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EXECUTIVE COMMITTEE OF  
THE MULTILATERAL FUND FOR THE  
IMPLEMENTATION OF THE MONTREAL PROTOCOL  
Forty first Meeting  
Montreal, 17 -19 December 2003

**COUNTRY PROGRAMME: SIERRA LEONE**

This document consists of:

- Country Programme Evaluation Sheet (prepared by the Fund Secretariat)
- Comments and Recommendations of the Fund Secretariat
- Transmittal Letter from the Government of Sierra Leone
- Country Programme Cover Sheet
- Country Programme (Executive Summary)

## SIERRA LEONE COUNTRY PROGRAMME EVALUATION SHEET

Ozone Unit, Ministry of Lands, Country Planning and the Environment

### *Status of ratification of the Vienna Convention and the Montreal Protocol*

	<b>Signature</b>	<b>Ratification</b>	<b>Entry into</b>
Vienna Convention (1985)		29-Aug-01	27-Nov-01
Montreal Protocol (1987)		29-Aug-01	27-Nov-01
London Amendment (1990)		29-Aug-01	27-Nov-01
Copenhagen Amendment		29-Aug-01	27-Nov-01
Montreal Amendment (1997)		29-Aug-01	27-Nov-01
Beijing Amendment (1999)		29-Aug-01	27-Nov-01

**Production of controlled substances:** No controlled substances produced

**Consumption of controlled substances (2002)** 73.6 metric tonnes  
75.0 weighted tonnes (ODP)

(tonnes)	CFC-11	CFC-12	CFC-113	CFC-114	CFC-115	TOTAL	Halon121	Halon130	TOTAL	CTC	MCF	TOTAL	MB
ODS		71.0			1.7	72.7				0.9		0.9	3.3
ODP		71.0			1.0	72.0				1.0		1.0	2.0

**Distribution of ODP by substance** CFC 96.0% Halon MB 2.6%  
CTC and MCF 1.3%

**Distribution of ODP by sector:** Aerosol Foam Halon Refrigeration Solvent Other MB  
Consumption (ODP tonnes): 0.0 0.0 0.0 72.0 1.0 0.0 2.0  
Percent of total: 96.0% 1.3% 2.7%

MONTREAL PROTOCOL (ODP tonnes)	CFCs	Halons	Methyl bromide
Baseline consumption	72.0		2.0
Allowable level of consumption in 2005	36.0		1.6

Source: Country Programme (2003)

### Country Programme

**Duration of country programme:** 5 years (2004-2008)

**ODS phase out target:** 85% reduction in ODS consumption by 2006. Complete phase-out by 2010

**Phase out priority area:** Refrigeration servicing sector

**Cost of activities in country programme:** \$600,000

### Strategy:

The Government phase out strategy is aimed to minimize consumption of ODSs and the cost to industries and consumers based on the legal framework and economic and industrial policies in the country; continue fulfilment demand for ODS-based products without compromising the objectives of the Montreal Protocol; and introduction of ODS regulations that are feasible.

## COMMENTS AND RECOMMENDATIONS OF THE FUND SECRETARIAT

### DESCRIPTION

1. Based on a survey on the consumption of ODS conducted during the preparation of the Sierra Leone country programme/RMP, in 2002, about 71.7 ODP tonnes of CFCs (mainly CFC-12) were used in the country to service domestic refrigerators (39.0 ODP tonnes), commercial and industrial refrigerators (11.7 ODP tonnes) and MAC units (21.0 ODP tonnes). An additional 0.2 ODP tonnes of CTC were used as a solvent and 1.2 ODP tonnes as a soil fumigant.
2. The use of CFCs in the aerosol and foam sectors was phased-out completely in the early 1980s and 1990s. Three flexible foam-manufacturing companies have converted their blowing operations to methylene chloride. A total of 10 ODP tonnes of CFC-11 were used by these enterprises.
3. All ODSs were mainly imported from the United Arab Emirates; however, in recent years, imports from Nigeria and Guinea (legal as well as illegal) have become important due to significant price differences when CFCs are imported in bulk from these countries. Currently, ODS imports are not regulated.
4. The Government of Sierra Leone is proposing the establishment of legislation and a regulatory system to control imports of ODSs and ODS-based equipment. A special tax should be imposed on all ODS imported into the country that will encourage the substitution of ODSs in applications where ODS could be substituted easily.
5. The licensing system, to be established under the Ministry of Lands, Country Planning and the Environment, will require that all importers must obtain license/permit to import ODS into the country. The system will facilitate the transition towards non-ODS technologies by informing importers, wholesalers and industry about the ODS quotas permitted to be imported each year into the country.
6. The Department of Environment, under the Ministry of Lands, Country Planning and the Environment, the Customs Department and the Ministry of Justice, will be responsible for the enforcement of the import/export-licensing system. Penalties will be imposed to discourage persons from illegally importing ODS or ODS-based equipment.
7. The country programme includes a project for the establishment of an Ozone Unit within the Ministry of Lands, Country Planning and the Environment. The Government of Sierra Leone is requesting a total of US \$86,000 for the implementation of this project. The Fund Secretariat's comments and recommendations on this request are presented in the document UNEP/OzL.Pro/ExCom/41/18.

8. The country programme also includes an RMP project proposal. The Government of Sierra Leone is requesting a total of US \$658,513 for the implementation of this project. The Fund Secretariat's comments and recommendations on this request are presented in document UNEP/OzL.Pro/ExCom/41/56.

9. The country programme also includes a technical assistance programme to address occupational health and safety of workers using methylene chloride in the flexible foam-manufacturing sector (US \$78,000)

### **SECRETARIAT'S COMMENTS**

10. The Secretariat noted that Section A of the document issued by the Ozone Secretariat on the Status of implementation of the recommendations of the Implementation Committee on non-compliance issues and highlights of potential non-compliance situation arising out of the data report under Article 7 of the Montreal Protocol (UNEP/OzL.Pro/ImpCom/31/2), it was reported that Sierra Leone has not yet complied with Decisions XIV/14 and XIV/16 of the Parties (non-compliance with data reporting under Article 7).

11. The Secretariat also drew attention to Decision 38/12 of the Executive Committee, urging implementing agencies responsible for an institutional strengthening project in a country without a compliance baseline to ensure that, before projects (other than institutional strengthening) were prepared and submitted to the Executive Committee, the country had been provided with every assistance to report its compliance baseline data and describe its situation to the Ozone Secretariat.

12. On the basis of the above decisions, the Secretariat suggested that UNEP advise the Government of Sierra Leone to:

- (a) Send an official communication to the Ozone Secretariat reporting their ODS consumption according to the data collected during the preparation of the country programme;
- (b) Seek an advice from the Ozone Secretariat on whether or not its latest consumption reported in the country programme could be considered as their baseline on the basis of the explanation provided in the country programme (e.g., internal conflicts presented in the country during the 1990-1999 period resulting in the destruction of domestic and commercial refrigeration systems, and the recent importation of refrigeration units leading to an upsurge of ODS consumption. Also, no records of ODS consumption data prior to 2000 are available); and
- (c) Submit to the Implementation Committee the plan of action, as proposed by the Government in the country programme, to ensure compliance with the provisions of the Montreal Protocol.

13. Subsequently, UNEP informed the Fund Secretariat that the Government of Sierra Leone has submitted its 1986 - 2002 ODS consumption data to the Ozone Secretariat.

Technical assistance in the foam sector

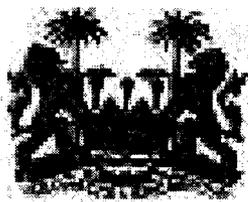
14. The Secretariat pointed out that the request for a technical assistance programme to address occupational health and safety of workers using methylene chloride in the flexible foam manufacturing sector was not an incremental item, and therefore was not eligible.

**SECRETARIAT'S RECOMMENDATIONS**

15. The Fund Secretariat recommends approval of the Sierra Leone country programme, noting that approval of the country programme does not denote approval of the projects identified therein or their funding levels. Approval of the Sierra Leone country programme is without prejudice to any decisions that might be taken by the Parties following consideration by the Implementation Committee of the consumption data submitted under Article 7 by the Government of Sierra Leone.

16. The Fund Secretariat also recommends that the Government of Sierra Leone be requested to present information annually to the Executive Committee on progress being made in the implementation of the country programme, in accordance with the decision of the Executive Committee on implementation of country programmes (UNEP/OzL.Pro/ExCom/10/40, para. 135). Using the approved format, the initial report, covering the period 1 January 2004 to 31 December 2004, should be submitted to the Fund Secretariat no later than 1 May 2005.





SIERRA LEONE GOVERNMENT  
MINISTRY OF LANDS, COUNTRY PLANNING AND THE ENVIRONMENT  
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Chief Officer  
Multilateral Fund for the Implementation of the Montreal Protocol  
Fax : (514) 282 - 0088

6<sup>th</sup> October, 2009

Dear Chief Officer,

**ENDORSEMENT LETTER FOR THE COUNTRY PROGRAM AND REFRIGERANTS  
MANAGEMENT PLAN FOR THE PHASE OUT OF THE OZONE DEPLETING  
SUBSTANCES IN SIERRA LEONE**

I have the honour to herewith submit the Country Program and Refrigerants Management Plan for the Phase Out of the Ozone Depleting Substances in Sierra Leone to you as well as to the Secretariat of Multilateral Fund for the Implementation of the Montreal Protocol to be considered for Multilateral Fund available financial support for its implementation. In this regard, I would like to inform you that the enclosed Country Programme and Refrigerants Management Plan for the Phasing Out of the Ozone Depleting Substances in Sierra Leone is fully endorsed by my government.

We are pleased to assert that the Government of the Republic of Sierra Leone is highly committed to the implementation of its plan for the phase out of ozone depleting substances as stipulated in the Plan.

We hope that the Country Programme and Refrigerants Management Plan will get approval in the 41<sup>st</sup> Meeting of Executive Committee of the Multilateral Fund in December 2009.

Sincerely yours,

  
Alfred Bobbong Sesay (Dr)  
Minister

CC:

Marco Gonzalez  
Executive Secretary  
Ozone Secretariat  
Fax : (254 20) 82 39 13, 823601

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## COUNTRY PROGRAMME COVER SHEET

**COUNTRY:** SIERRA LEONE

**LEAD NATIONAL AGENCY:** DEPARTMENT OF ENVIRONMENT (UNDER  
MINISTRY OF LANDS, COUNTRY PLANNING  
AND ENVIRONMENT

**LEAD IMPLEMENTING AGENCY:** UNEP

**DATE RECEIVED:** OCTOBER 2003

**PERIOD COVERED BY COUNTRY:  
PROGRAMME** 2004-2008

### 1. PHASE OUT SCHEDULE

SUBSTANCE	CURRENT CONSUMPTION (TONS X ODP) 2002	PLANNED TOTAL CONSUMPTION UNTIL PHASE-OUT (TONS X ODP) 2002-2010	PLANNED YEAR OF COMPLETE PHASE-OUT
CFC-12	71	150	2010
CFC-115	<1	<1	2010
CTC	<1	<1	2010
METHYL BROMIDE	<2	<3	2015
<b>TOTAL</b>	<b>75</b>	<b>155</b>	

### 2. GOVERNMENT ACTION PLAN

YEAR	DESCRIPTION OF ACTION	SECTOR	INTENDED EFFECT	ESTIMATED COST (US\$)
2003	Establishment of Ozone Office (Unit)	All	Provide monitoring and co-ordination	86,000
2003	Establishment of National Committee on ODS	All	Provide monitoring and co-ordination	
2003-2005	Public Awareness Campaign	All	Create Awareness	
2003-2005	Strengthening institutional framework	All	Provide monitoring and co-ordination	
2004-2006	Establishment of monitoring system for ODS imports, uses and Introduction of import licensing system	All	Ensure compliance with Protocol	
2004-2006	Enactment of regulations and provision of incentives and penalties	All	To ensure compliance with Action Plan	
2004-2006	Certification of refrigeration engineers and technicians	Refrigeration	To ensure improved servicing	
2004-	Establishment of National	Refrigeration	To supervise activities	524,260

2006	Committee on Improved Refrigeration Practices (NCIRP)		of refrigeration sector	
2004-2006	Improvement in servicing and maintenance of refrigeration equipment	Refrigeration	To reduce consumption of CFCs during servicing	
2004-2006	Training of refrigeration engineers and technicians	Refrigeration	Ensure improved servicing and maintenance practices	
2004	Improvement in the supply of nitrogen for servicing of refrigeration equipment	Refrigeration	To guarantee availability of nitrogen to reduce consumption of CFCs	
2004-2006	Introduction of Inspection scheme for imported refrigerators	Refrigeration	To reduce consumption of CFCs	
2004-20067	Introduction of retrofitting of industrial refrigeration systems	Refrigeration	To ensure adoption of proper retrofitting techniques	
2004-2006	Establishment of National Refrigeration Demonstration Centre Implementation of Train the Trainer Programme; Improved Servicing and Maintenance Practices in Refrigeration Sector;	Refrigeration	Trained technicians; To ensure reduction in ODS consumption.	
2004-2008	Incentive Programme for Commercial and Industrial refrigeration End-User Sector, Mobile Air-Conditioning (MAC) Project; Customs Training Programme; Monitoring of all activities within the RMP.	Refrigeration	To ensure reduction in ODSs consumption.	

## **EXECUTIVE SUMMARY**

### Background

The Montreal Protocol is an international agreement that aims at reducing and eventually phasing-out the production and use of Chlorofluorocarbons and Halons. The Protocol came into force in January 1989 and has since been ratified by 184 countries as of June 2003.

The Protocol, since its inception, has gone through four amendments that aim at accelerating the phase-out of these Ozone Depleting Substances (ODS). The amendments include the London Amendment of 1990, Copenhagen Amendment of 1992, Montreal Amendment of 1997 and Beijing Amendment of 2000.

The London Amendment was decided by the Second Meeting of the Parties in 1990 where controls on Annex B substances were added. At this meeting, the phase out schedules of Annex A substances were also accelerated. The amendment requires a complete phase-out of CFCs and halons by 2000, but developing countries with a calculated per capita consumption of Annex A substances below 0.3 kg (Article 5 countries) were allowed 10 years grace period to phase-out their use of ODS. It was also noted under the amendment that the use of ODSs in export products have to be phased-out by 2000, as the ten years grace period provision only applies to ODS used to meet domestic needs.

The London Amendment also provides (in Article 10) for a financial mechanism (Multilateral Ozone Fund) to assist Article 5 Paragraph 1 countries to comply with the control measures of the Protocol. An initial sum of US\$ 240 million dollars was allocated to the fund by non-Article 5 countries (industrialized countries) for the period 1991-1993. Additional contributions totaling US\$ 445 million were also committed for the period 1994-6, US\$ 466 million for 1997-9 and US\$ 440 million for 2000-2002.

Sierra Leone became a party to the Vienna Convention, Montreal Protocol, the London, Montreal, Copenhagen and Beijing Amendments on August 29, 2001. The consumption of ODS for 2002 is 82 ODP tons. This implies a per capita consumption of ODS of 0.01 kg. This means that Sierra Leone falls under the category of Article 5 Paragraph 1 countries, and thus qualifies for a ten year delay in the phase out of ODS. It is also eligible to receive technical and financial assistance from the Multilateral Fund. Sierra Leone is currently temporarily categorized as an Article 5 Paragraph 1 country, pending receipt of the country's complete split data.

### Use of ODSs in Sierra Leone

There is no production of ODSs in Sierra Leone. These substances are all imported by a limited number of local distributors and directly by the ODS-using companies. The total import of CFCs has been estimated at approximately 71 metric tons (MT) in 2002 of which CFC-12 account for almost 99%. Approximately 1 metric ton of CFC-115 is used in the composite refrigerant CFC-502 consisting of 49% HCFC-22 and 51% CFC-115. Consumption of other ODSs including methyl bromide and carbon tetrachloride (CTC) is estimated at 2.2 metric tons. In terms of ODP weighted ODS consumption, the total has been estimated at 72 metric tons (Tables 2.1, 2.2 & 2.3).

The dominant part (85%) of consumption of controlled ODS is used for servicing of existing refrigeration equipment and to a minor extent also for installation of new equipment. No manufacturing of domestic refrigerators and the like takes place in Sierra Leone. Manufacturing of flexible foam for mattresses, cushions etc. accounts for 12% of the 2002 regulated consumption, while the remainder includes methyl bromide and carbon tetrachloride, which are used for various purposes.

In the early 1990's, Sierra Leone experienced a decline in the use of CFCs as blowing agents in the manufacturing of flexible foam, when three of the largest manufacturer switched to methylene chloride due to awareness of the ozone issue. The use of CFCs as propellants for aerosols stopped around 1980.

### Methodology of the Country Programme Preparation

The methodology for the preparation of the Country Programme involved two missions to Sierra Leone in April and June, 2003 with the purpose of collecting demand figures and other relevant data, discussing institutional and policy framework with industry leaders and government officials, and identifying project activities which may qualify for support from the Multilateral Fund. Costs estimates were then made for the different actions and projects based on consultations with specialists both in Sierra Leone and abroad in the fields of refrigeration and flexible foam.

### Critical Assumptions

In order to estimate the total incremental costs of ODS phase-out in Sierra Leone, the most plausible substitution techniques were identified and costed based on up to date information contained in the UNEP Technical Options and the Refrigeration, Air Conditioning and Heat Pumps, Technical Options Committee Reports.

The incremental costs estimated for Sierra Leone comprise three elements:

- user costs, i.e. costs incurred at the level of manufacturers of ODS using products including incremental capital and operations costs, costs of re-training of personnel and research and development in connection with adaptation to ODS free technology, and the costs of technical assistance and support;
- consumer costs, i.e. incremental costs arising from forced early replacement of domestic refrigerators and extra costs of purchasing CFC free refrigerators instead of cheap second-hand CFC-12 refrigerators;
- government costs for institutional strengthening to ensure effective implementation of the Protocol.

The analyses in this report are based on a number of assumptions of which the most crucial are listed below:

- ODSs continue to be available in sufficient quantities to meet demand up to the year 2010 at current prices,
- unconstrained demand grows at a typical rate of 5-15% per year.

### Phase-out Scenario

Since Sierra Leone has only six years to phase out her ODSs, only one phase-out scenario (allowable phase-out scenario) is selected and analysed for Sierra Leone . This allowable phase-out scenario is characterised by the full utilisation of the 10-year delay provision in the Protocol. It postpones ODSs phase-out until the latest possible date while keeping the country within the limits of the Montreal Protocol.

The various measures outlined in the Country Programme like better servicing and maintenance procedures can be achieved without increasing the cost of the phase-out significantly. These issues show that under the current situation, the allowable phase-out scenario is the most likely and desirable for Sierra Leone.

### Recommended Phase-out Strategy

This strategy adopted for Sierra Leone proposes a freeze in the consumption of ODSs at 1995, 1996 and 1997 average consumption levels by 1999, 50% reduction by 2005, 85% reduction by 2007 and 100% reduction by 2010. In view of the unavailability of ODSs consumption data for the period 1995 to 1997 due to a decade of war and related economic disruption, consumption figures for 2002 are used as the base year from which compliance calculation would have to be calculated.

This strategy will ensure compliance with the provisions of the Protocol and further reflect on Government's objectives to minimise Sierra Leone's consumption of ODSs while at the same time reducing the cost associated with the country's industries and consumers. This is also in accordance with projects proposed for financing from the Multilateral Fund and in agreement with the aim of the Fund to provide incentives for the eventual phase-out of ODSs by 2010.

### Action Plan

The objective of the Action Plan is to phase-out the consumption of ODSs in Sierra Leone in compliance with the Montreal Protocol as ratified by the Sierra Leoneian Government, and in accordance with the recommended ODS phase-out strategy.

The Action Plan covers an initial period of five years from 2004 to the end of 2008. The plan comprises the introduction of Government initiatives to effectively regulate and monitor the use of ODSs, and a series of proposed projects in the ODS end user sectors some of which are seen as prerequisites for implementation of the phase-out schedule.

### **Government Actions:**

Two of the basic actions included in the plan have already been initiated with effect from the beginning of 2003.

The relevant institutional framework for implementation of the Action Plan has been created by the establishment of the National Committee for ODS (NACODS), which includes representatives from key Government institutions as well as representatives for different user associations. The Committee shall advise the Department of Environment (DoE) on all issues related to ODSs. Furthermore, under the DoE, a special Ozone Office has been created. This Office acts as secretariat for the Committee and is envisaged to undertake a coordinating as well as a monitoring function in all further activities concerning the phasing-out of ODSs. Three Task Groups of the Committee on Programme Implementation, Refrigeration and Foam Sectors will assist in the work of the office through periodic reviews of progress of actions.

A system for monitoring ODS use by substance has also been established. The system is based on the need for a clearance certificate to be obtained from the Ozone Office for import of ODSs before such import can be effected, and that the Customs and Excise Department will supply copies of all import declarations concerning ODSs to the Ozone Office on the basis of the clearance certificate permitting the import. This will enable the Office to be in control of all imports passing through the ports and points of entry.

Other proposed Government Actions include:

### Introduction of Regulatory Measures

The proposed regulatory measures include a schedule of bans on the use of ODSs for specific purposes at specifically given dates in accordance with the recommended phase-out strategy; a special ODS tax on

imports of all controlled substances to encourage initial substitution of ODSs in easily substitutable applications such as flexible foams; and tax exemptions for imports of ODS conserving or benign technology and non-ODS containing products. A local legal consultant will assist in preparing a full schedule of regulatory measures and draft regulations for consideration of the Government through the National Committee on ODS. An economic consultant will also assess the impact of these regulations and cost implications.

### Import/Export Licensing System

An import/Export Licensing System is expected to be established to allow the monitoring and controlling of ODS in and out of the country. The system will facilitate the smooth transition to non-ODS technology by providing clear signal to importers, wholesalers and industry about the maximum quantities of ODS permitted to be imported each year into the country until the phase-out date. The key elements of the import/export licensing system in Sierra Leone include the following:

- Legal basis, structure and functioning of the Licensing system;
- Import restrictions for ODS (quota, bans);
- Seized ODSs and ODSs based equipment;
- Recording of Data, data management and reporting;
- Monitoring and evaluation;
- Introduction of certification arrangements for refrigeration engineers & technicians and
- Information dissemination.

### **Project Proposals:**

Seven (7) projects under two main sectors are proposed for funding from the Multilateral Fund. The sectors are Institutional Strengthening, Refrigeration and Foam sectors

The projects comprise of the following:

**A) Project ISN 1:** Institutional strengthening for the phase-out of ozone depletion substances

**B) Project-R1-** Refrigeration Sector Projects

Six (6) sub-projects that aim at eliminating the use of ODS within the refrigeration sector are proposed.

These sub-projects include:

- 1) Training of Trainers in Code of Good Refrigeration Practices & Establishment of National Refrigeration Demonstration Centre-Project R-1 (Detailed description included in RMP)
- 2) Improved Servicing and Maintenance within the refrigeration Sector-Recovery and Recycling Project-Project R-2 (Detailed description included in RMP)
- 3) Incentive Programme for Commercial and Industrial refrigeration End-User Sector, (Detailed description included in RMP)
- 4) Mobile Air-Conditioning (MAC) Project; (Detailed description included in RMP)
- 5) Customs Training Programme; (Detailed description included in RMP)
- 6) Monitoring of all activities within the RMP. (Detailed description included in RMP)

Table 4.4 shows the proposed phasing and duration of the proposed projects. The projects will be initiated as soon as the Government secures funds for their implementation from the Multilateral Fund.

The total incremental costs of the proposed Government Action Plan are estimated at US \$ 524,260 at 2003 prices.

It is proposed that the Multilateral Fund cater for all incremental costs not covered by other funding sources. Once the incremental costs of the proposed projects are approved by the Multilateral Fund, appropriate fund-handling mechanisms will be set up.

#### Project ISN: Institutional Strengthening for Programme Implementation

The purpose of the project is to strengthen the capability of the Department of Environment to co-ordinate the implementation of Sierra Leone's Country Programme to phase-out the use of ODSs.

#### Project R-1: Improved Servicing and Maintenance within the Refrigeration Sector

The purpose of the project is to create a lasting improvement of the maintenance and servicing procedures currently being employed within the refrigeration sector in Sierra Leone by training and supervisory programmes for technicians, introduction of recycling and strengthening of training institutions etc. The project will cover procedures related to all kinds of refrigeration equipment in use.

### **Budget and Financing of Activities 2004-2006**

Tables 4.1-4.4 give a breakdown of costs of the Action Plan by components and by year of implementation. It is proposed that all the costs are incremental project costs to be funded by the Multilateral Fund. The costs of the Government Action Plan proposed are covered by the Fund as an institutional support project. Once the incremental costs of the proposed projects are approved by the Multilateral Fund, appropriate funds handling mechanisms will be set up.

Total incremental costs of the Country Programme for the period 2004-2008 is estimated at US\$ 524,260.