

**Background Materials for AA/AFR and DAA/AFR Trip to Liberia
December 17 – 20, 2003**

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ITINERARY FOR BUREAU OF AFRCA TO USAID/LIBERIA FROM DECEMBER 17- 20, 2003

DAY	TIME	ACTIVITY	CONTACT PERSON	VENUE	PERSON/S
Wed. 12/17	11:30a.m.	Arrive RIA	Emmanuel Haines – 517150 or 1571 Naomi - GSM Cell: 512869 office: 1479 Conneh – Embassy Expediter – 519756 or 1502/1510 Driver (?)	RIA	Ed/Bureau Team
	12:45p.m.	Settling down	Emmanuel and Naomi	Ambassador's Residence and DCM's Residence	Bureau Team
	1:30p.m. – 2:30p.m.	Country Team meeting	Sue – 1104	Chancery	Ed/Bureau Team
<i>Depart post at 2:45p.m.</i>	3:00p.m. – 3:45p.m.	Meeting with His Excellency, Charles Gyude Bryant, Chairman, National Transition Government of Liberia (NTGL)	**Ms. Deweh Gray, Protocol/Executive Mansion. GSM cell: 510509 **Mr. Willie Belleh, Chief of Staff, NTGL. GSM Cell: 511987 **Naomi Driver (?)	Executive Mansion, Capitol Hill	Ed/Bureau Team
	4:00p.m.	Meeting with Mr. Geoff Rudd, Charge d' Affairs, European Union	Christian – 519704 Driver (?)	European Union compound, Mamba Point	Ed/Bureau Team
	7:00p.m. – 8:30p.m.	Reception with Local and International NGOs.	Naomi	Sam & E, Apartment P # 2	Ed/Bureau Team/ USAID staff/30 persons
Thrs. 12/18	8:30a.m. – 9:00a.m.	Walk through USAID and meet with USAID staff	Naomi and Emmanuel	USAID Conference room	Ed/Bureau Team
	9:15a.m.	Drive through Grey Stone to see USAID Project Management Unit site.	Ed Driver (?)	Grey Stone, Mamba Point	Ed/Bureau Team
	10:15a.m. – 11:00a.m.	Meeting with Mr. Mark A. Kroeker, Police Commissioner (CIVPOL), United Nations Mission in Liberia (UNMIL)	Sylvia, Special Asst to Mr. Kroeker GSM Cell: 536031 Driver (?)	UNMIL compound. Former German Embassy, Congotown/Liberia	Ed/Bureau Team
	11:05 – 11:45a.m.	Meeting with Abou Moussa, Deputy Special Representative to the Secretary General (D/SRSG), United Nations Mission in Liberia (UNMIL)	Denise	“	“
<i>Depart post at 1:30p.m.</i>	2:00p.m. <i>(check with DATT)</i>	Security Briefing at UNMIL Military office, with General Daniel I. Opande, UNMIL Force Commander	DATT Naomi Driver (?)	UNMIL Military office, Former Coast Guard Base, Bushrod Island.	Ed/Bureau Team
	Followed by field visits.	Field visit #1: Freeport of Monrovia, along with World Food Program. Focus: Food issues	Kathrin Lauer, Food for Peace Officer – Mobile phone #529733	National Port Authority, Bushrod Island	Ed/Bureau Team/Kathrin/Rick
		Field visit #2: Brewerville and Ricks IDPs centers, with Norwegian Refugee Council (NRC) and Liberian Refugee, Repatriation & Resettlement Commission (LRRRC)	Rick Quinby, OFDA Officer – Mobile phone #529776	Brewerville	Ed/Bureau Team/Kathrin/Rick
	<i>Check with Sue for Dinner</i>	Business Dinner with Private sector. Focus: Private Sector Issues	Susan	Check with Susan	Ed/Bureau Team

Fri. 12/19	9:00a.m. - 10:15a.m.	4-Rs Meeting: UNHCR (Andrew Mbogori), UNOCHA (Ahunna), UMCOR (Destifano), Ed, Rick, Don and Team. Focus: Resettlement.	Naomi - 512869 and Rick: 5529776	USAID/Liberia Conference room	Ed/BureauTeam Rick
	11:00.a.m. <i>(check with Dante)</i>	Meeting with Forestry Development Authority (FDA). Focus: UN Sanctions	Dante - 1206 Driver (?)	Forestry Development Authority site, GSA Road, Paynesville	Ed/Dante/Bureau Team
	1:30 p.m.	Field visit to Schieffli Disarmament Cantonment site, along with UNMIL, UNHCR, and UNDP	Naomi Kathrin Lauer Driver (?)	Schieffli, Enroute to main Airport, RIA	Ed/Bureau Team/Kathrin
	4:30p.m.	Meeting with His Grace Arch Bishop Michael K. Francis. Focus: Civil Society issues	Naomi Driver (?)	Catholic Secretariat, Ashmun street	Ed/ Bureau Team
	7:00p.m. -	Business Dinner with Economists: Minister of Finance, Governor of Central Bank, Mr. Harry Greaves, Jr., Ms. Amelia Ward, Mr. Willie Belleh (?), Ed, Bureau Team. Focus: Economic policies and programs/ Government of Liberia	Naomi	Sam & E Apartment P#2	Ed/ Bureau Team
Sat. 12/20	9:00a.m. - 10:00a.m.	Meeting with GOL: Ministers of Health and Education along with deputies. Focus: Social issues/Health and Education	Naomi	USAID/Liberia Conference room	Ed/Team/Adams/ Korto
	11:00a.m.	Walk through Ministry of Information	Naomi Deputy Minister, Bernard Waritay - 518209 Driver (?)	Ministry of Information	Ed/Team
		Depart Monrovia for RIA			

Summary of Proceedings
Liberia Donors Conference Preparatory Meeting, December 3, 2003

I. Welcome and Introductions

Deputy Assistant Secretary of State for African Affairs Pamela Bridgewater and USAID Senior Deputy Assistant Administrator for the Bureau for Democracy, Conflict, and Humanitarian Assistance William Garvelink chaired the meeting. Julia Taft and Mats Karlson represented Donors Conference co-hosts the UN and World Bank, respectively. *See Attachment I for complete list of attendees.*

II. Report of the National Transitional Government of Liberia (NTGL)

Christian G. Herbert - Minister of Planning & Economic Affairs

Harry A. Greaves - Advisor to the Chairman on Economic Affairs

- Discussed the achievements of the NTGL thus far including: development of a budget for government expenditures through June 2004 (end of fiscal year); centralization of collection of taxes and fees with the Ministry of Finance; reduction of the price of rice, petroleum, and taxi fares; introduction of coins in denominations less than 5 Liberian dollars; plans for audits of key revenue generating bureaus and authorities; establishment of committees to develop roadmaps for lifting sanctions on the timber and diamond industries (reports due December 15); and participation in key needs assessment missions.
- Identified the 14 priority sectors to be covered by the needs assessments: Health and Nutrition; Education; Water and Sanitation; Agriculture, Food Security/Environmental Conservation and Water Resources; Sustainable Livelihoods, Employment Generation; Governance and Rule of Law; Refugees, Returnees, IDPs and Repatriation, Rehabilitation and Reintegration; DDRR (Disarmament, Demobilization, Rehabilitation and Reintegration); Macro-Economics and Economic Management; Banking and Finance; Electricity; Telecommunications; Transportation; Housing and Human Settlement.
- Identified the 9 Cluster Areas of the Results Focused Transitional Framework for Liberia: Security; Disarmament, Demobilization, Repatriation, and Re-integration (DDRR); Refugees and Internally Displaced People; Good Governance and Democratic Development; Elections; Basic Services; Restoration of Productive Capacity; Infrastructure; Economic Policy, Development Strategy

III. Report from SRSG Jacques Klein and Others Via Teleconference from Monrovia

See Attachment II for list of participants from Monrovia

- Security within Monrovia is "excellent." Deployment of troops is taking longer than expected and is disappointing.
- Walk-out by factions at recent meetings has been dealt with and is not a show-stopper.
- The SRSG praised the ongoing work of humanitarian assistance programs.

- Deployment of additional UNMIL troops is required to expand security to other areas throughout the country so planned reintegration and reconstruction activities can proceed; troop and equipment contributions are urgently requested.
- DDR started December 1 at three cantonment sites. People of Liberia are ready for disarmament and we must go forward even though conditions are not perfect.
- Disarmament and Demobilization will take 9 months to complete and should be done by September 2004 (assumes complete deployment of 15,000 UNMIL troops by March 2004).
- Reintegration (“R”) program must be robust and include non-fighters and women in addition to ex-combatants. Program to be completed by September 2005.
- Needs are great, but to be successful we must focus on several key priorities and the sequencing of activities within those priorities.
- CAP appeal covered humanitarian needs and included a request for \$17 million for the reintegration of 17,000 (of the estimated 40,000) combatants.
- DDR has started with an advance of funding from PKO assessments that will cover activities for 4 to 5 months.
- No funds have been received to date for either the CAP or the UNDP’s DDR trust fund.
- The EC representative in Washington voiced concern that DDR may be happening too rapidly and that areas of reintegration are not yet ready.
- The most recent DDR Strategy and Implementation Framework document was distributed to Washington attendees to ensure all had the current version.

IV. Discussion of Approach to Needs Assessment and Framework

Julia Taft, Assistant Administrator and Director for the Bureau for Crisis Prevention and Recovery, UNDP

- Objective is to show donors what needs to be done so they can identify areas to target for assistance.
- Needs assessments will be conducted by the Inter-Agency Working Group with the technical support of the UNDG, the World Bank and IMF under the overall coordination of the SRSG.
- Cross-cutting themes of capacity-building, security, gender, HIV/AIDS, human rights and environment will be examined.
- Assessments will identify the key priority needs for each sector in 2004 and 2005, including costing.
- Based upon the findings of the needs assessments, the Results Focused Transition Framework (RFTF) will present key outcomes that can be delivered within 6 months, 12 months, and 18 months.
- The RFTF will group the priority needs into 9 clusters (reported above).
- Sector reports are scheduled to be completed by December 22. Stakeholder workshops will be held in Monrovia with Liberian groups.
- Synthesis report is scheduled to be completed by January 24, 2004.
- All reports will be posted on the UNDG web site at www.undg.org.

V. Discussion of the Results Framework as Basis for Plan of Action
Mats Karlson, World Bank Country Director for Liberia

- The donor community needs to take a team approach to the situation in Liberia. The World Bank hasn't been present in Liberia for 20 years, a sub-regional approach like that being taken by ECOWAS is important. Transparency is important so we are all on the same page.
- This period of transition is one of great opportunity for Liberians, but their capacity is low and the NTGL has huge challenges; we must ensure that Liberian voices are heard and that they have ownership of the process through capacity building.
- This is an opportunity to break from the past and transform the country rather than simply rebuild it. We must be sure not to neglect areas outside of the capital.
- We must make the most of the 2-year transition period offered by the Accra Peace Accord.
- In order to make a difference we must be firm on our priorities; we can't do everything so we must be smart about the things we do. We also need flexibility in what we do.
- The RFTF can be used to spell out partnerships, and serve both as a federating tool for the NTGL and as a useful tool for communicating with the Liberian people.
- The Bank will engage in Liberia as soon as an arrears clearance plan can be worked out to address Liberia's \$399 million of arrears. We will likely engage the post-conflict fund early on, even before the arrears are cleared. The Bank hopes to establish a continuous presence in Liberia.
- The Bank will provide a report to the Board in mid-January.

Highlights of Group Discussion:

- Several participants expressed interest in a trust fund for Liberia. Julia Taft of the UNDP indicated that there are two trust funds at present: (a) DDR and (b) good governance. A more general one had not been established because it was anticipated most aid would come bi-laterally. However, if there is a requirement for a general trust fund the subject will be addressed.
- Each assessment team has a task manager from a UN agency, the World Bank or IMF, as well as a lead ministry/agency from the NTGL with participation from NGOs and donors as well. The Iraq model is being used. Due to lack of current information on Liberia, studies from 3 years ago are being used as reference points.
- Attention must be paid to building the capacity of the Liberian civil service. Assistance will be needed to cover salaries that would attract talented Liberians, including those from the diaspora. As happens in most similar situations, local talent is being drawn away from civil service to more lucrative employment with international organizations, NGOs, and donors. The State Department indicated it has a database of diaspora Liberians.
- This core group is an advocacy group as well as a strategy group.
- Over lunch, there was a brief general discussion concerning an integrated, community-based approach to ex-combatants, returnees and others affected by the war. It was agreed that the disarmament and demobilization of combatants should proceed with this ultimate goal in mind.

VI. Discussion of Core Donor's Projected Support for, Interest in, Aspects of the Results Framework

The United States plans to support emergency relief and other humanitarian assistance, promote DDR and community revitalization, help train and equip the Liberian police force, support the transitional government, reform the military, and support preparations for elections and rule of law programs. The Accra Accord specifies that the US will assist with military reform. The US will lead but will need help from other donors for this. The US plans to move forward on its funding decisions in coordination with other donors.

The EC provided €12 million in 2003. In 2004 there will be €7 – 8 million available for Liberia (of €80 million for the region). Until it is possible to move upcountry most activities will focus on Monrovia and the immediate vicinity. The EC will contribute €25 million to IDPS and refugees, and the water and sanitation, health, and electricity sectors. €9 million are still available for a community activities component. Other contributions include €0 million to support the peace process that includes €8 million to support ECOWAS and €40 million for DDR capacity and institution building. Brussels is currently examining a €4 million contribution to the UN trust fund for DDR and a team is presently in Monrovia examining other assistance to the DDR program. A determination may be made to provide funds from the 9th European development fund the week of Dec. 8.

Ireland will continue to see Liberia as a priority as evidenced by the recent contribution of a headquarters unit to UNMIL. Ireland has contributed € 2.5 million through recent CAP appeals and NGOs. It is too early to determine contributions for 2004 but the strategy will be informed by the results of the needs assessments and will probably include the areas of humanitarian needs, governance, health, education, and livelihood support. Ireland plans to make a serious pledge in February. Ireland has no official presence in Liberia. It supports a trust fund because it enhances coordination.

Sweden is considering a troop contribution to UNMIL of up to 200 troops by early February. Has supported police reform and the police corps by contributing 6 police officers thus far. Humanitarian assistance will be a priority, expects to contribute \$3 million to the CAP. Also plans to support ECOMIL with approximately \$1.3 - \$1.4 million. Has contributed 1 officer to the UNMIL force for DDR and will decide this week on contributions of \$600,000 this year to DDR and more next year. Sweden is interested in providing assistance for judicial reform through 500,000 Swedish krona to the ILA for an assessment of the judicial sector and may make further contributions in this sector based upon the RFTF.

The World Bank is supporting the assessment process and plans to provide grants from its post-conflict fund. Once an arrears clearance plan is in place, the Bank hopes to be able to provide \$5-10 million in IDA grants. Overall IDA envelope to be established.

France is committed to the peace process, DD efforts, and the donors conference and is concerned about the influence of the situation in Liberia on neighboring Cote d'Ivoire. Details on plans for funding are not yet available.

The UK indicated its plans for funding for Liberia are still in the review phase but will mostly include support for humanitarian assistance and government reform. The UK will look at contributing to a trust fund.

The NTGL stated the desire to have the RFTF populated with plans and costing and would like donor contributions to follow the framework. Help is needed with government salaries. Donors should take into account local talent when considering procurements and contracts.

Ghana's Ambassador to Liberia stressed the need for DDR to succeed this time around.

The AU representative stressed the need to coordinate assistance.

VII. Agreement on Structure, Invitees, Draft Agenda, and Other Key Organizational Aspects of the February 3-4 Donors Conference

VIII. Agreement on Approach to Other Donors, Method of Obtaining Input, NGO Involvement, and Timeline for Next Steps

Items VII and VIII were covered simultaneously

February 3-4 Donors Conference

- UN Secretary-General Kofi Annan, Secretary of State Colin Powell, and World Bank President James Wolfensohn (final confirmation of the latter pending) will open the Conference on February 3.
- All efforts will be made for Chairman Bryant of the NTGL to attend.
- UN will send out the invitations on behalf of all three co-hosts, the World Bank offered to assist with issuing the invitations.
- Representation will be at the ministerial level.
- **ACTION:** Specific suggestions for invitations (names and ministries) should be directed to Julia Taft (UN) or Pamela Bridgewater (US). Capitals of core group members will encourage potential participants to attend the conference.
- To the extent possible, countries will come prepared to pledge money or commit troops on February 3, others will come prepared to pledge soon. The conference is seen as a starting point in an ongoing process of contributing to Liberia's reconstruction.
- World Bank will sponsor a reception for delegations the evening of February 3.
- Supporting documents will be available on the UNDG website for all to view.
- Second day of the conference will likely be dedicated to technical discussions on the plan of action, coordination of implementation efforts, and possibly consultations with NGOs.
- **ACTION:** The group needs to determine the specifics of NGO representation at the conference.
- Follow up meetings may be required 6-8 months after the conference.

January Preparation/Liaison Meeting

- Will be held at the UN in early January, probably in conjunction with NGO consultations.

- Purpose is to provide the information needed to inform pledges to be made in February and encourage participation in the donors conference.
- Open to all UN permanent representatives to stimulate interest in the donors conference.
- Specific suggestions for invitees should go to Julia Taft (UN).
- Ministerial representation from the NTGL, perhaps by video conference.
- Opportunity for reports from the sector task managers on the needs assessments.
- Opportunity for progress report on development of the RFTF.
- Opportunity for consultations with the private sector.

IX. Wrap Up, Assignment of Responsibilities, Closing Remarks

Administrative

- Provide recommended invitees to the donors conference and January meeting to UN & US Department of State.
- Core group teleconference will be held on a weekly basis to keep the momentum going.
- Need to flesh out the details of the January meeting and its relationship to the possible technical discussions on February 4.
- The US plans to provide a pre-brief to a group of NGOs concerning this (December 3) meeting.

Substance

- It was agreed to develop a set of core principles among donors to cover any gaps in the RFTF, ensure collaboration, and avoid redundancies. USAID promised a first draft for comment.
- Also included among core principles will be agreement to use local contractors to the maximum extent possible, and to engage the diaspora.
- It was agreed that community revitalization to benefit all Liberians, non-fighters and women as well as ex-combatants, should be central to the RFTF.
- There should be a national program that includes communities distant from Monrovia and engages Liberian NGOs.

ATTACHMENT 1

Attendance List for the December 3, 2003 Liberia Donors Conference Preparatory Meeting

Country/Institution	Name
State/AF	Amb. Pamela Bridgewater
USAID	William Garvelink
UNDP	Julia Taft
World Bank	Nichola Dyer
Liberia/NTGL	Harry Greaves
Liberia/NTGL	Christian Herbert
Ghana	Amb. Kwame Amoa-Aliva
USAID/AFR	Carol Grigsby
State/AF/W	Michael Arietti
State/AF/W	Ray McGrath
State/AF/RSA	William Schofield
State/AF/RSA	John Spykerman
State/AF/RSA	Elaine French
USAID/AFR	Angela Reading
USAID/OFDA	Lynn M. Thomas
USAID/AA/DCHA	Lowell Lynch
USAID/DCHA/OFDA	Kate Farnsworth
USAID	Norman Nicholson
State/EB/FD	Bob Reis
State/EB/IFD	Marlene Breen
State/EB/OMA	Seneca Johnson
State/PRM	Margaret McKelvey
Treasury/AF	Alex Severens
State/OES	Ed Brown
State/S	Makila James
State/USUN-NY	Miriam Lutz
State/INR	Bernadette Graves
DoD/OSD	Col. Vic Nelson
Liberia/NTGL	Aaron Kollie
Liberia/NTGL	Massa Lansanah
Liberia/NTGL	Abdulah K Dunbar
UNDP	Shani Harris
Sweden	Görel Bogårde
Sweden	Anders Wallberg
IMF	Jon Shields
Japan	Takayuki Yagi
Japan	Kohei Saito
UK	St. John Gould
France	Bertrand Lortholary
World Bank	Mats Karlson
World Bank	Jean Edillon
World Bank	Richard Verspyck
World Bank	Mike Diliberti
Ghana	Isaac Aggrey
EU/Ireland	William Carlos
EC	Geert Heikens
EC	Vlassia Vassikeri

ATTACHMENT 1

Attendance List for the December 3, 2003 Liberia Donors Conference Preparatory Meeting

EC	Arend Biesebroek
African Union	R. Omotayo Olaniyan

ATTACHMENT 2

**Participants from the U.S. Embassy, Monrovia (via Teleconference) at
the Liberia Donors Conference Preparatory Meeting
Wednesday, December 3, 2003 at 2:30 PM (Liberian Time)**

Expected Attendees:

1. **Amb. John W. Blaney**, Embassy of the United States, Monrovia, Liberia
2. **Amb. Jacques Paul Klein**, Special Representative of the Secretary-General (SRSG), United Nations Mission in Liberia (UNMIL)
3. **Mr. Abou Moussa**, Deputy Special Representative of the Secretary-General (DSRSG) for Relief, Recovery and Rehabilitation and UN Humanitarian Coordinator for Liberia, UNMIL
4. **Mr. Souren Seraydarian**, Deputy Special Representative of the Secretary-General (DSRSG) for Operations and Rule of Law, UNMIL
5. **Amb. Geoffrey Rudd**, European Union Charge d'Affairs in Liberia
6. **Amb. Eineje Onobu**, Embassy of Nigeria
7. **The Honorable Luseni Kamara**, Finance Minister, NTGL
8. **Madam Amelia Ward**, Co-Chairman, Council of Economic Advisors, NTGL
9. **Ms. Adwoa Coleman**, Representative of the African Union
10. **Amb. Francis Blain**, ECOWAS Representative to Liberia
11. **The Honorable Elie Saleeby**, Executive Governor of the Central Bank of Liberia

Other Attendees:

1. **Mr. Satya Tripathi**, Office of DSRSG Moussa, UNMIL
2. **Ms. Marybeth McKeever**, Office of DSRSG Moussa, UNMIL
3. **Mr. David Lelliott**, UK Political Officer
4. **Mr. Borna Sonri (TBC)**, Senior Economist, Ministry of Finance, NTGL
5. (Unknown), Ministry of Finance, NTGL
6. **Mr. Douglas Kent**, Political Counselor, US Embassy
7. **Mr. Dante Paradiso**, Political Officer, US Embassy
8. **Mr. David Foley**, Acting Public Affairs Officer, US Embassy

INFORMATION MEMORANDUM
S/ES

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TO: The Secretary

FROM: AF - Charles R. Snyder, Acting

SUBJECT: Disbursement of ESF Funds in Africa

AF Bureau's FY 2003 ESF allocation was \$64,000,000. This was increased to a total of \$109,440,000 by the addition of supplemental funding for Djibouti, Family Planning/Reproductive Health and HIV/AIDS, the East Africa Counter-terrorism Initiative, and the Kimberley Process. The attached chart summarizes the account.

After the peace accord was signed August 18, we identified \$4,019,000 for Liberia from unallocated ESF resources to 1) support reintegration activities under the UN's Disarmament, Demobilization, and Reintegration program; and 2) field technical financial, budgetary, and audit advisors for the National Transitional Government of Liberia. The Congressional Notifications for these funds are fully cleared and ready to be submitted upon receipt of a Presidential Determination (PD) to waive Brooke Amendment restrictions on assistance to Liberia. The NSC has told us the PD has moved through the NSC and just awaits Presidential approval, which we expect this week. The \$4m is in addition to funds allocated earlier: \$400,000 AF had allocated to Liberia initially to support cease-fire negotiations and the peace process, and \$8.1m in INL ESF for INCLE programs. INL is sending the first ten U.S. civilian police to Liberia December 18.

The Iraq Supplemental made available \$200,000,000 in the International Disaster and Famine Assistance (IDFA) account for Liberia. We intend to use the funds to meet immediate humanitarian needs, allow reintegration of former combatants and others affected by conflict, promote community revitalization, support the transitional

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government, and create a positive security climate. The Deputies Committee meeting on November 25 approved these priorities.

Our initial thinking on allocation of the funds is: \$115 million to support relief, resettlement and reintegration of former combatants, displaced persons and refugees; \$10 million to create a new civilian police force and other elements of the judicial system; \$10 million to support the transitional government, independent media, and civil society; and \$30 million to support other critical needs such as elections, judicial reform, health, and agriculture and forestry. We will refine these figures further as we gain a better understanding of which areas other donors will support. The United States will co-host a donors conference on Liberia February 3-4 at the UN.

A PD is required prior to spending any of the \$200,000,000. A draft is out for clearance and will go to the NSC this week. In the interim, we have begun drafting Congressional Notifications for initial activities to be funded from the IDFA account. The CNS will be ready for transmission to Congress upon receipt of the Presidential Determination.

In addition, it is necessary to reform the military to create a small, effective force that can function in a democratic society. The Accra Accords ask the United States to lead this effort. We intend to use up to \$35 million from IDFA funds. This, however, is inadequate for the task, so we are seeking support from other donors. There also is sensitivity on the Hill to using IDFA funds for this purpose, and we are discussing this issue with the Hill. Military reform also will require considerable support from DOD, but so far they are reluctant to engage without a commitment of significant funds by the Department.

Attachment:

Summary Data for FY 2003 Economic Support Funds

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U.S. ASSISTANCE TO CONSOLIDATING PEACE IN LIBERIA

Introduction

Years of war have essentially destroyed the infrastructure of Liberia. The government and society are essentially starting from scratch. Our \$200m will enable the U.S. to address a share of Liberia's total needs.

The UN and IBRD will co-host with us a donors conference in New York City ideally in January. We are organizing it now. UN, IBRD, EU/EC, and numerous bilateral donors will participate.

We will host a planning conference December 2 to finalize plans for the Donors Conference. At that time, we will have a more complete sense of which areas bilateral donors and international organizations intend to address. We will then refine our plans to avoid overlap and ensure mutual support. Assessments have been or are being conducted. Their results will allow us to ensure complementarity among donors.

The range of numbers below indicates potential spending by the U.S. They currently are notional and do not reflect the considered views of senior policy makers. They will become more precise when we learn the plans of other donors and study the results of on-going assessment missions. Traditional levels of U.S. support for international organizations also must be considered.

U.S. CIPA funding (\$245m) will pay our contribution toward UNMIL and its disarmament and demobilization activities.

IMMEDIATE U.S. PRIORITIES

Relief, Resettlement and Reintegration (\$100-130 m)

Critical, life-saving relief activities to support refugees and displaced populations will continue to require resources in the short-term until security is established throughout Liberia. Some of the programs are designed to meet immediate humanitarian needs such as supplementary feeding, health care and immunization, water/sanitation, shelter, abuse prevention and other non-food relief. Programs will expand as new areas of the country become accessible. Assistance will be delivered through private voluntary and international organizations.

The reintegration of at least 38,000 ex-combatants and the resettlement of about 500,000 refugees and the internally displaced is our most critical task. As our experience has shown in Sierra Leone and elsewhere, the most effective approach to rebuilding post-conflict societies is to revitalize communities and ensure they can provide livelihoods for all returnees, wherever they come from. Particular attention will need to be paid to the special needs for reintegration of the large number of children and women ex-

combatants, including accelerated learning, skills training, and psycho-social counseling. Community reconciliation will also be incorporated into these programs.

Security and Civil Order (\$44-65m)

Civil order is essential for rehabilitation to proceed. There are two major elements to security.

Police (\$10-15m)

Creation of a credible, competent, and democratic police force is essential to public order and public confidence in the new government. This will require vetting, recruiting, training, and equipping a new police service. In addition, it will be necessary to assist other elements of the judicial system in the short term, including courts, prosecutors, and defense attorneys, so they can resume functioning. UNMIL civilian police will play a major role, but there is a need for significant bilateral assistance.

Armed Forces (\$34m-50m)

Reform of the army is also essential. This program will provide training, equipment, and facilities to reform and train a small military force (6000) capable of functioning in a democratic society. Military reform will also support DDR as some former combatants will be incorporated into the new army.

The U.S. will be primarily, perhaps wholly, responsible for this program. We do not have adequate resources from the Supplemental to accomplish completely this task and will need to identify other funding sources.

Governance and Independent Media (\$6-15 m)

It is essential to provide support to the newly-installed National Transitional Government of Liberia (NTGL). These funds would provide targeted assistance necessary for the NTGL to participate in the peace process, provide for basic government functions and the delivery of essential services.

Citizen participation in public life and free media are necessary to bolster governmental activities and sensitize the public to key issues. The dissemination of accurate information regarding security, reintegration, and the transition process as well as the protection and promotion of human rights and transitional justice through civil society mobilization are viewed as key areas for action.

Other Critical Needs (\$22-50 m)

Once immediate needs are met, there are other areas on which we and other donors should focus. If other donors make significant contributions to the accomplishment of the immediate needs described above, then some USG resources intended for activities in

those areas could instead be used to address these additional, critical needs: preliminary preparations in support of the October 2005 elections (\$10-15 m), rule of law activities and judicial sector reform (\$1-5 m), outreach to civil society and advocacy on behalf of the peace process (\$1-5 m), rehabilitation of referral hospitals (\$5-10 m), smallholder agriculture activities and forest sector rehabilitation (\$5-15 m).

Other Donors

The EU has already committed Euros (E) 45m for humanitarian aid, including E25m for water. It separately has approved E50m -- E8m for ECOMIL and E42m for demobilization, assistance to the transition government, and health. We understand the EU is planning an additional E70m for Liberia, but specifics are unavailable at this time.

EU member states are expected to provide additional assistance, and we will encourage other countries outside the EU to contribute at the donors' conference.



U.S. AGENCY FOR
INTERNATIONAL
DEVELOPMENT

November 12, 2003

INFORMATION MEMORANDUM

TO: The Administrator

FROM: AA/AFR, Constance Berry Newman /s/
AA/DCHA, Roger P. Winter /s/

SUBJECT: Planning for Liberia

SUMMARY

Planning for USG involvement in post-conflict Liberia is accelerating with the prospective availability of substantial additional funding from the Iraq and Afghanistan supplemental appropriation. USAID anticipates a large role in the planning process working closely with State Department.

DISCUSSION

Legislation

The Emergency Supplemental Appropriations Act for Iraq and Afghanistan was recently signed by the President. It appropriates an additional \$200 million for Liberia for International Disaster and Famine Assistance (IDFA), to respond to or prevent unforeseen complex crises, including support for humanitarian and peace intervention operations. Of this amount, \$100 million will be transferred from the Iraq Relief and Reconstruction Fund. The Bill also permits transfer to the IDFA appropriation of an additional 0.5 percent of Iraq and Afghanistan funds. The Statement of Managers states that the managers are concerned about the dire conditions of the refugees and internally displaced persons (IDPs), and have appropriated \$200 million to address this situation. The funds are made available in accordance with FAA Section 491 authorities, i.e., "notwithstanding any other provision of law," although their

purpose is broader than Section 491 purposes.¹ The funds are made available to the Secretary of State, and the scope of the appropriation and use of the funds is within State's purview. The statute requires prior Congressional consultation, as well as a formal CN. GC believes that using a portion of the \$200 million for peacekeeping and/or military/police restructuring and retraining can be viewed within the scope of "responding to a complex crisis," subject to the above considerations. It is State's responsibility, however, to articulate this case. USAID is currently working with the Department of State to determine priority uses of this supplemental funding.

The Senate and House Appropriations Committees have asked for a joint State/USAID briefing on the uses of the supplemental appropriation. Joseph Bowab, Director of Resource Management at State, one person from State/AF and one person from USAID/AFR will participate in the meeting. In addition, USAID will brief the HIRC on our program plans for Liberia after the Appropriations Committees' briefing.

USAID Strategic Planning

USAID has already been engaged in programmatic planning for Liberia. The planning document indicates our current thinking on priorities for USAID involvement in the country. As this document is still internal to USAID, it does not include sections on restructuring/retraining of the police and military. If the USG provides the bulk of the funding for this from the \$200 million, it will reduce the amount of money available for humanitarian and transition/development activities. We also assume that some portion of this funding will go to State/PRM, possibly \$10-\$15 million. A joint OTI/AFR assessment team, a Department of Treasury assessment team, and the DART Team Leader are returning from Liberia and will be able to provide more specific information on target areas and immediate needs for the transition government. Included in the OTI/AFR assessment team were individuals from DCHA/DG and EGAT/EM. In addition, EGAT/EG has been participating in planning discussions.

UNDP, in conjunction with UNMIL, USAID, UNICEF, OCHA, and World Vision, has prepared a strategy and implementation framework for a Disarmament, Demobilization, Rehabilitation and Reintegration program for Liberia. USAID's strategic planning

¹Separate from the IDEFA appropriation, the bill provides \$245 million for contributions for international peacekeeping activities worldwide.

for Liberia dovetails with UNDP's plan in the rehabilitation and reintegration sectors. The EU has provided some funding to Liberia and plans to make additional assistance available shortly. Other donors have shown interest in providing funding for Liberia but very little has been finalized. It is thought that other donors are waiting for the establishment of trust funds for DDDR and transitional government support and for the scheduling of a donors' conference.

Donors' Conference

The Department of State tells us that Secretary Powell has given his approval for the USG to co-host a donors' conference on Liberia with the United Nations and perhaps the World Bank in January 2004. Our preference will be for the USG to co-host this conference with the UN because of the UN's lead role in Liberia and because the World Bank's involvement is constrained due to Liberia's debt issues. The UN was initially hesitant about hosting such a conference because they wanted a key donor to come forward first. However, they now appear to be coming around to the idea. We have reached an agreement with State on the need to host an informal donors' planning meeting with key donors (UN, World Bank, EU) and the National Transition Government of Liberia in preparation for the January conference. We have also indicated to State that we are willing to take the lead within the USG on organizing both the informal donors' meeting and the formal donors' conference.

Deputies Committee Meeting

A Deputies Committee meeting to discuss the use of the \$200 million supplemental appropriation has been tentatively scheduled for November 19. We will advise your office of the exact date and time once it is finalized. Briefing materials will be provided in advance.

Attachments:

- Tab 1 - USAID planning document for Liberia
- Tab 2 - USAID planning budget for Liberia
- Tab 3 - Action Memorandum to the Secretary of State on co-hosting a donors' conference for Liberia
- Tab 4 - Executive Summary to the Liberian Disarmament, Demobilization, Rehabilitation and Reintegration Program Draft Strategy and Implementation Framework

CLEARANCE PAGE FOR INFORMATION MEMORANDUM about USAID planning for Liberia

Clearances:

AFR/WA: Gordon Bertolin	DRAFT	Date	11/6/03
LPA/CL: Susan Williams	DRAFT	Date	11/6/03
DCHA/AA: Lowell Lynch	CLEARED <i>R</i>	Date	11/7/03
GC/AFR: Mary Alice Kleinjan	DRAFT	Date	11/6/03
AFR/WA: Carol A. Grigsby	<i>CAF</i>	Date	11/10/03
DAA/AFR: Keith Brown	<i>KB</i>	Date	11.10.03
ES: Douglas Aller	<i>SW</i>	Date	11/13/03

AFR/WA: SGarvey: SG: 712-0638: 11/04/03

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OFFICE OF THE ASSISTANT

LIBERIA: USAID FUTURE PLANNING**

INTRODUCTION

An unprecedented opportunity exists for success in Liberia. The United Nations Special Representative of the Secretary General for Liberia, Jacques Klein, has a reputation for effectiveness, the United Nations Mission in Liberia (UNMIL) is deploying in force, humanitarian groups are at work in all sectors and ready to expand geographically as security permits, and the Liberian people are significantly receptive to international assistance. It is in the USG's interest to do all it can to take advantage of this opportunity.

I. IMMEDIATE HUMANITARIAN NEEDS* ∞ (\$15-20 million)

The core of USAID's humanitarian programming has been and continues to be supporting critical life-saving interventions. This includes supporting internally displaced persons (IDPs) where they are located with therapeutic and supplementary feeding; basic health care services and emergency vaccination campaigns; provision of shelter and non-food items to assist displaced populations; and emergency water/sanitation interventions at displaced camps. During FY04, a priority will be to expand humanitarian activities through new partners in IDP camps and transitional areas. Targeted supplementary feeding programs will need to expand to include institutional feeding programs and unregistered IDP populations. A portion of the funding will also go to State/PRM for refugee programs.

II. RESETTLEMENT, REINTEGRATION AND COMMUNITY REVITALIZATION* ∞ (\$65-85 million)

A. Resettlement (\$15-20 million)

Humanitarian activities in areas of resettlement will expand in FY04 to include rehabilitation of health and water/sanitation infrastructure and training of local staff to support these programs. These activities will support agriculture-oriented food for work activities, along with distribution of seeds and tools and take into consideration how such distributions may affect patterns of return, resettlement, and vulnerability. We will coordinate these efforts with reintegration activities, focusing on targeted, community-based interventions, which will be determined by an assessment team currently on the ground. The impact of HIV/AIDS on returnees will also be considered. In addition, we will launch IDP protection programs such as: monitoring and reporting on the treatment of IDPs; mobilization of communities and local non-governmental organizations (NGOs) for abuse prevention activities; and radio and other media activities designed to prevent IDP abuse. UNHCR estimates that there are approximately 750,000 people (250,000 refugees and 500,000 IDPs) who will need to be resettled. A portion of the funding will also go to State/PRM for resettlement of refugees.

B. Community Peace Building and Development Program and Reconciliation (\$5-10 million)

Years of conflict and displacement have severely affected Liberian communities, weakening their ability to respond to crises and to prosper economically. Currently planned at \$12 million over five years, the Community Peace Building and Development program focuses on community agriculture and literacy training. Active now in 100 communities in Margibi, Montserrado and Grand Bassa counties, USAID will expand this program to other counties throughout the country. Under its existing program, the Africa Bureau is also launching an activity focused on ethnic reconciliation in Lofa and neighboring counties (scope currently under development by USAID/AFR conflict staff in the field) and will expand this to other parts of the country. (For more information on the Community Peace Building and Development Program, please see attachment 1.)

C. Community Training and Rehabilitation (\$40-45 million)

Much of the rural infrastructure of Liberia has been seriously destroyed or long neglected. This includes roads, water systems, irrigation systems, and public structures such as municipal buildings, schools, hospitals, and clinics. Under this program, ex-combatants will be provided skills training and be employed to reconstruct and renovate urban and rural infrastructure, in collaboration with their communities, following a model used most recently in Sierra Leone. (For more information, please see attachment 2.)

D. Accompanying and Ex-combatant Women and Children (\$5-10 million)

Often overlooked in reintegration activities because of the emphasis on male ex-combatants, women and children, either ex-combatants or willingly or forcibly accompanying an armed group, are in particular need of assistance. USAID reintegration programs will put special emphasis on addressing their needs. Education and psychosocial counseling will be the primary areas emphasized. Attention will also be given to abuse prevention and health issues including HIV/AIDS. A USAID team arrives in Monrovia in early November to begin design.

III. GOVERNMENT AND GOVERNANCE (\$25-30 million)

A. Support to the Transition Government* (\$5-10 million)

The National Transition Government of Liberia faces numerous challenges. USAID has an assessment team in Liberia through the first week of November exploring the potential for providing assistance to the newly installed transition government. We expect that this will primarily involve the provision of advisory services to key ministries. In addition, the Department of Treasury, working closely with USAID, has an assessment team in Liberia

assessing the government's tax policy, debt management, financial institutions, anti-corruption policy and budget formulation. Their assessments will result in assistance that will bolster transparency in government revenues and improve fiscal management.

B. Elections (\$15 million)

Elections are scheduled for the fall of 2005. In order to have a viable election by that time, assistance will need to begin promptly. Assistance will be needed to strengthen the electoral commission, train political parties, prepare NGOs for election observation, and train polling place officials, as well as for logistical support and equipment for the elections themselves.

C. Rule of Law and Justice Sector Reform (\$5 million)

In all areas of Liberia there has been a complete breakdown of law. What is required is the creation of a stable, just legal climate important for attracting investment and the revitalization of Liberia's economy. USAID will assist with the development of judicial sector institutions. We will also provide public education in the use of the legal system. Similarly, the issue of transitional justice (beyond rule of law and judicial reform) is of serious concern. The USAID assessment team currently in Liberia will be providing recommendations in these areas.

IV. COMMUNICATIONS AND NGO OUTREACH (\$10 million)

A. Media and Communications* (\$5 million)

There is currently a need for public-interest messaging to sensitize the community to issues and topics such as reintegration and resettlement, health, HIV/AIDS, the peace process, and civic education. Existing USAID programs promoting rural radio dissemination will be expanded to meet these needs. The Ministry of Information will be important in this area and may be provided assistance under support to the transition government.

B. Civil Society and the Peace Process (\$5 million)

Due to the conflict in Liberia, communities have been severely disrupted and civil society has been weakened. In addition to funding already provided by USAID to the Inter-religious Council and individual Liberian NGOs, further work is needed to reach out to civil society and encourage advocacy efforts on behalf of the peace process and the transition to democratic governance. It will also be important for such work to take place in conjunction with efforts to address justice issues.

V. EDUCATION* ∞ (\$10-15 million)

A. Accelerated Learning (\$5-10 million)

Due to the war and its aftermath, many young people missed the opportunity for primary school education. An Advanced Learning Program (ALP) has

been developed by UNICEF to condense the normal primary school curriculum from 6 to 3 years. This program will be used for ex-combatants and other war-affected youth. On successful completion of the program, graduates receive a primary school diploma from the Ministry of Education. The ALP can be incorporated with formal and on-the-job training anticipated under a skills training program. The program has already been discussed with the Liberian Ministry of Education.

B. Textbooks and Teacher Training (\$5 million)

Years of conflict and poor governance have had a devastating impact on public education in Liberia. Wholesale reform of the educational system, which is needed, must wait until the installation of an elected government if it is to be effective. However, in the short term there is a strong need to get schools up and running again, which will require teacher training and textbooks.

C. Supportive School Environments

Through the Displaced Children and Orphans Fund, children affected by the conflict will be targeted for activities promoting their psychosocial and educational development with particular attention paid to vulnerable children such as child soldiers and separated children. Activities will also work to increase communities' abilities to identify and respond to protection concerns affecting children and youth.

VI. HEALTH (\$15-20 million)

A. Expansion of Primary Health Care System * (\$5-10 million)

The conflict in Liberia has severely affected the primary health care system in the country, rendering it virtually non-existent in some areas. Working in partnership with Africare before the most recent outbreak of fighting, USAID has been supporting primary health care clinics in Bong and Nimba counties. These programs will need to be expanded beyond these counties to other underserved rural areas and be prepared to address outbreaks of HIV/AIDS and other diseases associated with displaced populations.

B. Rehabilitation of Referral Hospitals (\$10 million)

The most recent round of fighting in Liberia took a severe toll on the country's limited hospital system. Phoebe, Redemption and other referral hospitals are no longer functional, and the more remote eastern provinces never had such facilities. With additional funding, USAID can move beyond village clinics to begin rehabilitation of some of this critical health infrastructure.

VII. AGRICULTURE/NATURAL RESOURCE MANAGEMENT (\$15 million)

A. Smallholder Agriculture (\$5 million)

In addition to the community agriculture work already taking place under the Community Peace Building and Development program, described above, there is a compelling need to resuscitate smallholder agricultural production. Several years ago, plans for a public/private partnership in the rubber sector were shelved due to insufficient interest on the part of potential USAID partners. We believe the timing is right to revisit the potential for a partnership in this and other areas. Activities relating to smallholder agriculture will target both reintegration activities and resettlement/community revitalization efforts.

B. Forest Sector Rehabilitation (\$10 million)

The ravages which Charles Taylor imposed on Liberia's forests are well known. Liberia's forests are severely damaged and remain vulnerable to unsustainable exploitation. With wise and sustainable management, Liberia's forests could represent a major source of revenue for the Liberian government. Within the framework of the President's Initiative Against Illegal Logging, reform of the Liberian Forest Development Authority and establishment of protected areas are significant priorities in post-conflict Liberia.

* Denotes immediate-need, priority areas for USAID involvement.

** A significant portion of this planning requires a finding in the national interest that allows assistance in spite of Brooke and 620q.

∞ In FY 2003, USAID/FFP programs in Liberia were valued at \$16.7 million.

USAID/FFP programs in FY2004 are estimated at \$16 million. These programs will complement other USAID programs in the areas of Immediate Humanitarian Needs, Resettlement, Reintegration and Community Revitalization, and Education.

The USAID Community Peace-Building and Development Program (CPBD)

DIOMPILOR

Liberians Working Together for Peace and Development

Diompilor, which in the local Kisi language means "oneness," is a five-year program to help Liberians create peace and prosperity for themselves. Strengthening civil society is at the foundation of realizing this vision.

Core funding for the Diompilor program, officially known as the Community Peace-Building and Development (CPBD) program, stands at \$12 million from the U.S. Agency for International Development (USAID). The Academy for Educational Development (AED) in Washington has overall responsibility for Diompilor and its partner Mercy Corps, with extensive experience in community-based participatory development, leads program operations in Liberia.

Diompilor strives for collaboration and cooperation with all civil society partners, government, the private sector, and donors. Resources and program strategies are focused at the grassroots level, building the capacity of civil society partners including Liberian NGOs (LNGOs), Liberian human rights organizations, and hundreds of community-based organizations (CBOs). To date, five core Liberian partner NGOs have been selected: Grand Bassa Agriculture Group (G-Bag); Peace Building Resource Center (PBRC); Project New Outlook (PNO); Center for Justice and Peace Studies (CJPS); and Action for Greater Harvest (AGRHA).

A dynamic, participatory social mobilization and development process, REFLECT, drives the program. Founded by Action Aid, the REFLECT approach combines literacy training, awareness building and social action. Community communications and agro-economic activities interweave to support this on-going process. During the course of the program, Diompilor's LNGO partners will train community-based REFLECT facilitators from more than 300 communities around the country. In the first year, 98 partner communities in Margibi, rural Montserrado and Grand Bassa counties were selected.

Diompilor's Ag-Economic Development team concentrates on supporting community self-help projects such as social infrastructure rehabilitation (e.g. schools, clinics and markets) and agriculture development, with a focus on sustainable agribusiness and agricultural processing models. Diompilor will focus on lowland food crops by: promoting lowland food crop methodologies through training materials and radio programming; providing inputs (e.g., seeds and tools); and strengthening local technical support mechanisms for farmers, such as agriculture extension and demonstration farms. Diompilor will also work to strengthen existing micro-credit systems and to support entrepreneurs in developing innovative businesses and services that can serve as models.

Diompilor's Community Communications Unit (C2U) manages a series of activities to strengthen information and community communications systems. Community access to accurate information on social, economic and political issues is improved through community radio and other means, including street theater, cassettes, and printed materials. Diompilor supports the production and dissemination of radio and other media messages on health, civic education, agriculture, economic development, human rights, peace building and reconciliation and other development topics evolving from and supporting Diompilor activities, as well as the activities of other civil society organizations around the country. The project provides technical and capacity-building assistance to local and national level media. Local groups promoting peace and tolerance are assisted to effectively market their messages to a wider audience using radio and other appropriate media. Diompilor will undertake a human rights education program targeting teachers and NGO workers.

State Department funding is being used by C2U to strengthen the capacity of licensed community radio stations in accessible parts of the nation. The unit will also develop three rural production centers and provide extensive training to radio station and production center staff and other stakeholders.

Sierra Leone

Youth Reintegration Training and Education for Peace (YRTEP) Program: A two-year, nationwide, non-formal education initiative for ex-combatant and non-combatant young adults, combining reintegration orientation and counseling, life-skills training, vocational counseling, agriculture skills development, civic education, and functional literacy training. This program focused simultaneously on reintegration of war-torn communities and remedial education for youth by-passed by schooling for nearly 10 years. The program was expanded to include a second track called Education for Nation-Building, an adult non-formal education initiative for public and private sector leaders, nationwide.

Skills Training and Employment Promotion (STEP) and Skills Training and Employment Generation (STEG): Programs aimed at accelerating the social reintegration of ex-combatants and war-affected youth through community-based strategies of skills development, employment, cooperation, dialogue, and psycho-social support. These have been carried out in USAID's targeted communities in Kono, Kailahun and Koinadugu districts. Both implementing partners, Christian Childrens Fund in Koinadugu and World Vision International in Kailahun and Kono, have worked to strengthen life skills and promote social reintegration, create temporary employment, and stimulate cooperation between ex-combatants and community members working together in civic work projects. STEP and STEG are also involved in developing community decision making to: build community consensus on project needs and locations using inclusive processes; finalize community needs assessments; and select project partners, participants and program support staff.

USAID Planning Budget for Liberia

Category	USG Contribution (in millions of \$)		
	Current Funds	FY04 Request	Supplemental
Immediate Priority Needs:			
Immediate Humanitarian Needs*	21.9	6	15-20
Resettlement, Reintegration and Community Revitalization			
Resettlement*		6	15-20
Community Peace Building Program and Reconciliation	3	1.1	5-10
Community Training and Rehabilitation			40-45
Accompanying and Ex-combatant Women and Children			5-10
Government and Governance			
Support to the Transition Government		3	5-10
Communications and NGO Outreach			
Media and Communications	0.17		5
Education			
Accelerated Learning			5-10
Textbooks and Teacher Training			5
Supportive School Environments	0.5	0.5	
Health			
Expansion of Primary Health Care System	2	2	5-10
SUB-TOTALS:	27.6	18.6	105-145
Medium-term Needs:			
Government and Governance			
Elections	0.65		15
Rule of Law and Judicial Reform			5
Communications and NGO Outreach			
Civil society and the peace process	0.4		5
Health			
Rehabilitation of Referral Hospitals			10
Agriculture and Natural Resource Management			
Smallholder Agriculture			5
Forest Sector Rehabilitation			10
SUB-TOTALS:	1.1		50
GRAND TOTALS:	28.7	18.6	155-195

*These categories include State/PRM funding.

11-05-03 *re*



United States Department of State

Washington, D.C. 20520

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ACTION MEMORANDUM
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TO: The Secretary

FROM: AF - Charles R. Snyder, Acting *CRS*
EB - E. Anthony Wayne *EA*

SUBJECT: Co-hosting with UN and World Bank a Donors Conference for Liberia

Issue for Decision

- Whether or not the US will join the United Nations and perhaps the World Bank in convening a donors conference for Liberia, probably in mid-January.

man
11/7/03

Background

Liberia will require a very substantial amount of foreign help in meeting its immediate humanitarian needs, in reconstituting the government, in carrying through with the demobilization, demilitarization, and reintegration (DDR) of former combatants, and in rebuilding the infrastructure and the economy. The international community has begun to organize to meet these needs.

The United Nations humanitarian agencies will meet in Ottawa on November 19 to issue their annual combined appeal for countries around the world, including Liberia. Jacques Klein, Secretary General Kofi Annan's special representative for Liberia, has been in Monrovia meeting with Chairman Gyude Bryant and assessing immediate needs. On October 30 he sent an appeal to international donors asking for contributions to the UN Development Program's (UNDP's) DDR Trust Fund. He also plans to send a second letter to donors asking for contributions to the Liberia Emergency Governance Fund, which needs \$17 million in the first year to pay government salaries and equip ministries.

The World Bank and the United Nations are planning to send a joint team to Liberia soon to begin an assessment of

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- 2 -

the longer-term reconstruction needs. Jacques Klein believes it would be useful to hold a donors conference soon after the needs assessment is finished, perhaps in mid-January, to take advantage of current interest in Liberia and its stabilization and reconstruction. The World Bank also has indicated a willingness to help with a conference. However, neither the UN nor the Bank has committed itself to convening a conference. In fact, the Bank has expressed reservations about convening a conference in the absence of indications that it would draw enough participants and substantial donations.

A donors conference will be essential to gain international consensus on Liberia's needs, to attract generous contributions, especially from the European Union and its member governments, and to begin to coordinate an international effort to build a stable, economically viable Liberia. The European Union has indicated it has \$42 million in an escrow account for Liberia and we believe Norway, Canada and other bilateral donors are willing now to commit funds to Liberia. As soon as Congress completes action on the supplemental, we will have \$245 million for UN Peacekeeping and \$200 million in foreign assistance funding for Liberia. We propose to use this very substantial funding, with an offer of U.S. co-sponsorship, to persuade the United Nations and the World Bank to carry through with the convening of a donors conference as early as mid-January.

Recommendation

That you authorize the U.S. to join the United Nations and perhaps the World Bank in convening and organizing a donors conference.

Approve _____



Disapprove _____

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I:\LIBERIA, Monrovia\Memos\
031103 AM - S - Liberia Donors Conference
drafter: AF/W: A Silski, 7-0252
cleared: AF: P Bridgewater
AF/W: W S Symington (ok)
AF/W: M R Arietti (ok)
AF/EPS: T DPerez (ok)
EB/IFD/ODF: R Reis (ok)
EB/IFD: L Greenwood (ok)
EB/IFD/OMA: A Wong (ok)
IO/UNP: S Amadeo (ok)
P: A Gordon (ok)
S/P: M James (ok)
D: H Pittman (ok)
H: J McNamara (ok)
E: K Tuminaro (ok)
IO/EDA: R Behrend (ok)
IO/EDA: E Jones (ok)
PRM: M McKinley (ok)
RM: J McBride (ok)
USAID: C Grigsby (ok)

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Liberian
Disarmament, Demobilisation, Rehabilitation
And Reintegration Programme

Draft
Strategy and Implementation Framework



Prepared by
The Draft Interim Secretariat
(composed of UNDP, UNMIL, USAID, UNICEF, OCHA, World Vision)

Monrovia
9 October 2003

1 Executive Summary

Introduction²

Liberia enjoyed relative stability and modest progress until the civil war in 1989 ruined the economy and completely reversed the course of socio-economic development. The elections in 1997 did not bring about the much-anticipated rehabilitation, recovery or the resumption of growth and development. Two years later, peace broke down and political and economic prospects were reversed.

To date, economic growth remains sluggish; unemployment has risen; the national debt is unsustainable; and poverty levels continue to rise. Liberia is one of the most food insecure countries in West African with significantly undernourished; low life expectancy; high infant, maternal and child mortality; poor access to health services; rising prevalence of HIV/AIDS; a low adult literacy rate an unfavourable human development index. The country has lost substantial institutional capacity in terms of manpower and socio-economic infrastructure and the systems required for efficiency, effectiveness and transparency are completely absent.

In essence, the unfavourable political climate, prevalent insecurity, and failure to create an enabling environment for growth and development, resulted in the renewed insurgencies that culminated into the intense war between the government and the rebels in 2003.

Context³

Initiatives at the regional and international levels brought about a peace agreement, which provides for the establishment of National Transitional Government in Liberia and a Disarmament, Demobilisation, Reintegration and Rehabilitation framework as the major instruments of achieving security and lasting peace. The parties to the peace agreement committed themselves to the complete disarmament, demobilisation and reintegration of an estimated 38,000⁴ combatants of the Armed Forces of Liberia (AFL); Liberians United for Reconciliation and Democracy (LURD); Movement for Democracy (MODEL); and para military groups and other militias.

Objectives

The *overarching objective*⁵ of the DRRP is the consolidation of peace through comprehensive disarmament, demobilisation and sustainable reintegration of all ex-combatants into civilian society. The *immediate objective*⁶ is to consolidate national security as a precondition to facilitating humanitarian assistance, restoration of civil authority, promotion of economic growth and development.

² See section 2.1

³ See section 2.2

⁴ See Section 5 for complete breakdown of estimated number of target group

⁵ See section 2.4 and ANNEX A

⁶ See section 2.4 and ANNEX A

Guiding principles and assumptions

The programme is based on a number of guiding principles and assumptions⁷, which, inter alia, include:

- A complementary military restructuring plan.
- Beneficiary involvement and participation.
- Transparent processing of the target groups
- Sensitisation and a nation-wide reconciliation campaign.
- No retroactive demobilisation.
- Need-driven assistance.
- Community-based support.
- Co-ordination and partnerships.
- Link to wider framework of the reconstruction and recovery effort.
- Regional Sensitivity.

The success of the DDRR programme and the attainment of its objectives are premised on the following assumptions⁸:

- A process of post conflict reconciliation is developed;
- A National Transitional Government is formed;
- Comprehensive (including regional) measures to stem and control the influx and possible recycling of weapons are put in place;
- Irregular forces are disbanded and the Liberian security forces are restructured;
- A national recovery, community reconstruction, rehabilitation and reintegration programme is concurrently implemented;
- Other complementary political provisions in the peace agreement are initiated and implemented.

Implementation modalities⁹

Reporting to and under the guidance of the National Commission on Disarmament, Demobilisation, Rehabilitation and Reintegration (NCDDRR)¹⁰, the Joint Implementation Unit (JIU)¹¹ will be responsible for overall programme planning, design and co-ordination of implementation¹². A Technical Coordinating Committee (TCC)¹³ will be established by the JIU to consult and inform external programme partners on critical issues of planning and programme development with regard to the DDRR programme.

The JIU will establish five DDRR Field Offices¹⁴ on the basis of population concentration of ex-combatants and will cover an average of three counties each. A considerable part of the programme implementation will be contracted out to local

⁷ See sections 2.6

⁸ See section 2.7

⁹ See section 3

¹⁰ See section 3.2

¹¹ See Section 3.3

¹² See section 3.3.2

¹³ See section 3.5

¹⁴ See section 3.3.3

and international NGOs as well as in partnership with various UN agencies, line ministries, private sector institutions and community-based structures¹⁵. A Project Approval Committee (PAC)¹⁶ will be established to ensure transparency in the use of donor resources. The PAC will be responsible for the review and approval of projects submitted by the implementing partners

A Finance Unit headed by a financial manager will be established within the UNDP country office to manage all financial resources under the DEX¹⁷ implementation framework. A management information system¹⁸ will be put in place for planning and implementing the programme and will include a monitoring and evaluation system as an embedded function of the programme to track beneficiaries and programme performance.

A military liaison office will be created to facilitate co-operation with UNMIL and the DD Unit for all security-related aspects of the programme¹⁹.

Implementation schedule

It is proposed that disarmament and demobilisation will take place as of mid January 2004²⁰ in tandem with the deployment capacity of the peacekeepers.

Programme description²¹

Information and sensitisation

A comprehensive programme of reconciliation will be expected to drive the disarmament and demobilisation process a comprehensive and concerted national sensitisation²² exercise will be undertaken.

Disarmament and demobilisation

The disarmament and demobilisation²³ process will take place at designated cantonment sites where combatants will be registered and legally de-militarised and "civilianised". They will receive information and counselling on various issues such as reintegration opportunities, civic education, career counselling, human rights, psychosocial counselling. Socio-economic data will be collected and ID cards issued. A maximum encampment period of 30 days will be required to process each group. On discharge and transportation to communities of preferred settlement, ex-combatants will receive an initial reinsertion assistance package with a subsequent payment three months later.

¹⁵ See section 3.3.5

¹⁶ See section 3.6

¹⁷ See section 3.4

¹⁸ See section 3.3.6

¹⁹ See section 3.3.4

²⁰ See section 3.7

²¹ See section 4

²² see section 4.2

²³ See section 4.3 and ANNEX B

Reintegration²⁴

The programme will implement the following menu of assistance to support the reintegration of ex-combatants:

- information, counselling and referral services to provide ex-combatants with information about potential opportunities;²⁵
- subsidised employment creation and promotion within community-based reconstruction and rehabilitation;²⁶
- vocational training, apprenticeships and formal education²⁷; and
- micro-individual initiatives and enterprises²⁸.

Tailored programmes and interventions will be implemented for women²⁹, child³⁰ and disabled ex-combatants³¹. Programme implementation will be linked to the ongoing RR measures and initiatives of the Government and bilateral and multilateral agencies and NGOs.

Estimated programme costs

The programme is estimated to cost³² US\$49,794,629 at an average cost per head of US\$1,310. This cost is not inclusive of the financial requirement for upstream military-related activities of disarmament and demobilisation. These would be covered from the assessed budget of the UN mission in Liberia.

²⁴ See sections 4.5 and 4.6

²⁵ See section 4.2 and ANNEX D

²⁶ See section 4.6 and ANNEX C

²⁷ Ibid

²⁸ Ibid

²⁹ See section 4.7.1 and ANNEX E

³⁰ See section 4.7.2 and ANNEX F

³¹ See section 4.7.3 and ANNEX G

³² See Section 5



**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT
BUREAU FOR DEMOCRACY, CONFLICT, AND HUMANITARIAN ASSISTANCE (DCHA)
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

LIBERIA – Complex Emergency

Situation Report #8, Fiscal Year (FY) 2004

December 4, 2003

Note: The last situation report was dated November 20, 2003.

BACKGROUND

Liberia has been marked by intermittent civil war since Charles Taylor launched a rebellion against the military regime of Samuel Doe in 1989. More than 200,000 people were killed during the ongoing conflict in Liberia in the 1990s. In 1997, Taylor emerged as the dominant power, winning the 1997 presidential election. Two opposition groups, controlling between 60 and 80 percent of the country, launched attacks on Government of Liberia (GOL) forces in attempts to oust Taylor from power. The main opposition group, Liberians United for Reconciliation and Democracy (LURD), which began fighting Taylor in 1999, has grown from a northern-based insurgent movement to a force that controls the majority of the country. The second opposition group, the Movement for Democracy in Liberia (MODEL), based in southern Liberia, began incursions into Liberia from Côte d'Ivoire in April 2003, resulting in large-scale population displacement. LURD controls the north and center of the country, while MODEL controls the south and east. Taylor resigned on August 11, 2003. On August 17, GOL, LURD, and MODEL representatives signed a peace agreement in Accra, Ghana, allowing for a transitional government to assume power on October 14. The parties to the agreement chose Gyude Bryant as Chairman and Wesley Johnson as Vice-Chairman of the National Transitional Government of Liberia (NTGL), which will remain in office until the election of a new government in October 2005. On October 1, the United Nations Mission to Liberia (UNMIL) was established. UNMIL will be comprised of 15,000 troops by early 2004 and will also contain approximately 1,115 police officers. Despite these developments, years of conflict have resulted in widespread human suffering in Liberia and the longstanding internal displacement of approximately 500,000 of the country's three million inhabitants.

NUMBERS AT A GLANCE		SOURCE
Internally Displaced	Total: 500,000 in Liberia 300,000 – IDP camps and irregular settlements in Monrovia 200,000 – Outside of Monrovia	UNHCR, September 2003
Refugees	140,000 Liberians in Guinea 66,000 Liberians in Sierra Leone 63,000 Liberians in Côte d'Ivoire 42,000 Liberians in Ghana 38,000 Ivoirians in Liberia 14,000 Sierra Leoneans in Liberia	UN OCHA and UNHCR, October/November 2003

Total FY 2004 USAID/OFDA Assistance to Liberia (To Date).....\$4,892,526
Total FY 2004 USG Humanitarian Assistance to Liberia (To Date).....\$16,592,526

CURRENT SITUATION

Improved infrastructure in Monrovia. Electricity was restored to central Monrovia for the first time in more than a decade on November 21. The European Union restored electrical service through a diesel-powered generator, according to the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA).

Improved access to Lofa County. The International Committee of the Red Cross (ICRC) has rehabilitated the airstrip in Voinjama, near the border with Guinea, in order to support health and water projects. According to UN OCHA,

the airstrip has been out of use for 14 years and the town has been cut off from humanitarian assistance since 1999. ICRC plans to fly supplies to Voinjama twice a week. ICRC has also begun chlorinating and rehabilitating wells and restoring health services to four towns in northern Lofa County: Kolahun, Foya, Voinjama, and Zorzor.

Status of UNMIL deployment. According to UNMIL, more than 5,000 peacekeeping troops were stationed in Liberia as of November 28.

Conflicting reports from Nimba County. International non-governmental organizations (NGOs) are receiving contradictory reports of fighting in and around Saglepie from

residents and local staff. As the area remains outside of the area of UNMIL deployment, verification of the reports remains difficult. The U. N. World Food Program (WFP) and UNMIL are developing an action plan to transport food to Saglepie that will involve the establishment of a camp in Ganta and simultaneous assessment and food distribution trips during the week of December 8.

U.N. Livelihood Needs Assessment. The results of a U.N. survey of living conditions in Monrovia indicate that 250,000 people are living in precarious conditions, 63 percent on one meal per day. WFP, the U.N. Food and Agriculture Association (FAO), the U.N. Children's Fund (UNICEF), the U.N. Development Program (UNDP), the World Health Organization (WHO), and the Ministry of Planning carried out a Livelihood Needs Assessment in September in camps for internally displaced persons (IDPs) and poor suburbs of the city. According to the survey, 105,000 people are living in "extremely vulnerable" conditions and 146,000 in "very vulnerable" conditions. The survey also indicated acute malnutrition in 6.2 percent of all children aged between six months and five years.

Relocation of Internally Displaced Persons (IDPs). The Internally Displaced Persons Committee (IDPC), which is coordinated by UN OCHA, has prioritized the relocation of IDPs from schools in Harbel/Firestone based on reports from Liberia Refugee, Repatriation, and Resettlement Commission (LRRRC) of increased tension between the 5,000 IDPs in the schools and the host communities. Relocation of these IDPs to Unification Town, Mount Barclay, and Ricks Institute is scheduled to begin on December 5.

The IDPC decided to close the following five irregular IDP shelters: Samuel K. Doe (SKD) Stadium, Masonic Temple, Internal Affairs, D-Tweh, and Kendija. IDPs living in these shelters will be offered the opportunity to relocate to an official camp. Through a sensitization campaign, the IDPC will inform IDPs who do not choose to relocate that humanitarian assistance will cease in the irregular shelters.

According to UN OCHA, 400 registered IDPs from Tubman High, an irregular shelter in Monrovia, were relocated to Fendell Agricultural College and Ricks Institute during the week of November 24. However, the actual number of newly arrived IDPs at the two camps may be higher depending on the number of unregistered IDPs that relocated.

Refugee repatriation. On December 1, the U.N. High Commissioner for Refugees (UNHCR) repatriated 12 Sierra Leonean refugees by air from Monrovia to Freetown. To date in 2003, UNHCR has facilitated the return of 4,067 Sierra Leonean refugees, the majority by sea. UNHCR plans to resume overland repatriation as soon as security and road conditions allow. According to UNHCR, most of the estimated 14,000 Sierra Leonean refugees remaining in camps in Liberia are reluctant to return to Sierra Leone.

In order to reunite 1,800 people separated as a result of the conflict in Liberia, ICRC is conducting weekly cross-border family reunification missions to refugee camps in Guinea and Sierra Leone.

Back-to-School program. According to UN OCHA, by November 27, 6,200 teachers underwent Rapid Educational Response training, which is part of the Back-to-School campaign. In addition, according to UNICEF, teachers have begun receiving salaries for October and will be provided with a three-month food ration by WFP.

The U.S. Government (USG) is contributing to the Back-to-School program in a number of ways through USAID and the U.S. Department of State's Bureau of Population, Refugees, and Migration (State/PRM). State/PRM's contribution of \$1.6 million to UNICEF for water and sanitation activities is being used to upgrade water supply and sanitation installations in schools throughout accessible areas of the country. USAID's Office of Food for Peace (USAID/FFP) has provided approximately 4,600 metric tons (MT) or 55 percent of food commodities needed for the emergency school feeding program. USAID's Office of U.S. Foreign Disaster Assistance (OFDA) has provided funds to purchase cooking pots, ladles, plates, and spoons for preparing and serving food to 25,000 children in 100 schools.

Disarmament and demobilization campaign. The first meeting of the National Commission on Disarmament, Demobilization, Rehabilitation, and Reintegration (NCDDRR) convened on November 27. The NCDDRR is mandated to coordinate all DDDR activities and includes representatives from the NTGL, LURD, MODEL, Economic Community of West African States (ECOWAS), and the U.N.

The U.N. formally launched the DDDR campaign on December 1, as planned. In order to facilitate the DDDR of Liberia's estimated 38,000 combatants, the first cantonment center for former GOL troops opened on the outskirts of Monrovia on December 1. There are separate cantonment centers for LURD in Tubmanburg and MODEL in Buchanan. At these cantonment sites, up to 1,000 fighters at a time will surrender weapons and undergo a three-week screening process. The ex-combatants will receive an initial payment of \$150 upon the surrender of weapons, followed by a \$150 grant. The former combatants will then be transferred to other U.N. agencies that will supervise their rehabilitation and reintegration into society. UNMIL plans to open up to 10 cantonment sites by April 2004.

Food distributions under DDDR. By November 26, WFP and implementing partner Première Urgence (PU) provided food to 850 former combatants and dependants in Compound Number One and Scheiffelin, where former GOL forces have voluntarily disarmed and are awaiting the start of the formal cantonment process. On November 28, WFP and PU provided .75 MT of mixed commodities to 107 former militia

and their dependants at Compound Number 1. Each ex-combatant received a 13-day ration of rice, pulses, vegetable oil, salt, and sugar. WFP purchased the rice on behalf of UNMIL. On December 1, WFP distributed 2.5 MT of food commodities to 510 former combatants in Scheiffelin.

Health situation. According to WHO, the incidence of cholera is declining in Liberia while cases of bloody diarrhea are increasing steadily. WHO suspects that the bloody diarrhea, which is most prevalent in Bong County, is shigella.

Through the coordinated efforts of UNICEF, the Ministry of Health, WHO, and international NGOs, 614,769 Liberian children between six months of 14 years have been immunized against measles since June 2003, according to UN OCHA. Save the Children Fund-U.K. (SCF) reported that one million doses of Vitamin A, supplied by UNICEF, were unloaded at Monrovia's Freeport. The arrival of the Vitamin A will allow SCF to resume the measles vaccination campaign in Montserrado County that was suspended due to the delayed arrival of the doses. SCF also plans to begin an immunization campaign in coordination with the International Rescue Committee (IRC) in Bong County on December 5 that will target a total of 60,000 beneficiaries.

On November 29, Johns Hopkins Malaria Emergency Technical and Operational Response (MENTOR) reported that insecticide residual spraying (IRS) was completed in the SKD Stadium and in 1,500 shelters in the E.J. Yancy IDP camp. In addition, IRS was completed in 2,108 out of 3,491 shelters in Maimu I IDP camp.

Ongoing food distributions. A WFP convoy of 42 MT of food arrived in the Harper area, Maryland County, on November 22. On December 1, the Danish Refugee Council (DRC) began distributing two-week food rations to approximately 5,000 beneficiaries in five villages.

Emergency School Feeding (ESF). Between November 20 and 26, WFP and implementing partners delivered a monthly food ration to 40 schools under the ESF program. A total of 58 MT was provided to the schools, benefiting 9,472 students in Montserrado and Margibi Counties. A food distribution to the additional 98 schools that met assessment criteria for the ESF program is scheduled for the week of December 1.

USG HUMANITARIAN ASSISTANCE

Non-food assistance. In FY 2003, USAID/OFDA obligated more than \$5.5 million to support humanitarian needs in Liberia. In FY 2004, USAID/OFDA has committed approximately \$4.9 million to support humanitarian activities in Liberia. USAID/OFDA obligated more than \$1 million to Oxfam to support water and sanitation and protection activities. USAID/OFDA approved more than \$400,000 to the IRC to support measles immunization programs. USAID/OFDA obligated more than \$1,400,000 to Merlin for

health, non-food items, and water and sanitation activities. In support of targeted feeding programs, USAID/OFDA obligated more than \$265,000 to Action Against Hunger (ACF). In support of Unification Camp, USAID/OFDA approved more than \$455,000 to the American Refugee Committee (ARC) for camp management and sexual and gender-based violence (SGBV) activities. USAID/OFDA has also committed approximately \$440,000 for Northwest Medical Teams International to undertake health activities in Liberia.

From August through the end of October, a USAID Disaster Assistance Response Team (DART) was based in Monrovia to assess humanitarian needs and coordinate the provision of USG-funded assistance to vulnerable populations in accessible areas of Liberia. The DART has been replaced by a USAID/DCHA humanitarian team consisting of a full-time USAID/OFDA Field Officer based in Monrovia, and regular regional support from the USAID/Food for Peace (FFP) Officer and USAID/OFDA Program Officer, both based in Freetown, Sierra Leone.

Emergency food assistance. In FY 2003 USAID/FFP provided a total of 24,480 MT of P.L. 480 Title II emergency food assistance, valued at \$16.7 million, to Liberia. To date in FY 2004, USAID/FFP has provided an additional 19,330 MT valued at approximately \$11.7 million. The commodities provided by USAID/FFP include a combination of cereals, pulses, and vegetable oil, and corn-soya blend (CSB) for therapeutic and supplementary feeding. USAID/FFP emergency food assistance is provided to vulnerable populations through direct distribution, food for work programs, emergency school feeding, maternal and child health programs, and supplementary and therapeutic feeding programs. USAID/FFP programs are implemented in Liberia through WFP and Catholic Relief Services (CRS).

Refugee assistance. State/PRM has provided support for Liberian refugees since 1989 and for Sierra Leonean refugees in Liberia since 1991. In FY 2003, State/PRM provided more than \$12 million in response to the Liberia crisis. This funding includes \$4.3 million to UNHCR for assistance to refugees in and from Liberia, \$4.4 million to ICRC for assistance to conflict victims, \$826,164 to WFP in support of WFP's trucking capacity in Liberia, nearly \$1.6 million to UNICEF for water and sanitation efforts in support of populations in Liberia, \$251,177 to IRC to prevent SGBV, \$298,000 to UNDP and the U.N. Security Coordinator (UNSECOORD) in support of field security offices, and \$738,095 to support WHO's water and sanitation efforts as well as disease monitoring and assistance.

State/PRM has also provided nearly \$13 million to UNHCR and more than \$13 million to various NGOs to support Liberian refugees in Côte d'Ivoire, Guinea, and Sierra Leone. This is in addition to unearmarked funding for UNHCR for Africa (\$54.6 million) and ICRC for Africa (\$52.6 million).

U.S. GOVERNMENT HUMANITARIAN ASSISTANCE TO LIBERIA

<i>Implementing Partner</i>	<i>Activity</i>	<i>Location</i>	<i>Amount</i>
USAID/OFDA ASSISTANCE*			
Oxfam	Water/Sanitation and IDP Protection	Monrovia	\$1,058,193
IRC	Measles	Monrovia	\$413,003
Merlin	Water/Sanitation, Health, Non-food items	Monrovia/Harbel	\$1,433,476
ACF	Nutrition	Monrovia	\$265,873
ARC	IDP Camp Management, SGBV	Margibi	\$445,076
Northwest Medical	Health	Montserrado/Margibi	\$436,629
UN OCHA	Humanitarian Information Center	Countrywide	\$310,000
OFDA	Administrative and Program Support	Countrywide	\$85,200
TOTAL USAID/OFDA			\$4,892,526
USAID/FFP ASSISTANCE			
WFP**	P.L. 480 Title II Emergency Food Assistance – 19,330 MT	Countrywide	\$11,700,000
TOTAL USAID/FFP			\$11,700,000
TOTAL USAID HUMANITARIAN ASSISTANCE TO LIBERIA IN FY 2004			\$16,592,526
TOTAL USG HUMANITARIAN ASSISTANCE TO LIBERIA IN FY 2004			\$16,592,526

* USAID/OFDA funding represents committed and/or obligated amount as of December 4, 2003.

** Estimated value of food assistance.



Tamra Halmrast-Sanchez
 Acting Director
 Office of U.S. Foreign Disaster Assistance

Liberia's new consensus leader

Gyude [pronounced like the name "Judy"] Bryant is the politician entrusted to lead Liberia into a peaceful, democratic future. However, he is not considered a political heavyweight, and he will need to establish his credibility to a war-weary nation skeptical of leaders that have let them down before.

As a Christian leader and a businessman, he is viewed as a political neutral, which is what helped to secure his appointment by the warring factions at peace talks in Ghana. "I have lived there throughout all these problems, and I see myself as a healer," he told AP news agency.

But the BBC's Jonathan Paye-Layleh in Monrovia says Liberians have expressed surprise that he has been given the task of uniting a country practically in ruins after being fought over for more than a decade. However, his comments after being appointed suggest he already has a clear idea of what needs to be done when he takes over in October.

Mr Bryant said his priorities were:

- Working with the UN to hold elections
- Demobilising fighters
- Establishing and maintaining order
- Restoring basic services such as electricity

The 54-year-old is tall and is known for wearing flowing white shirts. He is married with three grown-up children. He comes from the southern Grebo ethnic group - which has not played a major role in the conflict. Unlike many others Liberians, he remained in the country during all the upheavals in recent years. As a businessman, he imports heavy machinery. He also holds a prominent position in the Episcopal Church, one of Liberia's main religious denominations.

He is chairman of the Liberia Action Party which was one of the political parties to be harshly critical of both former President Charles Taylor and of the rebels.

Although he will lead the new government, the two rebel groups and allies of Mr Taylor will hold half of the cabinet seats. Mr Bryant may have a tough job getting the

BBC News Profile of Gyude Bryant

former enemies to work together for a more peaceful and prosperous future. Wesley Johnson of the United Peoples' Party was chosen as his deputy. He will replace interim leader Moses Blah, who himself took over on a temporary basis from Charles Taylor who stepped down and went into exile last week.

Copies to: 1. AFR/WA
2. DAA/AFR, K. Brown

AFR



July 11, 2003

U.S. AGENCY FOR
INTERNATIONAL
DEVELOPMENT

INFORMATION MEMORANDUM

TO: The Administrator

FROM: AA/DCHA, Roger P. Winter /s/
A-AA/AFR, Keith Brown /s/

SUBJECT: DCHA Emergency Humanitarian Assistance Plan for
Liberia

SUMMARY

This memorandum addresses the emergency humanitarian assistance response necessary for Liberia. It concentrates on DCHA's plans for providing disaster relief and other emergency assistance. DCHA has prepared the memo in consultation with the Africa Bureau, however, it does not incorporate sections dealing with plans concerning DDR (disarmament, demobilization, and reintegration), democracy and governance, and longer term development assistance in any depth. Instead, we intend to provide you with additional memoranda in the next few days on the other plans for post-conflict assistance to Liberia, as well as how USAID's efforts mesh with those of other parts of the U.S. Government and the international community.

DISCUSSION

Throughout the recent crisis, our Mission in Monrovia has remained operational, and Mission Director Ed Birgells has channeled on-the-ground humanitarian information to USAID/W. The existing USAID/L program, focused primarily on community agriculture and health, can provide a base for some of the emergency activities we may wish to launch.

Recent Political-Military Events

Liberia has been engulfed in civil war since late 1989. More than thirteen years of violence, human rights violations,

and population displacement have left over 200,000 people dead, with perhaps one million people, a third of the country's population, displaced. More than half of the city's population is reportedly vulnerable, lacking access to health, water, sanitation and adequate food. The United States is considering dispatching troops to the country as a short-term stabilization force. The commencement of peacekeeping operations will offer an opening for providing humanitarian assistance in response to the needs created by the recent round of fighting, and we are hoping that it will mark the start of a successful transition to Liberia's long-term stability and recovery.

Humanitarian Situation

Displaced Populations: Internally displaced persons (IDPs) are the single most vulnerable group affected by the humanitarian crisis in Liberia, and they warrant the highest priority for humanitarian response. According to current estimates, there are some 300,000-350,000 IDPs in and around Monrovia, with about 20,000 encamped at the Samuel K. Doe Stadium. Over 80 IDP locations have been identified throughout the city, sheltering approximately 134,000 IDPs. An additional 150,000 IDPs are believed to be living with host families in Monrovia. Overall IDP estimates in Liberia range from 350,000 to 700,000.

In addition, as a result of recent hostilities, UNHCR has lost contact with 40,000 Ivorian refugees, 43,000 Liberian returnees, and 50,000 third country nationals in Liberia. Repatriation operations for Sierra Leonean refugees were stopped, although they are resuming now that the ceasefire seems to be holding.

Water and Sanitation: Cholera remains a significant concern. Sanitation facilities are extremely limited, especially in the IDP camps, increasing the probability of disease outbreaks. Construction of latrines is a pressing need.

Water distribution is severely degraded because of the conflict and the looting of tankering vehicles. There has been no functioning municipal water distribution system in Monrovia since 1997. Mass chlorination of water sources in Monrovia and its environs is necessary if there is to be a reduction in the incidence of severe diarrhea and cholera.

Health and Nutrition: Currently, Monrovia has only two operational clinics. Both clinics are operated by MSF out of their compounds. In addition, of the four hospitals in Monrovia (two Catholic facilities, Redemption, and JFK Memorial), only JFK Memorial Hospital is operational (staffed by ICRC). A 100-bed cholera treatment unit is maintained at the Greystone compound by the NGO Merlin. The current capacity of the unit is unconfirmed. Ambulance services are no longer functioning with increased insecurity and theft of vehicles.

Overcrowding and lack of sanitation are responsible for frequent outbreaks of diarrhea, malaria, and cholera at the IDP camps. SCF-UK has been attempting to carry out immunizations and other measures to prevent a worsening health situation. Malaria remains the main cause of mortality, with 38 percent of deaths attributed to it.

Food: In spite of appeals to the parties to the conflict to open a humanitarian corridor to allow delivery of food aid, WFP was forced to suspend deliveries to IDPs in camps around the capital. Estimates indicate that the population that is currently in need of immediate food assistance in and around Monrovia stands at around 350,000. WFP has about 8,000 MT of food in the Free Port of Monrovia, with only about 50 MT lost to looting. WFP plans to start food distribution to IDPs and refugees in Monrovia by the first week of July. June 2003 food shipments that were diverted to Sierra Leone to avoid exposure to looting are being assessed for shipment to Monrovia.

There is reportedly a three to four month supply of rice available in Monrovia. However, people's purchasing power has declined significantly this year. Following the rebel incursion into Monrovia, the price of rice rose by between 50 percent and 100 percent.

As of July 3, 2003, 23 IDPs in Monrovia have reportedly died due to anemia and malnutrition. The recent reduction in the general food aid ration could generate a further increase in malnutrition, but WFP expects a return to the standard ration as soon as supplies permit and commodities can be redirected through the Protracted Relief and Recovery Operation (PRRO).

There is also a need to pay keen attention to the nutritional status of children under five. The malnutrition rate in the under-five population is estimated at 20 percent.

Shelter: Establishment or improvement of IDP camps and other makeshift living areas will require implementation of emergency shelter programs, especially with the onset of the rainy season. Although the conflict has done only limited damage to the housing stock, increased displacement of people into Monrovia will require improvised shelter interventions.

Humanitarian Infrastructure

UN agencies and NGOs have substantial experience in Liberia and sizable amounts of disaster relief supplies are in country. There are two DCHA/OFDA grantees active in country at present. Merlin has a \$751,773 grant for working in the health and water-sanitation sectors; Accion Contra la Faim has a \$517,773 grant to do nutrition work.

Virtually all of the international staff of these organizations left during the height of the recent fighting. We understand that they are prepared to return once security permits. Some of their assets, however, have been looted. A portion of these commodities and logistical equipment may be retrievable during a ceasefire. USAID has a Mission in country that has been planning for a post-conflict transition.

DCHA and PRM Emergency Assistance in FY 2003

So far in fiscal year 2003, DCHA has provided \$1,268,784 in disaster relief funding for Liberia. The State/PRM Annual Refugee Operations program for the country totals \$1,000,000 for FY 2003.

Also, DCHA/OFDA has just received 10 proposals (one from OCHA and the rest from NGOs) that will be reviewed in the next few days. The total amount of the proposals is over \$3.7 million, and they cover a variety of critical areas, including water, health, nutrition, non-food items, and coordination.

DCHA Response Strategy

Overview

DCHA proposes to provide emergency food and non-food assistance, short-term political and social transition assistance and abuse protection activities. To report information to Washington, support the Embassy and USAID, coordinate with the international community and the U.S.

military and to manage relief operations, a DART team was put on standby on July 11 in Washington and will be ready to deploy to Monrovia as soon as conditions permit.

Emergency Food Assistance

The emergency food aid response will entail providing resources to implement food distribution programs through WFP's implementing partners; funding WFP logistic and support requirements; and organizing local purchase of specific food commodities to balance nutritional requirements to the extent they cannot be met with foods already available in the food aid pipeline. The latest 3,460 MT contribution to this program is due to arrive in Liberia in August. An additional 10,000 MT contribution valued at \$7 million to WFP's Liberia program is under consideration.

To avoid potential looting, WFP is only keeping a two month supply of commodities in Liberia to respond to immediate needs, sending the rest to neighboring countries. WFP has diverted roughly 6,500 MTs of mainly bulgur wheat to Sierra Leone and Guinea. This cargo will be returned to Liberia as soon as the security situation improves. It normally takes a vessel 2-3 days to reach Liberia from Guinea and Sierra Leone. Once the situation improves, diverted commodities can be returned to Liberia quickly.

WFP's pipeline for Liberia is relatively healthy. New commodity contributions totaling 5,600 MTs from the United States, Germany, the Netherlands and Japan are due to arrive in Liberia in August and September. In addition to WFP's program, Catholic Relief Services is taking the lead in putting together a joint PVO proposal to address additional emergency food needs in Monrovia.

Emergency Non-Food Assistance

Several NGO proposals addressing needs in supporting IDPs, health and nutrition, water and sanitation, and shelter are currently under expedited review. In addition, DCHA/OFDA has deployed its Mano River Emergency Disaster Response Coordinator from Freetown, Sierra Leone to Monrovia to accompany the DoD Humanitarian Assistance Survey Team carrying out an assessment in Liberia. Recommendations from this deployment will be taken into account when making decisions for expansion of the Liberia response, to include planned Assessment Team and DART deployments.

Displaced Populations: Support to IDPs will be the highest priority for DCHA, in terms of both resources and level of effort. DCHA/OFDA and DCHA/FFP will work within the existing UN system to address needs. The offices will also partner with existing and new NGO capacity to address IDP needs both in camps and in improvised living conditions.

Health and Nutrition: The response to emergency health needs will encompass: mobilizing resources to purchase and distribute the appropriate medical supplies and equipment; monitoring the availability of vaccine (and Vitamin A) supplies and cold-chain facilities and providing additional vaccine resources as necessary; and supplying WHO emergency health kits from existing or procured stocks. Each kit provides medical supplies and medicines to meet the needs of a population of 10,000 for three months. The response will also involve mobilizing resources to purchase and distribute Corn Soy Blend, implement therapeutic feeding centers programs, and supplement current food rations.

Water and Sanitation: The response to emergency needs in the water and sanitation sector will include: providing resources to implement water distribution programs; mobilizing resources to purchase and distribute chlorine and implement chlorination programs; and providing water purification units, water containers, and water storage tanks from existing DCHA/OFDA stockpiles. In addition, funding for well construction, latrine construction, and water tankering is under consideration.

Shelter: In response to the emergency shelter needs, DCHA/OFDA will provide plastic sheeting and funds to implement basic emergency shelter programs to support IDP camps and those adversely affected by conflict. Shelter programs are to be limited to emergency and temporary interventions in order to discourage permanent settlement of displaced populations in Monrovia.

Transition Assistance

Transitional activities will prioritize projects that help stabilize the country, especially restarting basic government services and the reintegration of combatants and the displaced. Flexibility and speed to respond to unanticipated needs are critical and are often what distinguishes OTI programs from more

traditional USAID projects. The following are likely to be priorities in the transition.

Reintegration of Combatants and other Youth: OTI's Youth Reintegration Training and Education for Peace, in post-conflict Sierra Leone working with youth, is a possibility as an appropriate program in Liberia. The program was aimed at youth for reintegration training and education, but the target population of the program specifically included ex-combatants and other war-affected youth who were provided with non-formal education activities in reintegration, livelihood skills development, remedial education, and basic literacy and numeracy skills. Quick impact cash for work schemes may be essential with the intended outcome of getting cash in people's hands, putting youth and others to work, and providing basic manual labor for road and village reclamation.

Transitional Governance Support: The basic means of governance have decayed or been destroyed. OTI could support the provision of basic kits to ministries and other government authorities for basic administrative work--a concept currently labeled "Ministries in a Box" in OTI's Iraq program.

Humanitarian and Transitional Media Support: OTI support in the sector will target radio-based information programs to educate the Liberian population about transition programs and the reestablishment of governance and political processes. OTI provided some of the original impetus for Star Radio and early support to Search for Common Ground's Talking Drum Studio, which continues to receive support from USAID/L. Ongoing USAID/L Mission support exists to build the capacity of local radio, especially stations like Radio Veritas.

Abuse Protection Activities

The history of the Liberian civil war is replete with human rights violations. Recent experience in similar situations demonstrates the value of quick action of protection officers. Liberia has established human rights organizations which will need quick support and technical assistance. DOS has reportedly just approved \$300,000 in ESF to fund local NGO's in furthering the peace process and human rights protection in Liberia. These funds will be administered under the ongoing Community Peace Building and Development project. The new funding is in addition to \$100,000 earmarked earlier for the Liberian Inter-religious Council to further the peace process, including monitoring human rights.

DART Deployment Strategy

As soon as possible, DCHA/OFDA will deploy a small "core" DART team, comprised of five people covering essential positions, to thoroughly assess and respond to the overall humanitarian situation. Based on current realities, the DART will initially focus on the humanitarian situation in Monrovia and then move into the countryside, as practicable.

Depending on security, stability, and humanitarian need, and based on recommendations from the core team, an expanded DART will be deployed to Liberia to enhance the provision of humanitarian assistance. Based on need, the expanded DART could consist of sectoral specialists in health and nutrition, water and sanitation, food availability and distribution, abuse prevention and transition, or other technical and non-technical sectors. Additional team members would enhance the DART's ability to conduct detailed assessments, increase information flows, conduct liaison, and support sustained DART operations.

Response Management Team (RMT)

DCHA/OFDA has a monthly roster for RMTs and, depending on the timing, we will use the appropriate RMT (in this case probably August). The RMT will be briefed ahead of time, so as to be prepared for the possibility of a DART going into Liberia.

DCHA Coordination with the Africa Bureau

DCHA is collaborating closely with AFR on the development of these plans for Liberia. We have been meeting weekly for the past month on the evolving humanitarian situation, along with State/PRM. USAID/L Mission Director Ed Birgells has been coordinating with other donors in Monrovia to keep us abreast of developments there. We are making every effort to ensure that there are close linkages with the strategy being developed for DDR, D&G, and other essential components of a sound transition for the country. DCHA, including all of its constituent offices, will work to see that its activities complement and support the USAID Mission in Liberia. We will provide further information on those linkages and programs in subsequent memoranda.

Attachments:

- Tab 1 - Map of Liberia
- Tab 2 - Map of Central Monrovia

Clearances:

AFR/WA, CGrigsby	<u>draft</u>	Date	<u>7/10/03</u>
DAA/DCHA, WGarvelink	<u>W</u>	Date	<u>7/10/03</u>
ES:Daller	<u>Small's P</u>	Date	<u>7/15/03</u>

AA/DCHA:LLynch:24459:07/10/03:U:\llynch\Liberia DCHA Strategy.doc

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July 31, 2003

U.S. AGENCY FOR
INTERNATIONAL
DEVELOPMENT

INFORMATION MEMORANDUM

TO: The Acting Administrator

FROM: AA/AFR, Constance Berry Newman /s/
AA/DCHA, Roger P. Winter /s/

SUBJECT: Transition Planning for Liberia

SUMMARY

USAID has a mission in Monrovia which is implementing with NGOs a \$5 million annual program focusing on health, agriculture, and civil society. Should current events dictate a more robust program, USAID/Liberia proposes that USAID should lead the "Reintegration" component of a Disarmament, Demobilization and Reintegration (DDR) initiative, as well as other aspects of transition needs outlined below and which provide a linkage with humanitarian actions. A number of issues or impediments specific to Liberia will need to be addressed before some kinds of assistance can be provided. You received a memorandum from us on emergency needs for Liberia. This memorandum addresses the broader transition in Liberia.

DISCUSSION**Current Program**

USAID/Liberia has been implementing a transition strategy which is approved through September 30, 2004. The transition strategy includes three Special Objectives in the areas of health, agriculture, and civil society. The Community Peace-Building and Development Project is a five-year, \$12 million program (DA) which covers both agriculture and democracy activities. A five-year, \$7.5 million health project (CSH) is designed to improve community health. USAID/Liberia consists of one USDH and nine FSNs. The assistance program is composed of eight cooperative agreements with NGOs. Currently, no

assistance is provided to the government other than limited CSH assistance through public international organizations. In addition to the DA and CSH funds, Liberia is receiving funding from ESF, PL 480 Title II, IDA (through DCHA/OFDA), the Democracy and Human Rights Fund, the Special Self-Help Fund, the Leahy War Victims Fund, and the Displaced Children and Orphans Fund.

DA and ESF assistance to the Government of Liberia is currently constrained by the Brooke Amendment, while section 620(q) of the Foreign Assistance Act of 1961, as amended (FAA), prohibits such assistance to the country more broadly (governmental and non-governmental sectors), due to Liberia's default on debt obligations to the USG. Liberia is currently designated as a Tier 3 country under the Trafficking in Persons statute, which would prohibit non-humanitarian, non-trade-related assistance to the Government of Liberia as of FY 2004. FAA Sec. 520 also requires a regular CN for assistance for Liberia.

Transition Assistance Planning

USAID is engaged in planning for expanded humanitarian assistance once the security situation permits. In addition, active planning for transition is proceeding. Based on a series of discussions in Liberia, a review of the Sierra Leone experience, and a review of conflict and transition lessons learned, USAID/Liberia has proposed a preliminary strategy that links humanitarian assistance, reintegration, and resettlement with community development and long-term development. In particular, the Mission proposes that the USG and the international community work on the reintegration of ex-combatants, resettlement of internally displaced populations, restructuring the security forces, establishing a basis for fiscal and monetary stabilization and private sector development, and establishing a framework for effective judicial institutions. In addition, support for political processes and electoral assistance will be important.

Specifically, we believe that the following USAID-funded assistance elements will be central to a successful Liberian transition:

- Community-based reintegration. Main features of a reintegration program could be: "construction brigades" for the rehabilitation of infrastructure; agricultural production and marketing to get ex-combatants established

in agriculture; support of an existing UNICEF accelerated primary school curriculum; and provision of trauma counseling.

- Community agriculture and health. This component would build on existing mission programs which work with communities to identify and address the most urgent local health needs and to re-establish agricultural livelihoods. The latter, in particular, would fit closely with reintegration activities.
- Democracy/governance. Support for the peace process, formation of a transition government, and elections preparation. We would foresee close AFR/DCHA (OTI and DG) collaboration on civil society and political party support, as well as assistance to ministries in a transition government.
- Establishing a framework for the development of accountable, fair, and effective judicial institutions capable of ensuring the transition to a democratic, market-oriented country. Resuscitating what was once a vibrant judicial system will entail close AFR/DCHA coordination.
- Justice and abuse prevention. Establishment of a USAID abuse-prevention team working together with Liberia human rights and civil society organizations. Main activities might include liaison between civilians and an intervention force and the establishment of a truth and reconciliation process.
- Fiscal and monetary stabilization. No longer holding voting rights in the IMF and with a large debt owed to the World Bank, Liberia is not eligible for Bank loans. This situation may require more initial USG engagement than would normally be the case, with USAID working in partnership with Treasury.

Use of DA or ESF funds for many of these activities would require a Presidential waiver of Brooke, Secretary of State waiver of Sec. 620(q), and Presidential determination that the assistance is in the U.S. national interest notwithstanding the Trafficking in Persons sanctions, or reliance on targeted "notwithstanding" authorities. DCHA/OFDA and DCHA/OTI funds have their own "notwithstanding" authority.

Other (non-USAID) transition activities

- Disarmament and Demobilization (DD). It is not yet clear who is capable and willing to undertake this task. The United Nations or the United States Department of Defense (DOD) are considered possible sources of funding for DD. USAID can fund demobilization (pre-discharge) activities only in limited circumstances, which normally require a signed demobilization agreement, with timetable and international monitoring, that is actually being implemented.
- Peacekeeping/ECOWAS logistical support. A majority of the funding would come from PKO, but resources are inadequate to the task. Other donor assistance would be needed.
- Police. While DA and ESF funds cannot generally be used to assist the police or other law enforcement entities, Sec. 660(b)(6) permits assistance to reconstitute civilian police authority in a nation emerging from instability. Within the USG, the lead on police restructuring and training would be INL's. Activities to reconstitute civilian police authority may fit into some of USAID's democracy and governance activities, such as human rights training, community peace and development activities, or elections preparations.
- A new Liberian Army. Regarding the reform of the Liberian military, State/PKO or DOD have been mentioned as possible sources of funding. The UK has undertaken this task in Sierra Leone.

Conclusion

Depending on assumptions about funding from other sources, USAID's (largely AFR and OTI) budget for the transition activities would be \$25 million or more over FY 2003-FY 2004, whereas our FY 2003 budget is \$5.2 million and our planned FY 2004 OYB is \$3.1 million. Other USG agencies similarly have not been planning large amounts of funding for Liberia, and in inter-agency meetings there has been prominent discussion of a supplemental in order to fully address transition needs.

Attachment:

Impediments to Liberia assistance

Clearances:

AFR/WA, CGrigsby (draft)	7/24/03
AFR/WA, EKerst (draft)	7/18/03
DCHA, LLynch (draft)	7/23/03
GC/AFR, MAKleinjan (draft)	7/23/03
DAA/AFR, KBrown <i>[Signature]</i>	7/29/03
ES:Daller <i>[Signature]</i>	Date <u>8/6/03</u>

AFR/WA: SGrant:24128/CGrigsby:20220:07/29/03
 Wa.pub(P)/Country Files/Liberia New/Info
 Memos/Transition.7.03.doc/ AFR SHARED/Jul
 03/Liberia.Transition.7.24.03.doc

ES 200303029 *[Signature]*

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 AID

Clearances:

AFR/WA, Cgrigsby	<u>CAG</u>	Date	<u>7/24/03</u>
AFR/WA, EKerst (draft)			7/18/03
DCHA, LLynch (draft)			7/23/03
GC/AFR, MAKleinjan (draft)			7/23/03

AFR/WA: SGrant:24128/CGrigsby:20220:07/24/03
Wa.pub(P)/Country Files/Liberia New/Info
Memos/Transition.7.03.doc/ AFR SHARED/Jul
03/Liberia.Transition.7.24.03.doc

Impediments and Possible Exceptions

A. Brooke Amendment/620(q) Waiver.

Section 620(q) of the FAA prohibits assistance to any country (government and non-government sectors) more than six months in default on loans provided under the FAA. The Brooke Amendment (currently Section 512 of the FY 2003 FOAA) prohibits assistance to any government more than one year in default on loans funded under the annual Foreign Assistance Appropriations Act (FOAA). [Prior to FY 2003, Brooke also prohibited assistance to "the country", rather than just to "the government".]

Liberia has been in violation of Section 620(q) since December 31, 1988 and Brooke since July 1, 1989. Through FY 1999, the annual FOAA contained statutory waivers of Brooke and Section 620(q) for Liberia. Liberia has been subject to Brooke and Section 620(q) sanctions since November 29, 1999, because the appropriations acts since FY 2000 have not contained a waiver. Since then, assistance for Liberia has been provided only where targeted "notwithstanding" authority or other legal exceptions were available, based on AFR's annual review of the proposed activities and policy decision to use the notwithstanding authority, including Congressional notifications.

Beginning in FY 2002 the Brooke Amendment has included a provision permitting the President to waive Brooke where, after consultation with the Committees on Appropriations, he determined that assistance to be in the national interest. This authority has not been re-delegated. Section 620(q) contains similar waiver authority, which has been delegated to the Secretary of State, provided that the Speaker and Senate Foreign Relations Committee are notified of its use.

Several other statutory provisions allow provision of assistance in targeted areas notwithstanding Brooke and sec. 620(q). The most important of these include (a) support for NGO programs, which do not benefit the government, provided that Congress is so notified (FY 2003 FOAA, sec. 537); (b) child survival, disease and HIV/AIDS programs (FY 2003 FOAA, sec. 522); (c) assistance to victims of war, displaced children, victims of trafficking, and for biodiversity conservation, and, provided that Congress is so notified, assistance to combat

trafficking (FY 2003 FOAA, sec. 534); (d) certain democracy and good governance activities, provided funds are obligated with NGOs (FAA sec. 133); and (e) OFDA and OTI-funded assistance (FAA sec. 491).

AFR has already instituted dialogue both internally and with State and DOD on possible discussions with Congress on reinstating a Brooke/620(q) waiver. The most likely option appears to be waivers by the President (Brooke) and Secretary (620(q)). GC is encouraging State to obtain a delegation of the Brooke waiver authority to the Secretary.

B. Debt to World Bank.

Liberia owes over \$350 million to the World Bank, not monumental for the Bank but highly significant for a country of only about three million people. Liberia has also lost its voting rights within the IMF. Often USAID and other donors begin seed development activities that the World Bank later adopts with major funding. It is in the USG interest to assist in improving the credibility of a new Liberian regime with the World Bank and IMF, and particularly in assisting with a debt repayment plan which will allow Bank loans to begin. Treasury will need to take the lead in this endeavor.

C. Potential Trafficking Sanctions.

Liberia was on the list of most serious (Tier 3) offenders in trafficking in persons (TIP). Beginning with FY 2004, the Liberian government could be subject to sanctions, including withholding of non-humanitarian, non-trade-related assistance. The Treasury Department might direct development banks to oppose certain programs for Tier 3 countries. The TIP statute permits the President to waive the sanction where it is in the U.S. national interest, and GC is encouraging delegation of this authority to the Secretary of State.

Reading, Angela

From: Grigsby, Carol
Sent: Monday, December 15, 2003 10:06 AM
To: Reading, Angela
Subject: FW: staffing paper

-----Original Message-----

From: Birgells, Edward(MONROVIA/OAR)
Sent: Tuesday, November 25, 2003 10:22 AM
To: Reading, Angela; Grigsby, Carol
Cc: Brown, Keith; Bowles, Bettie(ACCRA/CNT)
Subject: RE: staffing paper

Thanks for your thoughts on staffing. I'm already working on this and you should contact me before you go ahead and start putting too much effort into this. See the attached organization chart. I'd appreciate Washington's comments on this. I know I cannot do this program by myself and I have been putting a lot of thought into what I need.

As I discussed on the phone yesterday. I have one of the Greystone buildings (GS 39). Which will staff about 15 people. This should be ample for anticipated Mission staffing as well as for OFDA, OTI, and others. Accra is now arranging the architectural drawings for the building to convert it into an office building. they will do the procurement for office equipment and furniture as well as computers. The Controller had agreed to take about \$200,000 out of my existing program funds to fund the renovations and equipment package. Accra will contract in Liberia for the renovation contract and the putting in communication lines. If everything goes well, we expect to be finished in February.

Betty Bowles and I have been discussing the possibility of using an IQC mechanism to provide the kind of staffing that will be needed. the IQC will recruit the expatriate and local employees, find housing and take care of general administrative and security needs. I am now drafting a SOW for this activity. Which for the time being will include 2 expatriate advisors, 1 GDO type for reintegration and an economist. Others could be included, for shorter periods of time, such as an election specialist, HIV/AIDS specialist, civil engineers etc, as needed. I cleared this concept yesterday with the RSO for security reasons and he had no problem with this. doing the IQC mechanism will minimize and hopefully eliminate, USAID having to get involved in administration. Putting admin outside the USAID/Embassy umbrella will also minimize expensive ICASS costs.

You should discuss with Sharon Cromer if she needs any more people to administer the Liberia program. I would like to keep the same arrangements we already have. Establishing administrative, financial management and contracting services here is just not practical. giving the security situation. The Accra regional backstopping works and we should build on it if additional resources are needed.

The following is where we stand as regards the actual program.

SOW for the Liberia Community Infrastructure Program has been sent to Accra for contracting under a new CMM IQC. Betty Bowles is now handling this.

Team putting together assessment and PD for child soldiers and women combatants will leave Monrovia tomorrow. Final assessment and PD will be sent to me in early January after it is vented with Washington.

DCHA will come out here in January, Madeline Williams, to do an assessment and PD for the Democracy governance Program. This should be an assessment and PD for the entire program so if OTI is interested in taking over some of this program they should be part of the assessment. OTI is no longer in a position to act

12/15/2003

alone here. With IQC mechanisms I can start as fast as OTI can. With Don Krumm they are now on their second wave of assessments, not exactly a quick starting operation. If they have some comparative advantage over others they should have a place. if not?

Fred Witthans of EGAT also plans to lead a team out here to do an assessment and PD for economic governance, as well as some agricultural work for a later time.

If everything goes half way decently, the contractor for the infrastructure program should be on board in February. The contractor for Child soldiers and women combatants by april, and the others by may/June. All these contracts will amount to over \$100 million. All these SOWs will be vented through the appropriate people in the AFR and central burueas.

. -----Original Message-----

From: Reading, Ange

la

Sent: Monday, November 24, 2003 3:08 PM

To: Birgells, Edward(MONROVIA/OAR); Grigsby, Carol

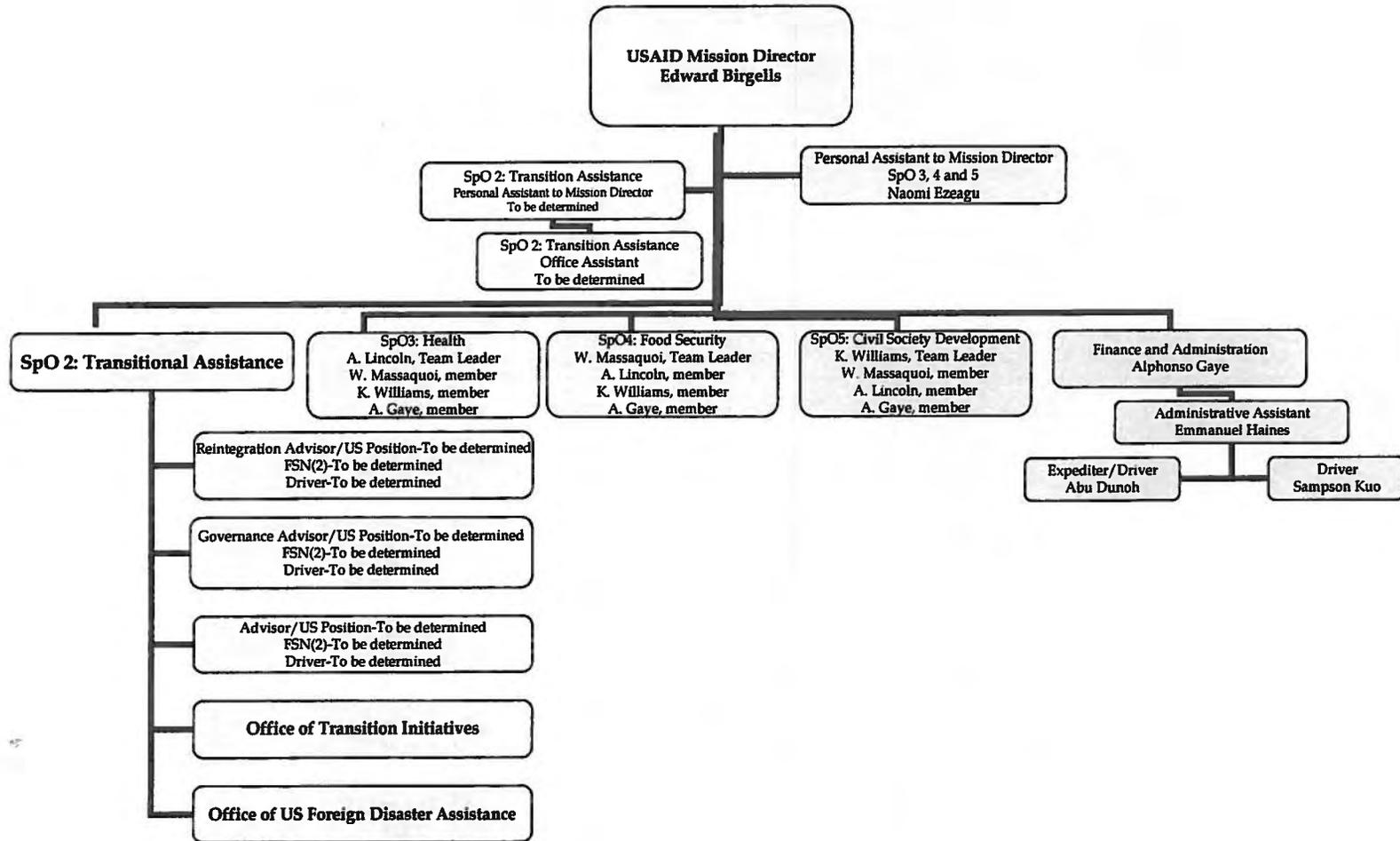
Subject: staffing paper

As Carol just mentioned, here is the quick paper I drafted on staffing for Monrovia.

Angela Reading

Program Analyst and
Acting Mali & Niger Desk Officer
AFR/WA, USAID
(202) 712-1636

USAID Liberia



Reading, Angela

From: Grigsby, Carol
Sent: Monday, December 15, 2003 10:08 AM
To: Reading, Angela
Subject: FW: Program MgtSOW DRAFT.doc

Another piece from Ed on staffing

-----Original Message-----

From: Birgells, Edward(MONROVIA/OAR)
Sent: Tuesday, December 09, 2003 10:59 AM
To: Bowles, Bettie(ACCRA/CNT); Grigsby, Carol
Cc: Brown, Keith
Subject: RE: Program MgtSOW DRAFT.doc

Carol: Bettie Bowles and I have been working on a program management SOW to provide for the kind of advisors and program managers I will need to run the expanded program. Bettie is suggesting a contracting mode. I have discussed this with you and Keith informally, but have never formally submitted this for your review and approval.

I would like to proceed along the lines mentioned, because we lack the staff to adequately get program managers on board. Betty would prefer to do one contract instead of several PSC contracts. In addition the embassy has limited capacity to find and maintain housing and support for contractors.

I request that your Liberia backstop team review this proposal and get back to me as soon as possible on this.

Bettie: I deleted the French requirement from the SOW.

-----Original Message-----

From: Bowles, Bettie(ACCRA/CNT)
Sent: Sunday, December 07, 2003 6:14 PM
To: Birgells, Edward(MONROVIA/OAR)
Subject: Program MgtSOW DRAFT.doc

Ed,

I think that we can use a MOBIS contractor. Most of the vendors on the MOBIS list are the same organizations that we deal with and the competition will not be more than a month... If I use MOBIS, we would go to three vendors to obtain tech and cost... The vendors that I was thinking about going to are Management Systems International, DevTech and PADCO. What are your thoughts.

Bettie

U.S. Agency for International Development
Mission for Liberia (USAID/Liberia)
Statement of Work for Program Management

SECTION A - INTRODUCTION

USAID/Liberia requests the services of a firm to provide program management and monitoring support for a number of activities in support of transition assistance to be provided to Liberia in support of the Peace Accords. This will entail the provision of long-term expatriate program managers and approximately 6-8 local professional employees, as well as selected local administrative staff and drivers.

SECTION B - BACKGROUND

On August 17, Government of Liberia (GOL), Liberians United for Reconciliation and Democracy (LURD), and Movement for Democracy in Liberia (MODEL) participants at peace negotiations in Accra, Ghana signed a peace agreement allowing for a transitional government to assume power. On October 14, Gyude Bryant was inaugurated as Chairman of the transitional government, which will be in office until a new government is chosen in October 2005 elections. Earlier the same month, on August 4, the vanguard Nigerian troops of the Economic Community of West Africa Mission in Liberia (ECOMIL) peace-keeping force began to arrive. On September 19, the United Nations (UN) Security Council voted to establish a peace-keeping force for Liberia consisting of approximately 15,000 troops. The force, which is expected to reach its full strength within three months, will assist in implementing the August cease-fire and peace agreement. The UN Mission in Liberia (UNMIL) will also consist of approximately 1,115 police officers, along with a civilian component. The ECOMIL troops were transferred to UNMIL authority on October 1.

The United States Government has and is planning a number of programs addressing the immediate humanitarian and transition needs as well as development programs to improve the quality of health, agriculture and civil society in Liberia. As of October 2003, USAID's Office of Foreign Disaster Assistance (OFDA) has provided nearly \$6 million to international non-governmental organizations (NGOs) and UN agencies for programs targeting health, water, sanitation, emergency nutrition, shelter, coordination and logistical support of humanitarian assistance, and protection on behalf of internally displaced persons and war-affected populations. USAID's Office of Food for Peace (FFP) has provided 19,330 metric tons of P.L. 480 Title II emergency food assistance, which is in addition to the 24,480 metric tons provided in FY 2003. The emergency food assistance is provided to internally displaced persons, refugees and other vulnerable populations through direct distribution, food for work programs, maternal and child health programs, and supplementary and therapeutic feeding programs.

In FY 2003, State Department Population, Refugees, and Migration (State/PRM) provided more than \$12 million in response to the Liberia crisis, which included \$4.3 million to UNHCR for assistance to refugees in and from Liberia and \$251,177 to IRC to prevent sexual and gender-based violence. State/PRM has also provided nearly \$13 million to UNHCR and more than \$13

million to various NGOs to support Liberian refugees in Côte d'Ivoire, Guinea, and Sierra Leone.

USAID has helped sponsor important public information campaigns that brought together a team of Liberian producers and radio personalities to produce a twice weekly radio program for ECOMIL, which was broadcast on several Liberian radio stations. This programming provided key information to Liberians concerning the deployment of peacekeepers and distribution of humanitarian relief.

The USAID mission in Monrovia, which remained open throughout the crisis, is working within the current political and economic transitional context now facing Liberia. The current program, which addresses short-term to long-term issues, has four objectives:

- (1) Increase use of essential primary health care services through civil society,
- (2) Increase food security in targeted areas,
- (3) Increase and strengthen the role of civil society in democratic governance, and
- (4) Support the transition to peace and democratic governance as articulated in the Liberia Peace Agreement.

USAID is also working to strengthen the capacity of its local partners and prepare public information messages related to health, reconciliation and peace building. USAID's Community Peace-Building and Development is a five-year program to strengthen civic organizations and communities to participate in the peaceful transition towards social, economic and political transformation in Liberia. The program, known as "Diompilor: Liberians Working Together for Peace and Development," was launched in January 2003 in 97 communities of Montserrado, Margibi and Grand Bassa Counties and will expand into another 100 communities in these and possibly other counties in the next year. The Program is currently evolving an urban strategy to expand into Monrovia, Buchanan and Kakata.

The Accra Accords and the installation of the NTGL provide one of the best opportunities to transition out of a devastating period of conflict. The implementation of the initial steps outlined in the Accra Accords, the mobilization of peacekeeping forces, the commitment of the international community, and the demonstration of popular will that enough is enough all suggest that there is momentum for peace after Years of conflict.

The disarmament and reintegration of tens of thousands of regular and irregular forces and the reintegration of large numbers of displaced and refugees into communities with little to no infrastructure and ethnic animosities, which were often manipulated and exacerbated during the conflict, pose a significant challenge for the transitional government, civil society and the international community. Several reintegrations's once security arrives in outlying areas.

SECTION C - PROGRAM MANAGEMENT

OVERVIEW

The United States plans to take a significant role in assisting the NTGL and the donor community in this important two year transition phase to elections in October, 2003. Approximately \$200 million has recently been made available for transition assistance in support of the Peace Accord. These funds will be used for the re-integration of approximately 50-60 thousand ex-combatants, including child soldiers and women combatants, the resettlement and repatriation of approximately 700,000 internally displaced people and refugees, election support and improving democratic and economic governance.

USAID/Liberia is currently a small mission composed of one USDH Mission director and nine local Liberian employees. Given the lack of capacity and the anticipated growth of the program over the next 24-36 months warrants, USAID has decided to contract the provision of program management resources to a firm to establish a Program Implementation Unit. The attached organization chart provides an overview of the anticipated management structure. USAID is now in the process of renovating office space for approximately fifteen people. USAID will provide for office equipment and furniture, computers and communications equipment. The contractor will be responsible for the operation of the office.

OBJECTIVE

The purpose of this award is to recruit up to three long-term expatriate senior level advisors to work in areas stipulated by the Mission Director, which will support the objectives of the transition program. The Specific Statements of Work will be drafted by the contractor in consultation with the Mission Director.

BASIC FUNCTION OF THE POSITIONS:

The Advisors will be senior level positions, which will require extensive knowledge and experience managing and monitoring USAID assistance and acquisition programs; experience dealing with government counterparts and donor officials, particularly with the United Nations, European Union and the World Bank, long-term experience working in Liberia.

Major Duties and Responsibilities include:

1. Provide for the salaries and allowances of advisors.
2. Provide visa and international travel services for the advisors
3. Rent, rehabilitate, furnish and maintain housing for the advisors, including the provision of security services, water and electricity.
4. Arrange for shipping of HHE and air freight according to USAID regulations.
5. Provide short-term management staff as identified by the Mission. It is anticipated that approximately six 3 month assignments may be required to monitor and evaluate programs in election support, civil engineering and special areas under re-integration and economic democratic governance.

6. Recruit hire and support up to six Liberian program support staff, along with local administrative staff and drivers in accordance with Embassy pay scales and Liberian labor laws.

REPORTS

A summary report will be required, not to exceed five pages in length. This shall be submitted to the CTO. In addition a report/plan with timeline must be submitted for accomplishing the objectives outlined in the Statement of Work.

QUALITY ASSURANCE PLAN

Byday of the....., the contractor must provide the CTO a summary of technical and logistical plans for the entire life of the requirement for review and approval. The CTO will review all contractor reports and other program-related documents and provide feedback as necessary.

LANGUAGE REQUIREMENTS

English competency must be at or above the FSI S3/R3 level equivalent.

PERIOD OF PERFORMANCE

The period of performance is estimated to be (TO BE COMPLETED AT TIME OF AWARD) through (TO BE COMPLETED AT TIME OF AWARD).

SECTION D - EVALUATION CRITERIA

Proposals received in response to this Task Order will be evaluated against the following selection criteria:

1. Resources needed to accomplish project objectives. The kinds of skills needed and the ability of the applicant to field appropriate personnel in a limited time. Appropriate systems to manage and monitor the implementation of this activity expeditiously, soundly, and at reasonable cost. (Points 45)
2. Experience and qualifications of the personnel attached to the activity, both home office and in Liberia. (25 points)
3. Experience of the contractor in delivering similar services in a prompt and cost effective manner in a conflict situation. (35 points)

STATEMENT OF WORK

Liberia Community Infrastructure Program

I. Purpose

This Statement of Work is presented to firms and organizations to design and implement a social and economic re-integration program for approximately 10,000 ex-combatants, returnees and other war affected persons in both urban and rural areas. USAID plans to provide up to \$30 million to the program. If funds become available an additional \$20 million may be provided.

The program will be community-based and focus around the following:

- A. Train and establish labor intensive construction brigades, to rehabilitate roads, water systems, community buildings, clinics, homes and government offices that were destroyed or neglected due to the 14 year Civil War. Suitable training programs in relevant skills, such as surveying, carpentry, masonry, vehicle/machinery operation and maintenance should be part of the program.
- B. The provision of assistance and micro-credit for the establishment of small business in construction and related fields for ex-combatants.

To maintain the momentum for peace, what is needed most are investments that directly touch peoples' lives. This implies emphasizing activities that will help internally displaced persons, refugees and ex-combatants return home and work together. Investments which would have the most impact include rehabilitation of schools, health posts, water points, and homes, and means to improve access to services. USAID is interested in funding a range of small to large infrastructure investments that help rehabilitate urban and rural communities, assist the reintegration of IDPs, refugees and ex-combatants, and contribute to economic growth and development. Through planning and carrying out infrastructure rehabilitation activities with all groups in the community reconciliation and sustainable peace will also be encouraged.

II. Background

Liberia is a West African country that shares common borders with Guinea, Sierra Leone and the Ivory Coast. It is divided into 16 counties for administrative purposes. The total land area is 3,786 square miles, about the size of Kentucky, with a coastline of 350 miles along the Atlantic Ocean. There has not been a population census since the 1980's. Informal estimates range from 2.5 million to 3.0 million. Monsoon type rains occur from June-September and are a factor in construction activity.

Liberia is a failed state. The failure of previous administrations of Government to effectively harness and manage the country's resources for the common good of its people fostered ethnic rivalries and conflicts, social discontent, political dissent, among other factors, that resulted in the Civil War of 1989. A Peace Agreement ending the conflict was signed on August 18, 2003. Annex I provides a brief historical review of the evolution of Liberia into a failed state.

A. Ex-combatants

The U.S. Embassy has compiled the following figures for the number of ex-combatants. The numbers are illustrative and are provided to give some indication of the number and mix of ex-combatants anticipated.

• Armed Forces of Liberia (AFL)	14,900
• Militias:	20,000-30,000
• Anti-Terrorist Unit (ATU)	6,000
• Special Operations Division (SOD)	3,000
• Special Security Service (SSS)	300
• Liberian United for Reconciliation and Democracy (LURD)	3,000
• Movement for Democracy in Liberia (MODEL)	1,000
Total	48,200- 58,200

In 1998, a Commission was established by the Government of Liberia (GOL) to address the need to demobilize and retire the large number of recruits brought into the AFL during the Samuel Doe administration. The Commission put the number in the AFL at approximately 14,900. The Commission determined that the AFL should consist of approximately 6,000, comprising the Army, Navy and Air Force. Procedures for demobilization, and retirement as well as for the restructuring of the new AFL were also developed. (AFL Restructuring Commission Report: Demobilization-Retirement-Restructuring Plan, December 17, 1998).

In addition to AFL there are militias, which are essentially reserve units. These groups have legal status and are usually under the "command" really patronage of individual generals or high ranking officers in the AFL. There may be from 5-10 different militia groups in Liberia. In addition ex-President Charles Taylor initiated his own fighting forces, known as the Anti Terrorist Unit, Special Operations Division and Special Security Service. These units have from 9,000-10,000 members.

The insurgent groups are relatively small in number, with the LURD comprised of approximately 3,000 members and the MODEL, 1,000.

The U.S. Embassy estimates that approximately 50 percent of militia is child soldiers, between the ages of 10-18 (10,000-15,000). LURD and MODEL also have recruited child soldiers. Other knowledgeable people put the estimates at approximately 25,000 child soldiers, in addition to approximately 10,000 women ex-combatants.

B. USAID Program

USAID has a range of activities addressing immediate humanitarian needs as well as strategic objectives that seek (a) to increase use of essential primary health care (PHC) services through civil society, (b) to increase food security in targeted areas, and (c) to increase and strengthen the role of civil society in democratic governance. The program will work within the current political and economic transitional context now facing Liberia, but also will address long-term developmental issues. Health activities will increasingly focus on community capacity building. In addition, USAID intends to take the lead in strengthening health sector NGOs enabling them to engage the government in a dialogue on key health sector policy issues affecting the

population. USAID will also continue its assistance in civic education and human rights. The Liberia Community Infrastructure Program cuts across the strategic objectives. In particular, the program will directly respond to planned intermediate results to foster reconciliation and strengthen community organizations, which includes support to community action groups fostering self-reliance and national reconstruction.

III. Approach

The social and economic reintegration of demobilized soldiers and fighters occurs over time. Support for economic and social reintegration may ease the process, but successful reintegration is dependent upon a dynamic interaction of social, economic and political factors with the returning fighter. Family ties, community support, and economic circumstances and opportunities play a critical role, and must be taken into account when designing reintegration support programs.

Social Reintegration deals with the issue of reintegrating groups with different backgrounds, experiences, norms, expectations and capacities. The objective is to contribute to social cohesion in the communities and in the society at large. Social reintegration is a special challenge whose importance is often underestimated. Activities to be carried out include: information and sensitization of the targeted ex-combatants and society-at-large; social and economic referral services; first line counseling (upon arrival in home district) specialized counseling on such areas as: skills training, employment opportunities, psycho-social, family, HIV/AIDS, disabled, and women. Strengthening of social capital, including associations and networks of ex-soldiers and ex-combatants.

Economic Reintegration activities are designed to develop the financial self-sufficiency of a demobilized ex-combatant's household through productive and gainful employment or self-employment through (i) referral services on employment, apprenticeships, training and education opportunities; (ii) the provision of skills development and training opportunities; (iii) initiating rural development activities; such as agricultural production, processing and marketing; and infrastructure restructuring; (iv) through employment promotion and (v) training in construction trades.

Reintegration Strategy: We estimate from 6,000 to 12,000 ex-combatants will find long-term employment in the restructured Armed Forces of Liberia, police and security services. The private sector has been moribund for years so we do not anticipate a significant number of ex-combatants finding gainful employment without donor assistance for the first few years of reconstruction. The USG reintegration strategy is geared toward providing some of the remaining ex-combatants with skill training and employment, while at the same time support the private sector and begin the development process.

Given the years of turmoil Liberia is impoverished. Unless Post Conflict issues are handled in a strategic manner and incorporated with future development issues, fighters will be "re-integrated into poverty", with little incentive to lead normal lives. It is important to get ex-fighters productive after demobilization. It is important also to start the development process as early as possible so that initial training opportunities lead to long-term jobs and business development. Liberia remains one of the poorest countries in the world. Most of the population is illiterate. While it has resources it will take time and investment for the formal economy to be able to

generate the income necessary for per capita incomes to increase and for society to provide its people with basic human needs.

The World Bank (WB) has pointed out that countries that have been in conflict are four times more likely to return to conflict after ten years than countries who have not had conflict situations. (World Bank Group, Civil War and Development Policy Discussion draft, February, 2003). Liberia with its concentration on primary commodity production, low per capita income and high illiteracy rates fits the profile of a high conflict country well. The WB defines the concept of a conflict trap, which is difficult to get out of, and easy to slip back into, due to vested interests, both internal and external, to continue the conflict. For these reasons, and given the dire poverty of most Liberians it is important not only to adequately address the needs of ex-combatants, but also to link assistance to development objectives so that the long-term needs of ex-combatants and the communities they live in will be addressed, and incentives for returning to conflict will be eventually diminished.

Politically, Liberia historically has been run as a patronage system, where only those who belong to political or ethnic or personal elites have prospered. Checks and balances to executive abuse do not exist. Opposition has usually been coerced to cooperate with whoever is in power or dealt with in a harsher manner. Political and economic development will take a long time to mature in Liberia.

The USAID program will directly complement the United Nations Development Program's (UNDP) "Liberian Disarmament, Demobilization, Rehabilitation and Reintegration Program" (LDDRRP). The objective of LDDRRP is to consolidate peace through comprehensive disarmament, demobilization and sustainable reintegration of all ex-combatants into civilian society. The immediate objective of the framework is to consolidate national security as a precondition to facilitating humanitarian assistance, restoration of civil authority, promotion of economic growth and development. The program has three main components, including Disarmament, Demobilization, and Reintegration. All of these components are expected to provide special treatment for women, children and disabled. Reintegration, which is linked to the overall recovery and reconstruction, consists of economic reintegration (i.e., vocational training, apprenticeships, education, agriculture, micro-enterprise, and public works) and social reintegration (i.e., psychosocial counseling, community-based activities and family-based activities).

In addition to the UNDP program, it is expected that other donors, particularly the European Union, will also develop re-integration programs. USAID program will maintain close communication and coordination with all major programs.

IV. Objective

The objective of the Rural Infrastructure for De-Mobilized Combatants program is to provide for the social and economic reintegration of approximately 10,000 ex-combatants, returnees and other war affected persons in both urban and rural areas over a three year period.

A. Social Reintegration

It is important to re-integrate the ex-combatant not only economically but also socially and culturally. The program will be expected to address the social re-integration issues of ex-combatants. It will be critical to establish relationships with local communities and governments to address issues involved in re-integrating ex-combatants and in gaining community approval and acceptance for the rehabilitation work. Communities have to be ready to accept ex-combatants who may have committed crimes in the village or cluster areas. It will be important to identify potential sources of conflict within communities and how to prevent conflict from occurring. The best way to do this will be to incorporate re-integration with community development, building skills and cohesion not only for the individual but for the community also. Psycho-social counseling should also be a part of social re-integration.

Social re-integration can best be done by working with local NGOs and institutions already dealing with community reconciliation and counseling. The contractor will need to identify the issues involved in social re-integration and fund and manage local organizations to address these needs. USAID will arrange maximum coordination with other USAID funded projects that can provide support for the re-integration program.

B. Economic Reintegration

1. **Jobs:** Establish labor intensive construction brigades of skilled, semi-skilled tradesmen and unskilled laborers to rehabilitate urban and rural roads, urban and rural water systems, community buildings, hospitals, clinics, schools and community offices that were destroyed or neglected due to the 14 year Civil War. This program will generate employment and incomes for thousands of Liberians, address critical infrastructure needs, provide important capacity building skills and serve as a focus for local and regional development. Labor intensive methods of construction would be used exclusively, with only essential mechanized equipment.
2. **On-the-job Training:** Training could be provided in such skills as surveying, masonry, carpentry, equipment operation and maintenance and supplemented through on the job training and experience.
3. **Local Resources:** Further impact could be made in training and local development through the manufacture and repair of hammers, picks, shovels, etc. through local blacksmiths and the production of locally produced clay roofing and floor tiles, mud and concrete blocks and lumber. In addition to starting new enterprises, we want local resources, including sub-contractors used to the maximum extent possible. Locally produced clay roofing tiles, for example, increases the total amount of resources spilling over into the local community, provides an opportunity for job training and job creation, and leaves behind a relatively difficult-to-loot resource.
4. **Small and micro-enterprises:** These products could be provided through small businesses established through the program. Other small and micro-enterprises that support the objectives of the program could also be established. We would like to target the development of approximately 200 small/micro-enterprises.
5. **Education and Accelerated Learning:** Most ex-combatants have had no formal education and many were captured as children when the War first broke out 14 years

ago. Most ex-combatants when asked would like the opportunity to advance their formal education and become literate. UNICEF, with the Ministry of Education has developed an Advanced Learning Program (ALP) which condenses the normal primary school curriculum from six years to three years. At the end of the successful completion of the program graduates receive a primary school diploma from the Ministry of Education. This program is suitable for ex-combatants and others who missed the opportunity for primary education because of the war and its aftermath. Ways to incorporate ALP into the program should be undertaken.

C. Targeting

The actual areas in which work will be undertaken will be decided in conjunction with the National Commission for Disarmament, Demobilization, Rehabilitation and Reintegration (NCDDRR), which was established under the peace accord to coordinate DDDR activities, and the United Nations. The areas of major economic and social impact will be in Lofa, Bonga, Nimba, Grand Geddah and Grand Bassa Counties, as well as the greater Monrovia area (Monrovia, Montserrado and Margibi counties).

V. Duties/Tasks

The contractor will be responsible for all aspects of the program. This will include:

1. Organization, training, management and maintenance of construction brigades. This will include receiving workers who have gone through formal demobilization process conducted by the United Nations and NTGL. Establishing camps if necessary. Arranging for further counseling, primary education and skills training. Providing food, shelter, and security as needed.
2. Relationships with local government officials and local communities, including reconciliation and ancillary community development. This can be done either by working in partnership with other USAID and donor programs which already exist, or by providing the services through the project. A list of international and local NGOs is provided as an Annex to this document.
3. Providing suitable small and micro-enterprise assistance.
4. Maintenance of infrastructure activities will be of paramount importance. The contractor will be responsible for working with local governments and communities in developing and implementing sustainable maintenance programs. This will include training for maintenance crews. A plan for sustainability and maintenance of infrastructure investments must be submitted. Applicants should carefully consider how investments will be maintained in working order, and identify key local partners to work with to ensure that this happens. In the case of some investments, this may include a cost recovery plan to enable local partners to pay for future repairs on equipment or buildings. Applicants should consider which local partners are most likely to ensure that investments are well maintained and include them as partners in the plan.

5. Engineering design, architectural design, and construction management. We are looking for a minimum expatriate presence, with maximum use of local construction firms. The contractor will pre-qualify local construction firms. A list of local construction firms is contained at the end of the document.
6. The contractor should have the capacity to undertake road, water distribution and building construction utilizing labor intensive construction methods. There is a potential for hydro and mini-hydro projects, but these may require extensive environmental analysis.
7. Roads in most urban areas and a few rural roads are usually asphalt and will involve more patching than renovation. Non-paved rural roads are usually logging roads which have been created with a bulldozer through the forest. They are usually fine in the dry season and become unusable in the wet season. Some bridges are engineered and constructed other are nothing more than logs jammed into rivers. We expect to reconstruct two lane major laterite roads with proper culverts for drainage. The program can also include one lane/lane and a half feeder road programs.
8. The European Commission in Monrovia has an excellent data on water systems in Liberia. As well as good information on hydro potential. GTZ also did planning work for hydro systems in the 1980's. This data can be obtained from various sources.
9. The contractor must be knowledgeable about USAID Environmental Regulations. (Reg 16). Proper environmental procedures must be determined, utilized and documented.
10. The contractor should demonstrate how corrupt practices will be minimized from contracting with local firms to the siphoning of funds at the community level. All transactions should be transparent and accountable and all sub-contractors must be made to abide by the same principles. .

VI. Deliverables/Reporting

An initial Results Framework (RF) and preliminary Performance Monitoring Plan (PMP) should be submitted as part of the proposal. The first year work plan will be due, 90 days after the signing of the contract. The first year work plan will contain a finalized RF and PMP and will describe how program resources will be utilized to achieve program objectives and results. USAID will approve the Work plan and final RF and PMP.

The Mission will require an annual report detailing progress with the Results Framework and containing progress on each of the indicators in the Performance Monitoring Plan. The first annual report will be required o/a December 1, 2004 and annually after that. The Mission will require interim quarterly reports. The work plan discussed above will constitute the first quarterly report. Subsequent reports will be due approximately one week after the end of the proceeding quarter. Quarterly reports will discuss progress being made and problems encountered and how problems have been solved. Reports need not be lengthy, but should be frank discussions on the progress of the project. The Mission knows that not all activities will be successful. We are not looking for excuses, but solutions. If problems cannot be solved, then actions must be taken to resolve the problem. The Mission Director and staff reserve the right to inspect project activities at any time.

Implementing staff will have to be self-starting and independent and able to work under conditions of uncertainty. The team leader should be results oriented. Results just don't happen, but require vision and the ability to implement programs with excellent planning, timing, sequencing, trouble-shooting, and geared to achieving results. It will be important that the implementing partner and the Mission Director share a common vision.

VII. Roles and Relationships

The implementing partner is expected to work closely with key Liberian and international partners involved in program implementation to assure that activities are collaboratively programmed and implemented. The implementing partner will have to establish good working relationships with village leaders and elders, local government and security forces as well as organizations working in program areas. Key institutions include The National Commission for Disarmament, Demobilization and Re-integration, which will be created as part of the peace accord, and the United Nations Joint Implementation Unit, which is responsible for the UNDP strategy and implementation framework for Liberian Disarmament, Demobilization, Rehabilitation and Reintegration Program (LDDRRP).

The implementing partner must designate a Chief of Party or Country Representative. This person is expected to be authorized to represent the implementing partner in all matters pertaining to the execution of the contract.

The USAID Mission Director is the principal Mission liaison with the implementing partner. The Mission Director will head a Mission coordinating team consisting of the FSN health officer, democracy officer and agriculture officer.

The USAID Mission will establish a Program Coordinating Committee, which will meet at least monthly and will consist of USAID funded programs, USAID program staff, as well as other organizations contributing to the objectives of the overall program.

USAID has not provided an illustrative budget as part of this Program description. Our intention is to provide approximately \$30 million over the next two years, FY 2004-2005 to fund a three year implementation period, given the availability of funds and that suitable progress is made in achieving the objectives and results of the program. Additional funding up to \$50 million may be provided. If additional funds become available these will be added to increase the current activity not to necessarily extend the Life of the Project.

The implementing partner will submit a program and annual budget as part of the initial proposal and in annual work plans. The budget should be presented with normal USAID budget line items.

VIII. Personnel Requirements

The contractor will be expected to provide both Long-term and short-term advisors to the program. Expatriate advisors should be limited and maximum use of local Liberian staff, local construction firms and non-government institutions should be planned. The proposal should describe the LTTA and STTA anticipated and the rationale.

IX. Duration of Task Order

The Task Order is expected to be implemented over a three year period.

X. Selection Criteria

Applicants should note that these criteria serve to (a) identify the significant matters which applicants should address and (b) set the standard against which all applications will be evaluated. To facilitate the review of applications, applicants should organize the narrative sections of their applications in the same order as the selection criteria.

The technical and cost applications will be evaluated in accordance with selection. To the extent necessary (based on initial applications), negotiations will be conducted with each applicant whose application has a reasonable chance of being selected for award. Awards will be made to responsible applicants whose applications offer the greatest technical merit, value, cost and other factors considered. Awards will be made based on the ranking of applications according to the evaluation criteria identified below.

A. Quality and Responsiveness (75 points maximum)

1. Technical approach (35 points)

- Sound analytical basis for proposed strategies, approaches, and interventions. Demonstrate innovative, technically and culturally sound information, including an understanding of the historical, cultural, socio-economic and security factors relating to the program presented as well as challenges posed by ethnic divisions and logistical constraints (i.e. seasonal access of local building materials and inaccessibility during the rainy season). (10 points)
- What program outcomes can be achieved, with realistic milestones and targets defined. Focus of the program, national, city, town, and village. Specific groups to be addressed. (15 points)
- A plan for sustainability and maintenance of infrastructure investments must be submitted. Applicants should carefully consider how investments will be maintained in working order, and identify key local partners to work with to ensure that this happens. (10 points)

2. Management Plan (25 points)

- Appropriate description of the number of expatriate and local staff needed to accomplish project objectives. The kinds of skills needed and the ability of the applicant to field appropriate personnel in a limited time. (10 points)
- Appropriate systems to manage and monitor the implementation of diverse activities expeditiously, soundly, and at reasonable cost and in a transparent and accountable manner. (15 Points)

3. Results Monitoring Plan (10 points)

- Appropriateness of intermediate results and indicators. (5 points)
- Appropriateness and cost-effectiveness of data gathering for monitoring program results. (5points)

4. Cost-effectiveness (10 points)

- Direct Interventions versus Overhead Costs: USAID/Liberia seeks proposals where the maximum amount possible goes to direct interventions and not to overhead costs. (5 points)
- Cost Effectiveness and Efficiency: The cost effectiveness of the organization's approach and its ability to affect a wide base of beneficiaries. (5 points)

B. Past Performance, Experience, and Achievements (25)

1. Developing, implementing, managing, and evaluating similar activities in a Post Conflict environment. Long-term more than one year only. (15 points)
2. Experience in team-building, strategic programming, and networking with diverse groups in post conflict environment. Long-term more than one year only. (10 points)

XI. Environmental Guidelines

- A. The environmental impact of infrastructure activities should be discussed, and plans for conducting environmental assessments (e.g., for infrastructure activities) outlined, as appropriate.
- B. The applicant is responsible for ensuring that appropriate environmental reviews are done and that mitigation measures and environmental safeguards are in place. During project implementation, USAID reserves the right to review the recipient's environmental compliance, including but not limited to the review of design plans and monitoring of construction activities.

XII. Suggested Outline for Applicants

Applications must be strictly limited to no more than 30 pages in length, (Times New Roman, 12 font size, with one inch margins), excluding annexes. Within the outline suggested below, applicants should address the factors cited above, as appropriate. In addition to the narrative section of the application, the annexes will be used to judge the applicant's past experience and management capability. The annexes may also include relevant information about partners, where applicable. The suggested outline for the technical application is:

- I. Executive Summary
- II. Program Description
 - A. Goal and Objectives. A succinct description of the proposed program objectives and its contribution to USAID's objective to facilitate post-conflict transition in targeted areas of the Forest Region in Guinea must be provided.
 - B. Background/Problem Statement
 - C. Proposed Interventions/Technical Approach
 - E. Expected Impact/Results
 - F. Performance Monitoring Plan. Include performance indicators, baseline and targets, number of people served (disaggregate by gender and age disaggregation, where appropriate) as well as

quantitative and qualitative measures specific to technical focus of activity.

- III. Management plan (including partnership arrangements). Describe how organization intends to manage sub-grants (if relevant), explanation of personnel in field and in headquarters, past experience and key personnel.
- IV. Environmental impact of infrastructure activities
- V. Implementation schedule
- VI. Financial plan (including a detailed budget) should be submitted in a separate document. The technical application should make no reference to costs
- VII. Annexes
 - A. Relevant Organizational Experiences (Grantee and Key Partner Organizations)
 - B. Resumes of key personnel, including reference contact details.