal housing delivery systems as well as infrastructure development, especially through housing co-operatives, credit unions, Osusu, village building brigades and other non-formal community groupings will be encouraged.
- (x) In a bid to encourage private developers in the rental housing market and provide security of tenure for tenants, the Rent Restriction Ordinance of 1953 will be reviewed.

5.4.3 Building Materials And Construction Industry

Government and especially Departments responsible for housing, industry and finance, will endeavour to ensure the production and supply of building materials and technology by adopting the following measures:

Building Materials

- (i) Building material manufacturers who require importation of machines, spare parts and raw materials will be given priority in the allocation of foreign exchange.
- (ii) Small-scale producers of local building materials will be encouraged to organize themselves into formal institutions so as to attract Government assistance for their requirements including improving their performance and enhancing their marketing of finished products.
- (iii) Funds will be made available and programmes put in place to increase the output capacity of the existing cement factory, and promote setting up of new cement factories in the provinces so as to increase the efficient supply of cement throughout the country.
- (vi) Promote and expand the production and application of affordable local building materials through promotion of small scale building entrepreneurs and further training of local builders and community groups. The programme will focus more on displaced persons as a means of preparing and equipping them with the necessary skills for gainful employment and effective participation in the rehabilitation and resettlement programme.
- (v) Identify an appropriate institution to act as a focal point for monitoring and evaluating simple research on local building materials and establish

research collaboration between the national focal point, DLHE, SALHOC and any other institution carrying out research in local building materials.

- (vi) Government will improve the facilities at the Trade Centres and extend their curricula to include production and utilization of local materials.
- (vii) Government will encourage the private sector to invest in the production and marketing of local building materials and the construction of low-income housing.

Construction Industry

Government will commission a study on the construction industry including formal and informal contractors with the aim of identifying constraints and recommending policy measures to develop an efficient private sector construction industry. In the short term, Government will:

- (i) Restructure the existing Contractors Registration Board with a view to including representatives of the Institutes of Architects and Engineers and from the Department of Lands, Housing and the Environment.
- (ii) Recognize the significant contribution of informal contractors in housing construction and amend the rules governing their registration.
- (iii) Make it mandatory that all contractors be registered and licensed. In this respect, Government will establish a monitoring mechanism to control quality and ensure safety of house construction.

5.4.4 Labour, Training, Entrepreneurship

- (i) Government will strengthen the existing institutional framework to address labour issues with particular reference to housing construction labour.
- (ii) Existing institutions of higher learning and Technical Institutions will be upgraded in terms of qualified staff, conditions of service, curricula, and equipment so as to better serve the housing construction industry. More Technical Institutions will be established in those areas that are not currently covered.
- (iii) Women will be encouraged and given the opportunity to acquire technical training for employment in the construction industry.
- (vi) Linkages will be established between training institutes and the employment markets.
- (v) Government will ensure that small-scale contractors, graduates of technical institutions and school leavers have access to credit facilities and business management skills to participate in the construction industry.

5.4.5 Building Regulations, Bye-Laws and Standards

The enabling approach adopted by Government aims at ensuring successful and timely application of regulatory and control measures. Government will therefore ensure that the following measures are put in place and enforced.

- (i) All statutory undertakers and actors involved in housing development will plan their programmes in an integrated manner and coordinate and complement their activities.
- (ii) A review will be made of all existing building legislations with a view to harmonizing them with the National Housing Policy Objectives.
- (iii) Appropriate legislation will be enacted in order to upgrade the quality of human settlement. Such legislation will:
 - (a) be based on performance standards;
 - (b) be comprehensive to include new construction, maintenance, improvement and upgrading of the built environment;
 - (c) be applicable throughout the whole country;
 - (d) provide for graduated or step by step improvement of the built environment;
 - (e) facilitate and encourage self help construction, rehabilitation, use of existing (proven) and new local building materials and the adoption of appropriate technology.
- (iv) Build up the capacity of personnel, and provide them with the incentives and logistics required to facilitate the enforcement of the provisions of the law.
- (v) Institute a public education programmes to ensure that the provisions of the legislation are easily understood.
- (vi) Establish a new mechanism to speed up the prosecution of defaulters.

5.4.6 Institutional Framework

Government and all housing related institutions will undertake to improve the institutional aspects of shelter using the following measures:

- (i) Government will redefine its role to that of providing the "enabling" framework to non-governmental actors in shelter delivery, improvement and maintenance.
- (ii) Government will establish capacity building programmes within DLHE and long-term training programmes for training experts in all housing related fields in order to provide adequate services to the shelter sector.
- (iii) DLHE will be given sufficient mandate to coordinate all housing issues and activities.

- (iv) A study will be undertaken on the need to establish a specialized institution to be located at the national and district levels with the sole responsibility of dealing with rural housing issues. This institution will have planning, design, research and implementation roles, resource mobilization. These roles will be located at the national level whereas the detail design and implementation role would be located at the district level.
- (v) Decentralize socio-economic planning and physical planning functions to the district level with adequate complement of staff.
- (vi) Establish a monitoring and evaluation unit within DLHE to follow-up the implementation of housing policies, strategies, programmes and projects.
- (vii) Develop a unified land policy for the entire country which incorporates urban land policies. Also develop structure plans for Freetown, Bo, Makeni, Kenema and Koidu - New Sembehun.
- (viii) Government will study the co-operative movement in the country with the aim of identifying necessary interventions in the housing sector by co-operative unions. The study will cover the feasibility of establishing a National Housing Co-operative Agency to act as an umbrella organization to provide technical services to primary co-operative organizations. Bye-laws to guide the formation and activities of housing co-operatives will be formulated.
- (ix) Government will strengthen local government institutions through reforms in their organizational structures to enable them improve their service delivery and encourage community participation in their development activities.
- (x) Government will carry out an institutional assessment of (SALHOC) with the aim of increasing its efficiency and capacity in acting as the executing agent of the Government in all aspects of low income housing.
- (xi) Community groups will be encouraged to engage in housing construction through the provision of training and technical assistance.
- (xii) Government will provide incentives to the private sector to invest in housing construction especially for the low income.

Housing Data and Information

A Housing Database and Documentation Unit will be established within MLHTCP with capacity for collecting, analysing, managing, recording, storing and retrieving information/data on housing conditions and other related issues such as land, finance, building materials etc. in the country and develop urban and housing indicators initially making use of proven indicators developed by UNCHS-HABITAT.

5.5 ENVIRONMENTAL INFRASTRUCTURE AND SERVICES

5.5.1 Water Supply

Access to Potable Water

To increase access to safe drinking water in the rural areas, the following activities will be undertaken:-

- (i) Improve and repair the rural water supply systems - hand-dug wells, gravity that have been destroyed by rebel activities.
- (ii) Extend and provide rural water supply facilities to other rural areas.

An assessment of the dysfunctional urban water supply systems and the development of a comprehensive rehabilitation programme will be carried out.

Water Quality

Government will set up a National Bureau of Standards to develop and monitor the implementation of the water quality standards.

A study will be carried out to investigate the nature and extent of water contamination in the country. The study will focus on water-borne and disease prone areas of the country. The investigations will involve bacteriological and chemical analysis of water.

Energy

Electricity Supply

The energy policy and action plan will be fully implemented by Government.

Fuelwood

Non-Governmental Organizations will be encouraged to develop and promote the use of energy efficient cooking stoves to minimize the pressure on the forests and to reduce the health risks associated with indoor air pollution resulting from use of fuelwood.

Capacity Building

The capacity of the Sierra Leone Water Company and Water Supply Division, and the Energy Unit in the Department of Energy and Power will be strengthened through training of existing personnel and acquisition of the relevant equipments.

Market Failures

Strategies will be adopted to address market failures by reducing subsidies on and recovering the full costs of environmental and other services - water supply, sanitation, garbage collection, roads, electricity and tele-communications.

5.6. POVERTY AND HUMAN SETTLEMENT DEVELOPMENT

Government should therefore continue its current efforts to facilitate the process of developing a poverty programme in Sierra Leone. In this respect, Government should continue to support the Inter-Departmental Working Group (IDWG) made up of Government Departments, UNDP and other UN Agencies, World Bank, ADB, ODA and the Sierra Leone Association of Non-Governmental Organizations (SLANGO) currently carrying out series of activities which will lead to the formulation of a National Strategy and Action Plan for Poverty, a Programme Support Document and a Sectoral Round Table on Poverty. These activities are expected to be concluded in June 1996 and the results of the series of activities will be shared with relevant stakeholders.

5.7 EMPOWERING COMMUNITIES (PARTICULARLY WOMEN AND YOUTHS) IN HUMAN SETTLEMENT DEVELOPMENT

The main objective of an agenda for action is that the poor must be helped to reduce the effects of critical poverty by providing for their needs and amenities and in so doing, help to improve their communities. The following strategies are proposed:

Supporting the Role of Women in Human Settlements Development

Government will formulate and implement strategies that will empower women to take their rightful place in the human settlements development process. To increase the co-operation between government and non-governmental organisations dealing with gender issues, government will undertake programmes to sensitize non-governmental and community-based organisations including women organisations on the role and status of women in the community. In addition, appropriate institutional framework will be established to develop greater co-operation between Government and NGO Agencies which support strategies aimed at enhancing the role of women in all aspects.

The provision of serviced land and access to suitable sources of finance are key prerequisites to enable women to effectively participate in shelter development. Therefore, Governments will create the opportunity for women to have access to land and provide serviced land for low income shelter programmes undertaken by non-governmental and community-based organizations.

5.7.5 Decentralization of powers, responsibilities and resources from central to local levels

Cooperation between the government on the one hand, and non-governmental and community-based organizations on the other, for the improvement of the living environment at the local level is difficult without decentralization. Government will:-

- (i) Give adequate powers to all organisations involved in community level developments.
- (ii) Establish mechanisms to assess the implementation and impact of human settlement development policies and programmes on women and monitor their contributions and benefits.
- (iii) Institute measures to review policies and establish plans to increase the proportion of women involved as decision makers, planners, managers, scientists

and technical advisers in the design, development and implementation of policies and programmes for sustainable development.

- (v) Institute programmes to support and strengthen equal employment opportunities and equitable remuneration for women in the formal and informal sectors with adequate economic, political and social support systems and services.
- (vi) Establish procedures for consultation and participation of youths of both genders in decision making processes with regard to human settlement development.
- (vii) Promote dialogue with Youth Organizations in the formulation and implementation of human settlement plans and programmes.
- (viii) Ensure equal access for all youths to all types of education and training which will reflect the economic and social needs of youths and incorporate the concepts of sustainable human settlement management.

5.7.6 Institutional Strengthening

The capacity of the Department of Youths and Social Mobilization will be strengthened, through adequate provision of funds, logistic support and training, to enable it to effectively and efficiently address the needs of youths.

The Women's Bureaux, women's non-governmental organizations will be strengthened and empowered to more effectively cater for the needs of women.

To strengthen Government capacity for effective and efficient coordination of rural and community development programmes, projects and activities and promote the coordination of Non-Governmental Organizations at all levels, Government will establish a national coordinating council for rural and community development within the Department of Internal Affairs and Rural Development.

5.7.7 Management of Rural Development

For effective management of rural and community development policies, programmes and projects, Government will promote the participation of beneficiary communities in the identification, design and implementation of rural development programmes and activities and ensure that rural development programmes and activities are properly monitored and evaluated.

5.7.8 Empowerment/Participation of Community Based Organizations

To ensure the participation of community based organizations in managing the urban environment measures will be taken to:

- Empower community groups, non-governmental organizations and individuals to assume the authority and responsibility for managing and enhancing their immediate environment through participatory tools, techniques and approaches.
- Promote social organization and environmental awareness through the

participation of local communities in the identification of public services needs, the provision of urban infrastructure, the enhancement of public amenities and the protection and/or rehabilitation of older buildings.

- Institutionalize a participatory approach to sustainable urban development, based on continuous dialogue between the actors involved in urban development, especially women and the Youths.
- Community-level improvement programmes require continuous support from Government, local governments, non-governmental and community-based organizations so that they can be sustained over extended periods of time. Government will therefore ensure that strong working links exist between local governments and community-based organizations through continuous participation.

LIST OF TABLES

**TABLE 1: REGIONAL DISTRIBUTION AND GROWTH RATE OF THE
POPULATION 1974 - 1985**

Administrative Units	Percentage Distribution of Population		Intercensal Rate of Change
	<u>1974</u>	<u>1985</u>	<u>1974 - 1985</u>
Bo	8.0	7.6	-0.4652
Bonthe Rural	2.9	2.8	-0.3185
Bonthe Urban	0.3	0.2	-3.6189
Moyamba	6.9	7.1	0.2610
Pujehun	3.8	3.3	-1.2743
Kailuhun	6.6	6.7	0.1368
Kenema	9.7	9.6	-0.0942
Kono	12.0	11.1	0.7062
Bombali	8.5	9.0	0.5210
Kambia	5.7	5.3	- 0.6593
Koinadugu	5.8	5.2	-0.9878
Port Loko	10.7	9.4	-1.1707
Tonkolili	7.5	6.9	-0.7551
Freetown	10.7	13.4	2.6035
Western Rural	1.5	2.4	4.3654
Sierra Leone	100.0	100.0	

Source:- Central Statistics Office: "The 1985 National Population and Housing Census", Freetown.

TABLE 2: DISTRIBUTION OF THE POPULATION
BY SETTLEMENT SIZE

Settlement Size (No. of Persons)	No. of localities		
	<u>1963</u>	<u>1974</u>	<u>1985</u>
More than 100,000	1	1	1
50,000 - 99,999	0	1	3
20,000 - 49,999	1	3	1
10,000 - 19,999	5	4	6
5,000 - 9,999	10	11	25
2,000 - 4,999	43	55	63
Total (Urban)	60	75	99

Source: Central Statistics Office: "The 1985 National Population and Housing Census", Freetown.

TABLE 3: RURAL - URBAN POPULATION DISTRIBUTION 1963 - 1985

	<u>1963</u>	<u>1974</u>	<u>1985</u>
Total Population	2,180,355	2,735,159	3,515,812
Rural Population	1,768,268	2,010,342	2,394,268
Urban Population	412,087	724,817	1,121,544
Percentage of Total Population	18.9	26.5	31.9

Source: Central Statistics Office: "The 1985 National Population and Housing Census", Freetown.

**TABLE 4: POPULATION OF URBAN CENTRES WITH
10,000 OR MORE PERSONS**

<u>URBAN CENTRES</u>	<u>1963</u>	<u>1974</u>	<u>1985</u>
Freetown	127,917	276,247	469,776
Koidu/New Sembehun	11,706	78,846	82,474
Bo	26,613	39,371	59,768
Kenema	13,246	31,458	52,473
Makeni	12,304	26,781	49,038
Lunsar *			16,073
Port Loko *			15,248
Kabala/Yogomaia *			13,923
Yengema *			12,938
Magburaka *			11,006

Source: Central Statistics Office: "The 1985 National Population and Housing Census", Freetown.

*** Towns with less than 10,000 people**

TABLE 5: PERCENTAGE DISTRIBUTION OF HOUSEHOLDS AND POPULATION BY SOURCE OF WATER SUPPLY BY RURAL/URBAN SETTLEMENT-1985.

Types of Water Supply	House Holds	Rural Population	House Holds	Urban Population
Indoor Tap	0.7	0.6	17.3	16.5
Public Tap	2.4	2.2	30.7	29.0
Ordinary Well	28.5	29.6	39.4	41.7
Mechanical Well	4.5	4.4	1.3	1.3
River	60.1	59.4	9.0	9.6
Other	3.4	3.5	1.8	1.7
Not Stated	0.4	0.3	0.5	0.2
TOTAL	100.0	100.0	100.0	100.0

Source: Central Statistics Office: "The 1985 National Population and Housing Census", Freetown.

**TABLE 6: The Percentage Distribution of the Population
by Principal Source of Potable Water 1985**

	Tap %	Well %	River %	Other %	Total %
Sierra Leone	15.94	36.78	44.08	3.20	100.0
Freetown	88.38	6.74	2.44	2.44	100.0

Source: Central Statistics Office: "The 1985 National Population and Housing Census", Freetown.

TABLE 7: The Percentage Distribution of the Population by Principal Source of Fuel for Cooking 1985

	Electricity %	Gas %	Kerosene %	Charcoal %	Wood %	Other %	Total %
Sierra Leone	0.23	0.57	4.07	0.74	94.07	0.11	100.0
Freetown	1.34	3.51	5.43	3.49	85.77	0.34	100.0

Source: Central Statistics Office: "The 1985 National Population and Housing Census", Freetown.

TABLE 8: The Percentage Distribution of the Population by Principal Source of Fuel for Lighting 1985

	Electricity %	Gas %	Kerosene %	Charcoal %	Wood %	Other %	Total %
Sierra Leone	8.32	0.10	86.31	0.43	4.54	0.11	100.0
Freetown	55.93	0.23	42.50	0.40	0.60	0.26	100.0

Source: Central Statistics Office: "The 1985 National Population and Housing Census", Freetown.

ANNEX 1

HABITAT II PREPARATORY SECRETARIAT

PROFESSIONAL STAFF

- | | | | |
|----|------------------|---|--|
| 1. | J.B. Makiu | - | Ag. Director of Housing and Environment |
| 2. | J.L.K. Muana | - | Ag. Deputy Director and Head, Environmental Protection Section |
| 3. | D.C. Juxon-Smith | - | Ag. National Project Manager-SIL/94/002 |
| 4. | J. Cole (Mrs) | - | Town Planning Officer (Ag.Deputy Environmental Protection Section) |
| 5. | M.A.O. Johnson | - | Town Planning Officer |
| 6. | S.S. Tengbeh | - | National Co-ordinator |

ADMINISTRATIVE SUPPORT STAFF

- | | | | |
|----|--------------------|---|--|
| 1. | I.S. Macauley | - | Secretary |
| 2. | Sullay Gabisi | - | (Word Processor) |
| 3. | Mohamed Turay | - | (Computer Operator/Trainer/Word Processor) |
| 4. | Martha Saccoi (Ms) | - | (Secretary) |
| 5. | Alice Hinga (Ms) | - | (Secretary) |

ANNEX 2

EDITORIAL BOARD

- | | | | |
|----|---------------------------|---|---|
| 1. | A. Thomas (Dr) (Chairman) | - | Director of The Institute and Population Studies.
University of Sierra Leone |
| 2. | M.E. Muhlemann | - | Director of Housing and Environment |
| 3. | I.S. N'jai | - | Former Director of Housing and Environment and
Consultant |
| 4. | R. Deaveneaux (Mrs) | - | Ag. Deputy Secretary (DLHE) |
| 5. | I.S. Kabia | - | Former Chief Water Engineer and Consultant |
| 6. | J.A.W. Lansana | - | Head, Social Services Units (DODEP) |
| 7. | E. Taylor-Kamara | - | Barrister and Solicitor (Private Practitioner) |

ANNEX 3

MEMBERS OF THE NATIONAL STEERING COMMITTEE

1. The Secretary of State , DLHE (Chairman)
2. The Chairperson, Freetown City Council Committee of Management
3. The Permanent Secretary, Department of Lands, Housing and the Environment
4. Director of Housing and the Environment
5. Director of Surveys and Lands
6. Director of Institute of Population Studies
7. Director of Research - Bank of Sierra Leone
8. Acting Commissioner of Labour, DLEP
9. Director of Social Action and Poverty Alleviation (SAPA)
10. Director of Planning Monitoring and Statistic Unit- DOHSS
11. Director of Planning - Department of Development and Economic Planning
12. Officer-in-Charge, Crime - Sierra Leone Police Force
13. Officer in Charge, License Office - Sierra Leone Police Force
14. Mr. I.S. Kabia - Consultant and Former Chief Water Engineer
15. Director of Planning, Sierra Leone Roads Authority
16. Mr. Ibrahim S. N'jai - Consultant and Former Director of Housing and Environment
17. Secretary National Rehabilitation Committee (NARECOM)
18. Mr. Michael James - Freetown City Council
19. Mr. Ernest Georgestone - Head, Environmental Health Division (DOHSS)
20. President, Sierra Leone Association of Non-Governmental Organisation
21. General Manager, Sierra Leone Housing Corporation
22. Chairperson, Bo Town Council
23. Managing Director, Alliance Housing Finance Company
24. General Manager, Guma Valley Water Company
25. Head of the Women's Bureau - Department of Health and Social Services

ANNEX 4

MANAGEMENT OF ENVIRONMENTAL INFRASTRUCTURE AND SERVICES

<u>Service</u>	<u>Institution</u>	<u>Coverage</u>
1. Water Supply	Guma Valley Water Company (GVWC)	Freetown and its environs.
	Sierra Leone Water Company (SALWACO)	Major Urban Centres (Bo, Makeni, Kenema, Koidu/New-Sembehun, Yengema and Lungi International Airport.
	Water Supply Division (WSD)	Other Urban Centres and Western Area not serviced by Guma Valley.
2. Energy		
a) Electricity	The National Power Authority (NPA)	Nation-wide
3. Transport and Communication		
a) Roads	The Sierra Leone Roads Authority	National Road Network and major urban roads.
b) Tele-communications	Sierra Leone Telecommunications Limited (SIERRATEL)	National and International tele-communications.
c) Postal Services	Sierra Leone Postal Services Limited (SALPOST)	National and International Postal Services.
d) Public Transportation	Sierra Leone Road Transport Corporation	Intra-and Inter-City Bus Services
4. Sanitation		
a) Solid and Liquid Waste	Department of Health and Social Services (Environmental and Public Health Divisions)	Freetown and other Major Urban Centres.

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