ASSISTANCE TO LIBERIA IN THE TRANSITION FROM WAR TO PEACE: THE REINTEGRATION PROGRAM

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IN COORDINATION WITH:
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CHAPTER 1

EXECUTIVE SUMMARY

1.1 BACKGROUND

The international humanitarian relief community, supported by the United Nations, the United States, and the European Union, has been supplying emergency assistance to the people of Liberia throughout the period of civil war, since 1989. The signing of the Abuja Agreement in August 1995 has led to hope that Liberian political and factional leaders, together with the West African peace-keeping force, ECOMOG, and international assistance will create an enabling environment for Liberians to begin the transition from war to peace.

More than 50% of the population is either internally or internationally displaced and has been surviving on relief. The economy is paralyzed and capital assets are destroyed. The magnitude of the task is monumental. **Had Liberia been the victim of a natural disaster, such as an earthquake or flood, resettlement of people and reconstruction of productive and social infrastructure would be sufficient, in themselves enormous tasks. But Liberia has suffered one of the the most violent civil wars in recent African history.** The country is divided into territories controlled by warring factions, under a fragile cease fire. An estimated 75% of the fighters is under 25 years of age, making them children or adolescents when the war began.

1.2 THE CHALLENGE OF REINTEGRATION

As difficult as resettlement and material reconstruction may be, social reintegration of communities torn by the violent conflict is the essential challenge facing Liberians in the transition from war to peace. The mainstreaming of the estimated 60,000 fighters, most of whom are said to have fought in their own homelands, together with the commitment to peace of their leadership, are the decisive elements in maintaining the peace.

Social reintegration is a complex task involving, at least: the process of reconciliation; the possibility for ex-fighters, once they have voluntarily disarmed, of finding a new occupation and adopting a civilian lifestyle; the creation in and by communities of ways to prevent further violence; community-based mechanisms to control violent uprisings when they occur, in the absence of conventional law enforcement systems.

Much has been said recently in Liberia about disarmament and demobilization of fighters. The "disarmament package" has been a focal point of debate, with many

stating that without an "attractive" package fighters will have no incentive to disarm. But however attractive that package could be, even involving a cash gift, once those resources are spent, the fighters will once again be poor and without a livelihood. Preventing the recurrence of violence does not seem to rest on whether or not fighters have an incentive to disarm today, but whether or not they adopt a new lifestyle, and do not resort to the looting and violence which has been their behavior and means of livelihood during the war.

Therefore, a key element in the peace process is the SOCIAL REINTEGRATION of communities, including the rehabilitation of ex-fighters. Resettlement of refugees and displaced persons, without the reintegration of all members of the society, especially the ex-fighters, will not create the conditions for a lasting peace. Ironically, if some reconstruction and reinvestment were to occur in the absence of social rehabilitation of the ex-fighters, there would probably be a greater temptation to loot the newly reestablished material wealth.

1.3 INTERNATIONAL ASSISTANCE FOR THE TRANSITION FROM WAR TO PEACE

External resources available for the recovery of Liberia are not abundant. Therefore it is essential to be strategic and purposeful in how resources can be used in cooperation among donors and implementing agencies for an optimal allocation. Mindful of the need to achieve fair distribution across all geographical, social, ethnic, and political groups, and to avoid duplication, the principal donors, together with the United Nations, have developed a framework for assistance during the initial reintegration phase, estimated at 12 months beginning in March 1996.

The guidelines for the reintegration program are: 1. assistance will be community-based; 2. the three critical population groups, excombatants, displaced persons, and refugees, will be treated in a non-discriminatory, integrated fashion, together with the receiving communities; 3. resource allocation will be demand-driven, using a micro-project methodology to respond to communities initiatives; 4. expatriate expertise and management will work in tandem with Liberians as implementing staff and partners, in order to maximize the in-country impact of resources, the transfer of expertise, and the development of local capacity; 5. coordination with the Liberian transitional government will be complemented by the incorporation of qualified public sector personnel at the local level where possible.

Recognizing that different donors require specific implementing arrangements, as legally and operationally mandated by their governments, an overall strategy has been agreed upon with a scheme for assigning the implementing responsibility of specified regions to different donors. The program of reintegration assistance will be implemented by means of 12 Area Centers or Units supported by the United Nations, the European Union, and the United States. The lead donors will be as follows: the EU, 3 centers/units; USAID, 8 centers/units; the French government, 1 center/unit. UN

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agencies will take a leading role in repatriation activities and assistance to refugees.

The reintegration assistance provided by the Area Centers scheme in no way substitutes or replaces current relief assistance and relief already planned for 1996. On the contrary, those activities current and planned for 1996 are essential components of an overall transition strategy for Liberia, and the activities undertaken by the Area Centers are complementary to that assistance, and designed to ensure that material assistance is combined with the necessary social reintegration of communities, particularly of the ex-fighters, to give a chance for a lasting peace.

1.4 THE REINTEGRATION PROGRAM

The following general description of the operations of the Area Reintegration and Development Centers applies to those Centers primarily funded by USAID.

The **focus** of the reintegration assistance proposed for the period of transition from war to peace is twofold. First, there is a focus on achieving food security, emphasizing resuming agricultural production, so that after one year Liberians will not rely on food relief for survival. Second, there is a focus on social reintegration. An explicit exercise of reconciliation at the village level will be assisted by counsellors, teachers, specialists in non-formal education, and specialists in community organization and development.

The material reconstruction, such as school repairs and rehabilitation of health and sanitation facilities, through community initiated "micro-projects", will engage ex-fighters and the war-affected communities in the effort of rebuilding. Community projects will give ex-fighters an occupation and the opportunity to atone for their violence by rebuilding their villages and towns. Participants in community work projects, ex-fighters together with non-fighters, will receive family food rations as "payment". These Food for Work projects will provide relief for those who need it during the waiting period before the first harvests of agricultural projects, and while the village economy is starting to recover enough to offer some means of employment for non-farmers. Some ex-fighters will go back to school, and others may enter vocational training programs, to be established as part of the reintegration effort. The Food for Work phase will give them a temporary occupation until such time as these young people can be absorbed by new training programs or the resumption of schooling.

The Area Centers will be managed by four international NGOs already established in Liberia. Each Area Center will be staffed with one expatriate and 19 Liberians: 7 professionals in the fields specified below, and 12 village-level extension workers. There will be 8 short term consultants (expatriates or highly qualified Liberians) to assist in designing and launching the work of the Area Centers, and each will have a

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Liberian counterpart. It is hoped that some or all of the counterparts will be professionals from the Liberian technical ministries, temporarily assigned to the transition program. The areas of expertise of the Area Center staff and the corresponding short term consultants and their counterparts is as follows: agriculture; counselling/child and adolescent development; non-formal education; excombatant projects/Food for Work; Micro-projects/sustainability of social infrastructure; and information/referral/registration of project participants.

The work of the Area Reintegration and Development Centers will rely on the following programs already underway or planned for 1996: food relief and Food for Work; seeds and tools for agricultural recovery; reconstruction of infrastructure under UNOPS micro-projects; UNHCR repatriation assistance for refugees; vocational training by specialized organizations in Liberia; health and sanitation programs implemented by the international NGOs and UN agencies; and special assistance for war-affected women and children by UNICEF.

The design of the Reintegration Program has been done in coordination with the Liberian National Transitional Government, and particularly with the Ministry of Planning and the Commissions responsible for reintegration, readjustment, resettlement, and repatriation.

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CHAPTER 2

BACKGROUND

2.1 CHARACTERISTICS OF THE LIBERIAN CIVIL WAR

The beginning of the Liberian civil war was a foreboding series of events, which in a short time marked a pattern to be repeated and exaggerated during the next five and a half years. The following text gives an account of those ominous events (highlights not in the original):

> "On 24 December 1989 a small rebel group calling itself the National Patriotic Front of Liberia (NPFL), under the leadership of Charles Taylor, attacked positions of the Armed Forces of Liberia (AFL) in a border town called Butuo on the Liberian-Ivorian birder. **The initial retaliation of the AFL was against the Mano and Gio civilian population in Nimba. Whole villages were razed to the ground after being looted. Children, women, and old people who were unable to flee into the bushes or across the border were indiscriminately killed.** Such a response strengthened Taylor's case for support to eliminate Doe and the ranks of NPFL swelled by the day. **NPFL counter-attacks on Krahns and Mandingoes, who were perceived as allies of the Krahns, were equally brutal.**
>
> "The war spread rapidly as almost all ethnic groups in the country had been touched one way or another. Although **comprised mostly of poorly trained young recruits**, NPFL forces increasingly gained control of territory. By the time NPFL fighters reached the outskirts of **Monrovia in June 1990, it was a city hunted by marauding AFL soldiers.** Incidents such as the attack on the United Nations Compound, the massacre of people who sought refuge in the Lutheran Church, and others had brought normal life almost to a standstill. **A state of virtual anarchy reigned. Three armies were operating, all of them targeting mostly civilians:** with the breakaway faction from the NPFL(the Independent National Patriotic Front of Liberia (INPFL)) controlled by Prince Johnson holding Bushrod Island, the NPFL in control of the eastern parts of the city and the rest of the country, and the AFL in central Monrovia, there was no central governmental authority left." (The Situation Analysis of Children and Women in Liberia, UNICEF, Monrovia, September 1995, page 5).

Ethnic clashes have been an important characteristic of the war, with the animosity intricately related to the economic, social, and political repercussions of ethnic favoritism practiced in previous decades. Just as salient a feature of the war have been the changing composition of the factions and their leadership, with splinter factions emerging to oppose their own leaders, and rotations in affiliation of the rank and file, sometimes according to which faction was in control of their home region.

Children and young people have been easily recruited after the loss of family members to war brutality, to avenge the violence or as a result of no perceived alternative to survive. Some fighters have gone in and out of combatant and civilian occupations throughout the war. The prevalence of child and adolescent fighters has been dramatic.

The degree of violence against civilians is probably unrivalled in recent history.

The warring factions have not principally engaged each other, but have attacked civilians to obtain loot and claim territorial positions. Civilians have been utterly passive, fleeing from the violence into the bush, to neighboring countries, or moving around the country from one "safe" area to another, many finally ending up in shelters for displaced people, supported in large part by international humanitarian relief agencies.

2.2 ECOWAS AND ECOMOG INTERVENTION

The Economic Community of West African States (ECOWAS) and its military arm, the ECOWAS Monitoring Group (ECOMOG) unsuccessfully tried to mediate, and then actively intervened in the conflict beginning in 1990. In late 1990 ECOMOG participated in campaigns against NPFL, with the participation of a splinter group INPFL and remnants of the Armed Forces of Liberia (AFL).

2.3 DEVELOPMENT OF THE WAR AND DESTRUCTION

Subsequently there were periods of relative calm, with ECOMOG controlling limited areas, and warring factions, going through various permutations of leadership and affiliation, intermittently fighting, ceasing fire, regrouping, and fighting again. Every major offensive left thousands of civilians victims of barbarous war crimes and looting. One of the most serious offensives was the attack on Monrovia itself, called "Operation Octopus", waged by NPFL beginning on October 15, 1992. This and other campaigns resulted in an almost total destruction of the social and economic infrastructure of the country, with no exceptions made for schools, hospitals, health clinics, water systems, power lines and generating stations, and the productive

infrastructure including farms, stored food, and agribusiness infrastructure.

Of a total pre-war population estimated at 2,600,000, UNHCR reports 750,000 registered refugees in The Ivory Coast, Guinea, Sierra Leone, and Ghana; 600,000 internally displaced persons are assisted in camps and shelters; an estimated 150,000 people were killed; and uncounted numbers of people who have maintained a residence in their villages throughout the war have repeatedly fled into the bush to escape the violent fighters, practicing "bush farming" under the forest cover to survive.

Twelve previous attempts at political settlement have failed, including the Akosombo Accord on September 12, 1994, after a process of citizen debate, with a wide representation of interest groups and civic and religious organizations. After the failure of the Akosombo Accord, the warring factions current at the time, with ECOMOG, the United Nations Observation Mission (UNOMIL), and with the mediation of the United Nations Special Representative of the Secretary General, Ambassador Anthony Nyaki, and the United States Special Envoy to Liberia, Ambassador Dane Smith, convened in Abuja and signed the Abuja Agreement on August 19, 1995.

2.4 THE ABUJA AGREEMENT AND THE POSSIBILITY OF PEACE

The Abuja Agreement calls for the Liberia National Transitional Government (LNTG-II) to:

- facilitate the disarmament and demobilization of all combatants and to ensure the re-establishment of security and civil authority throughout the country;
- return and resettle Liberians who are externally and internally displaced as a consequence of the civil war;
- create an enabling environment through which reconciliation amongst and reintegration of all Liberians are ensured; and
- conduct free and fair elections and peaceably return the governance of Liberia to a constitutional and democratic civil authority.

The military objectives of the Abuja Agreement, with the mandate for implementation by ECOMOG, are as follows:

- Cease fire at midnight, August 26-27, 1995;
- The disengagement of factions from their combat positions;

- Reconaissance missions to be undertaken jointly by ECOMOG and UNOMIL to select assembly sites;
- Deployment of ECOMOG to safe havens and borders;
- Disarmament and demobilization of combatants;
- Provide security for the elections.

The Council of State, as a "collective presidency", made up of the war lords current at the time of the Abuja Agreement, a "civilian representative of the people", and a mutually acceptable Chairman, appointed the LNTG cabinet and the following three Commissions, charged with implementing selected aspects of the peace process:

- DDC: Disarmament and Demobilization Commission;
- NRC: National Re-adjustment Commission;
- LRRRC: Liberia Refugee Repatriation and Resettlement Commission.

In October 1995, with the Cease Fire still holding, the international relief community began formulating plans to address the possibility of a transition from war to peace, hoping that 1996 will in fact mark this transition.

CHAPTER 3

THE PURPOSE AND OBJECTIVES OF TRANSITION ASSISTANCE

3.1 PURPOSE

The purpose of international assistance in 1996 is to help Liberians, especially at the village level:

- successfully transition from war to peace;
- lay the basis for a lasting peace; and
- begin a process of economic, social, and political development that will improve the life of all Liberians.

3.2 OBJECTIVES OF THE 1996 TRANSITION

To accomplish this purpose the following objectives will be pursued:

1. **Maintenance of the Cease Fire** with strict adherence to the provisions of the Abuja Agreement, including cessation of all hostilities and support for ECOMOG deployment;

2. **Disarmament and demobilization** of combatants;

3. **Resettlement**, including repatriation of refugees and return of internally displaced persons to their homes;

4. **Creation of food security** by the beginning of 1997 (food production sufficient to feed the entire resettled population);

5. **Social reintegration** of ex-fighters, reconciliation of villages and families, and adherence to principles of social and political pluralism at the regional and national levels;

6. **Establishment of minimal conditions for the resurgence of social and economic activities** at the village, regional, and national levels;

7. Creation and maintenance of conditions of security at the village level, and **community empowerment to prevent the recurrence of violence;**

8. Support for the **establishment of political structures legimitized by a fair democratic process** and public sector institutions responsive to community needs.

3.2.1 Reintegration as Part of the Overall Transition from War to Peace

The program proposed in this document is concerned with objectives numbers 2 - 7, above, which include resettlement and reintegration in the transition period. There is likely to be an indirect impact on number 8, to the extent that communities are stable and people are free to participate in civic debate and political processes.

Whereas maintenance of the Cease Fire and disarmament and demobilization of combatants do not fall within the realm of action of this program, they have a decisive bearing on resettlement and reintegration, therefore some consideration is given to their development as follows.

3.2.2 Maintenance of the Cease Fire

Maintenance of the Cease Fire is primarily the responsibility of the warring factions, with the intervention of ECOMOG and UNOMIL. With the signing of the Abuja Agreement, it was thought that the peace process could advance as long as all the major factions were represented in the implementing arrangements, particularly in the Council of State.

The planners of the Abuja Agreement anticipated an "orderly" schedule of events in which preparations for disarmament, including mobilizing the fighters to assembly sites, would occur before the beginning of resettlement. The "orderly" schedule, as can be seen in Table 1, called for deployment of ECOMOG and UNOMIL to safe havens, simultaneously with the preparation of assembly sites for demobilization and the physical movement of combatants to the assembly sites, all before December 31,

SCHEDULE OF IMPLEMENTATION OF THE AGREEMENT
FROM CEASEFIRE TO ELECTION - AUGUST 1995 - AUGUST 1996

SRL	WKS	PERIOD												
		AUG 95	SEP 95	OCT 95	NOV 95	DEC 95	JAN 96	FEB 96	MAR 96	APR 96	MAY 96	JUNE 96	JUL 96	AUG96
(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	(j)	(k)	(l)	(m)	(n)	(o)
1	2	26-	—4	Factions inform combatants of Ceasefire										
2	3		5-26	Factions disengage from check points/Present combat positions to areas under own arr.										
3	3		5-26	Verification by ECOMOG / UNOMIL / LNTG / Warring Factions										
4	2		15-30	Recce mission / built-up of logistics ECOMOG/UNOMIL/LNTG										
5	10			2—	———	——14	Deployment of ECOMOG/UNOMIL to safe havens throughout counties							
6	4			8—	—8	Completion/Preparation for new Assembly/Encampement sites								
7	4				9———	31	Combatants in Assembly/Encampment sites							
8	8					1-	———30	Disarmament/Demobilisation						
9	9					1-	-------	----2	Resettlement/ Repatriation					
10					Preparation for Elections				1—	———	———	———	———	12
11											Election Day		—	——20

NOTES:
1. Ceasefire - 2359 hours 26 Aug 95 (Midnight 26/27 Aug. 95)
2. Installation of new Council of State - by 2nd September 95
3. Election Day - 20 August 1996
4. Inauguration of new Government - 30 September 1996

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1995. Then disarmament and demobilization would have taken place from January 1 - 30, 1996. Resettlement would have occurred in January and February 1996, concurrent with disarmament.

The serious outbreak of factional violence in Tubmanburg in late December 1995, partly aimed at ECOMOG as it attempted to deploy, caused the entire peace process under Abuja to be brought into question, and the international community began to speculate that this thirteenth formal attempt at peace would fail. Members of the Council of State, and other factional leaders, insisted publicly that the will to comply with Abuja was there, however the reality in the field in Tubmanburg contradicted these statements, as did less severe but nevertheless important incidents of harrassment of civilians and relief convoys in other parts of the country.

Particularly as time has elapsed between the beginning of the cease fire and the time of disarmament, it is clear that divisions within the factions have grown, and there is a tendency for new splits to occur, a phenomenon characteristic of the factions throughout the Liberian conflict. The longer the implementation of Abuja drags out, the less likely it is that the current leadership has control over all the political elements and fighting forces within each faction.

There is also a rupture between the top leadership, now based in Monrovia and acting as the LNTG, and the field leadership in each faction. To the extent that the fighting forces do not receive enough support from their leaders, in the way of food and non-food items, and to the extent that they lose personal contact, the authority of the high command over the field forces is eroded. We have observed many cases of this phenomenon in all factions since late December 1995.

A further characteristic of the Liberian conflict is the movement in and out of the conflict of fighting forces, who join the fighting ranks for a time and then go back to civilian pursuits. This lack of hegemony makes it difficult for the leadership to exert full control over their forces.

Therefore, maintenance of the Cease Fire is not simply a political decision of the factional leaders, who then command their forces to obey. Hostilities in the form of harrassment and looting of civilians and international relief workers are lapses in the ceasing of hostilities, but should not be classed as politically motivated violations.

If ECOMOG were deployed with sufficient strength, some of these cases of harrassment and looting might be prevented. Certainly if disarmament had occurred punitive action could have been taken against perpetrators, possibly deterring future cases.

3.2.3. Disarmament and Demobilization

The Abuja Agreement specifies that warring factions will be responsible for the voluntary disarmament of their fighters to ECOMOG, under the supervision of UNOMIL. UNOMIL is also charged with the process of demobilization. The LNTG appointed a Disarmament Demobilization Commission (DDC) to be concerned with this matter, as well, and the LNTG National Re-Adjustment Commission (NRC) was to ensure that ex-combatants would and could become reintegrated into civilian life.

By November 1, 1995, planning by UNOMIL had advanced to the point of specifying the activities to be undertaken in "Disarmament" and "demobilization". The following terminologies were used by UNOMIL.

"Disarmament - Weapons and ammunitions are surrendered to ECOMOG and verified by UNOMIL military observers. Both ECOMOG and UNOMIL have joint responsibility of securing the surrendered weapons and ammunitions;

"Demobilization - Issuance of identification cards by UNOMIL Demobilization unit, signifying that the combatant has agreed to become a non-combatant. Medical check, medication and referral and Aids education would be available. For those who surrendered weapons, an Initial Re-integration Package, comprising clothing, food, cooking utensils and ssanitary items, would be provided. Information programme wouold be provided to orient them to normal living. Transportation to resettlement sites would also be provided.

"Re-integration - Reintegration of people who were uprooted from their places of origin because of the war. This would include combatants, internally displaced persons and refugees. Reintegration programme is therefore to enable these people to go to places of their choice to resettle, earn income and integrate into the new society they have chosen to go to." (UNOMIL working document dated 1 November 1995).

More detailed descriptions of the disarmament and demobilization components were prepared by UNOMIL by November 1995. The number and factional distribution of combatants was estimated and 13 assembly sites were selected. UNOMIL began a process of inspection of the possible sites to determine necessary logistics for the disarmament and demobilization. However, delays in ECOMOG deployment and in the setting up of assembly sites for disarmament were accompanied by ensuing confusion regarding the disarmament and demobilization process, with various modifications of the plans submitted, but no decisive action by UNOMIL.

In January 1996, factional leaders and the LNTG Disarmament Demobilization Commission began to question full disarmament. While one factional leader (LPC) stated he had already disarmed his fighters in the field, but would not turn over the

weapons until UNOMIL had a clear presence in his regions of control, another leader (NPFL) indicated that he did not support full disarmament at all.

A new proposal for "disarmament in situ" was advanced by the DDC as late as February 1996. Continuation of the debate has not tended toward its resolution but rather toward increasing confusion in informed circles in Monrovia, and has probably contributed to further misunderstandings in the field, as the cease fire which began in late August has not been followed up in a timely way with any other actions directed at the fighting forces.

Reports by ECOMOG and by factional leaders are of increasing restlessness by fighters who are told to stand by and not use their weapons, but there are no appreciable signs of a change in their life or that of the communities. Worse still, there are reports of inadequate food supplies to these "unemployed" fighters.

By mid February 1996 the delays in disarmament had provoked strong responses from civic and political groups in Liberian society. A "stay home" strike was called for February 15 by various civic and religious groups, and was publicly endorsed by Councilman Oscar Quiah, the only non-factional member of the Council of State. This was said to be the first of an escalating series of protests to insist on disarmament and compliance with the Abuja Agreement.

3.2.4 The Beginning of Resettlement

The disorderly implementation of the Abuja Agreement has impacted on the process of resettlement, as well. Whereas there were delays in ECOMOG deployment, at the same time the cease fire was not seriously violated, and the international relief community began to access previously unreached areas beginning in November 1995. The first signs of relief together with a scenario relatively free of violence provoked the beginning of resettlement, in very small numbers in late November, and increasing slowly but steadily throughout December and January in those areas where the cease fire continued to hold.

Despite the steps backwards caused by violations of the Cease Fire in Tubmanburg and the Southeast, resettlement has continued, with a steady, if small, flow of refugees returning from Guinea in the Ganta area, from the Ivory Coast into northern Grand Gedeh, and leaving displaced centers in Buchanan to resettle in the relatively secure areas in Grand Bassa and Greenville.

It is important to enhance the capacity of reception for resettling people. This includes minimal water and sanitation facilities, temporary shelter, and a food supply. Beyond these minimal conditions for survival, there must be conditions for medium term

improvement, including support for agriculture and other means of employment, schooling for children, and health services, at least to pre-war standards. If the opportunities for improvement are perceived to be present, together with security, then people will probably prefer to return home.

Whereas disarmament and demobilization were scheduled to happen BEFORE resettlement, the support systems for resettlement and reintegration should probably be in place when ex-fighters begin to return to their villages.

3.3 SUMMARY OF OBJECTIVES OF THE REINTEGRATION PROGRAM

In summary, the assistance proposed in the present document relates directly to the following five objectives of a transition from war to peace:

- Resettlement
- Creation of food security in the medium term
- Social reintegration
- Reestablishment of minimal social and economic activities
- Prevention of the recurrence of the conflict.

What people must do on their own is decide to resettle, from their places of asylum either in refugee camps, in displaced centers, or from the bush. Factional leaders and combatants must decide to disarm and demobilize. Communities must choose to begin the difficult process of reconciliation, and to create conditions that will help prevent a recurrence of the violence.

What the international community, local NGOs and civic and religious groups can do is provide assistance for Liberians to advance in their process of reconciliation, reintegration, resettlement, and reconstruction. It is this assistance which is outlined in the following chapters: assistance for a process that must be implemented by Liberians at the village and family level.

CHAPTER 4

THE REINTEGRATION PROGRAM

This chapter outlines five guidelines for the proposed Reintegration Program and the activities it will encompass to meet the objectives stated in Chapter Three.

A note on nomenclature is in order. The process of transition from war to peace has been described in Liberia as a sequence of: deployment, disarmament, demobilization, repatriation, resettlement, readjustment, reinsertion, reintegration, rehabilitation, reconstruction, and elections. We find the multiple "R's" are well expressed by one word: **reintegration**. This puts the emphasis on the key task of the Liberian society without which all the other "R's" will not have a lasting impact. However, the program does address all aspects of the process.

In naming the delivery system, which will be described in Chapter Five, we have chosen "Reintegration and Development", with the intention that communities and the professionals assisting them will be looking to the future possibilities of development as they implement the tasks of the present transition.

4.1 Guidelines

Reintegration assistance will be provided in adherence to the following guidelines:

- Assistance will be community-based.
- The three critical population groups, excombatants, displaced persons, and refugees, will be treated in a non-discriminatory, integrated fashion, together with the receiving communities.
- Resource allocation will be demand-driven, using a micro-project methodology to respond to communities' initiatives.
- Expatriate expertise and management will work in tandem with Liberians as implementing staff and partners, in order to maximize the in-country impact of resources, the transfer of expertise, and the development of local capacity.

- Coordination with the Liberian transitional government will be complemented by the incorporation of qualified public sector personnel at the local level where possible.

4.2 The Need to Focus

The needs in Liberia are staggering. In the period of transition it is essential not to be confused by the extent of the task, but to keep assistance focussed on those critical activities without which the peace process will start to unravel.

In providing assistance for resettlement, the minimal elements for survival must be achieved first: temporary shelter, a clean water source, minimal health services, food security, the maintenance of security in the village, and the conviction by the population that normalcy is achievable.

Temporary shelters or minimal rehabilitation of existing housing will be done in the traditional fashion by returning people if they have access to tools.

Water and sanitation facilities, and critical health services will be provided by specialized NGOs and their implementing partners.

Food security can be achieved if the returning populations are assisted with seeds and tools for planting of food crops, to complement the planting already being done by resident populations. Some inputs may be required by residents to expand their production, as well, as some of the food survival during the war was achieved by "bush cropping" (low productivity planting under forest cover), as opposed to exposed agriculture.

The maintenance of security in the villages and towns will be possibly the most difficult challenge for communities, involving both the reintegration of ex-combatants so that they do not return to a life of violence and looting, and actions by the villages themselves to address and control any recurrence of ex-combatant violence.

The perception that normalcy is achievable will depend in large part on maintenance of the peace, but also on reestablishment of schools and commerce. It will be a slow process, but even small steps toward normalcy will be important.

If the peace is maintained and ex-fighters begin to reintegrate into their communities, resettled people have enough food to eat and communities have started to reconstruct schools and other social infrastructure, then the transition will have been accomplished.

Building on the results of reintegration will make it possible for Liberians to begin to think about development and improving their communities to better than pre-war standards.

4.3 REINTEGRATION ACTIVITIES

A non-exhaustive list of activities during the reintegration phase follows. Most of these activities should be pursued in coordination with specialized agencies. It is not the intention of the reintegration program to create parallel structures for providing services, or to substitute the Liberian public sector, but to ensure these services are available at the village level during the transition period.

Resettlement assistance:

- Quick-impact projects with UNHCR and UNOPS to enhance the receptivity of communities: water, sanitation, school repairs, village and road clean-ups
- Village organization to assist residents to cope with returnees
- Vulnerable group feeding: school and therapeutic feeding with specialized agencies

Food Security:

- Provision of seeds, tools, and technical assistance to farmers, in coordination with specialized agencies
- Food for Ag: food subsidy to farmers' families who do not have another source of food during the first agricultural cycle
- Temporary distribution of emergency food relief, in coordination with specialized agencies

Social Reintegration:

- Community sensitization: dissemination of information on the peace process, and specifically on disarmament, demobilization and reintegration of communities; preparation for receiving demobilized ex-combatants
- Counselling: psychosicial counselling, trauma healing, health and sanitation information and referral

- Provision in villages of temporary homes for persons with no home: unaccompanied children, ex-fighters, handicapped or traumatized people with no identified family

- Community organization: motivation, training, organization building, support for village initiative, support for women in development

- Reintegration of ex-combatants: temporary Food for Work, referral to vocational training or schooling, assistance in farming, general counselling

- Monitoring of ex-fighters to ensure their capability to earn a living and belong to family and community groups

- Identification of special health problems of ex-fighters and assistance for their treatment: drug abuse, depression, physical illnesses

- Rehabilitation of war-affected people: women, children, ex-fighters

- Referral, tracing, and family unification

- Youth recreation, sports

Establishment of Minimal Social and Economic Activities:

- Development of the traditional village-based social "safety net"

- Support for traditional schooling: Food for Work for teachers, rehabilitation of schools

- Adult and adolescent non-formal education: remedial and catch-up courses, basic literacy

- Skills training for young people: short vocational courses combined with literacy, basic arithmetic, and health and civic education

- Income generation: assistance for cottage industry, petty commerce, and village markets

Community Empowerment to Prevent the Recurrence of Violence:

- Civic education and discussion of violence as a means to rule

- Civilian support for fair law enforcement/police/local judicial system
- Town meetings and meetings of special groups to discuss reconciliation
- Town meeetings and meetings of special groups to discuss development issues such as schooling, health problems, and improvement of agriculture
- Incorporation of ex-fighters into discussion of reconciliation
- Organization of civilian security group (unarmed) to assist local law enforcement officers (if available)
- Organization of women's reconciliation and security council or similar groups to address issues of violence

4.4 Target Groups

The three specific target groups often referred to in Liberia are:

- refugees: 750,000 people registered by UNHCR, principally in Guinea, the Ivory Coast, and Sierra Leone;
- internally displaced persons: 600,000 people in shelters for displaced persons in the greater Monrovia area, Buchanan, and a few other locations near Monrovia;
- ex-combatants: 60,000, as reported by UNOMIL.

Additionally, it is reported by NRC that there are about 100,000 handicapped (mostly war-wounded) people. The number of raped women is not even estimated. 150,000 people are estimated to have died, and the brutality of the war was such that these deaths are likely to have caused severe trauma to the people around them.

People who did not suffer death or physical injury to their family probably suffered property loss, as the extent of looting in Monrovia and in every part of the country is reported to be universal.

The number of abandoned children is small (see Chapter 8), however the suffering of children is extensive.

Whereas the task of resettlement of displaced people can be said to affect refugees and IDPS, and clearly the ex-fighters present a special case of reintegration, the entire populatiaon has suffered severe trauma, massive economic loss, and the interruption of normalcy for the development of children and adolescents. As in most war situations, women have suffered all of the above as well as sexual violence.

Thus, reintegration assistance, while monitoring the participation of different categories of war-affected people, will only be targetted in the first stages of resettlement. Refugees will receive special assistance from UNHCR and internally displaced persons will receive some targetted food assistance for their return home. Some food distribution will also be done to resident populations during the period immediately prior to the beginning of resettlement.

Once people are in their villages of permanent residence, all the reintegration programs will be non-targetted, as regards returnees or residents.

There will be special attention given to reintegration of ex-fighters. This special attention is not intended to favor these groups over others, but to recognize that the failure to address the special cases of ex-fighters will cause the entire society to be disrupted in its attempt to reconstruct stable communities.

Special attention will also be given to children, with an attempt to quickly start schooling and provide them with targetted school and therapeutic feeding.

CHAPTER 5

DELIVERY SYSTEM FOR THE COMMUNITY-BASED REINTEGRATION PROGRAM

5.1 NETWORK OF AREA REINTEGRATION AND DEVELOPMENT CENTERS

The delivery system for the "community-based" Reintegration Program is a network of 12 Area Reintegration and Development Centers.

Recognizing that different donors require specific implementing arrangements, as legally and operationally mandated by their governments, an overall strategy was agreed upon in Liberia for assigning the implementation responsibility of specified regions to different donors, as presented in Table 2.

The lead donors in the twelve Area Centers will be as follows: eight Centers by USAID; and four Centers or Units by European donors. Of the four European-funded Centers, three will be funded by the European Union and one will be funded by the French government, either through the EU or by a grant to the same European firm contracted by the EU for its program. In either case, the four European-funded Centers or Units will be implemented in a similar manner, and henceforth will be referred to as the EU/FR centers.

TABLE 2
DISTRIBUTION OF AREA CENTERS BY COUNTY AND LEAD DONOR

LOCATION	LEAD DONOR	COUNTY
KOLAHUN	EU	Lofa
ZORZOR	US	Lofa
GBARNGA	US	Bong
KAKATA	US	Bong/Margibi
SANIQUELLIE	EU	Nimba
TAPITTA	US	Nimba
ZWEDRU	EU	Grand Gedeh
KANWEAKEHN/ SASSTOWN	US	Grand Gedeh Grand Kru
HARPER	FR	Maryland
GREENVILLE	US	Sinoe
BUCHANAN/ CESTOS CITY	US	Grand Bassa River Cess
TUBMANBURG	US	Bomi/ Grand Cape Mount

5.2 Criteria for Location

The location of the Area Centers was determined jointly with the LNTG to serve the expected resettling population concentrations, based both on pre-war population densities and long term (20 year) trends.

No Center was located in Monrovia. It was assumed that relief assistance in 1996 by on-going programs will be sufficient in the greater Monrovia area without adding resources from the scarce funds available for resettlement and reintegration.

There was considerable discussion with the LNTG over a jurisdictional approach versus the functional approach finally preferred. The jurisdictional approach would have meant one Center in each county. There may well be county-based councils or task forces organized by the LNTG which will coordinate with the Area Centers nearest them.

Some large counties will have more than one Center, which is the case of: Lofa, Nimba, Bong, and Grand Gedeh. The division of Bomi County responds both to factors of communication/logistics and to factional lines.

5.3 Criteria for Donor Distribution

The EU indicated a preference for upper Lofa, upper Nimba, Grand Gedeh, and Maryland. The number of returnees expected in each of these areas is 50 to 100 percent greater than in each of the other eight areas. Because the EU indicated they planned to devote a larger budget to each of three areas, plus the fourth French-funded area, than USAID would devote to each of the remaining eight, it was agreed that the best use of resources was for the EU/French to fund those areas with the largest number of people.

Further, the case load in the EU-funded areas is predominantly refugees, as opposed to IDPs or ex-combatants. The EU strategy is more focused on rehabilitation of infrastructure, whereas the USAID focus is more on social reintegration. The proposed distribution takes into account these differences in program emphasis.

5.4 Factional Balance

A final consideration in the selection of Area Center locations and the respective donor distribution was political balance. This has been achieved, as can be observed in the following table.

TABLE 3
DISTRIBUTION OF AREA CENTERS BY WARRING FACTION

LOCATION	FACTION	LEAD DONOR
Kolahun	ULIMO-K	EU
Zorzor	ULIMO-K	US
Gbarnga	NPFL	US
Kakata	NPFL	US
Saniquellie	NPFL	EU
Tapitta	NPFL	US
Zwedru	LPC	EU
Kanweakehn/ Sasstown	LPC	US
Harper	NPFL	FR
Greenville	LPC	US
Buchanan/ Cestos City	NPFL/LPC	US
Tubmanburg	ULIMO-J	US

5.5 Distribution of the Expected Caseload

Table 3 contains a list of the Area Centers indicating the lead donor, faction, and the estimated caseload of refugees, internally displaced persons, and ex-combatants.

TABLE 4
AREA REINTEGRATION AND DEVELOPMENT CENTERS
EXPECTED CASELOAD

County	Area Center	Donor	1986 Pop.	Residents	IDPs	Refugee	Total	Ex-Coms
Lofa	Kolahun	EU	261,000	70,000	40,000	80,000 100,000 (S.L.)	190,000	6,460
Lofa	Zorzor	USAID		10,000	20,000	80,000	110,000	6,000 (LDF)750
Bong	Gbarnga	USAID	268,000 104,000	100,000	100,000	50,000	250,000	16,500
Bong/ Margibi	Kakata	USAID		40,000	100,000	10,000	150,000	3,780
Nimba	Saniquellie	EU	326,000	70,000	20,000	110,000	200,000	3,500
Nimba	Tappita	USAID		40,000	20,000	90,000	150,000	3,000
G. Gedeh	Zwedru	EU	110,000 12,000	10,000	10,000	40,000	60,000	9,280
G.Gedeh/ G.Kru	Kanweaken/ Sasstown	USAID		20,000	10,000	40,000	70,000	1,770
Maryland/ G.Kru	Harper/ Barclayvlle	FR	126,000	50,000	20,000	70,000	140,000	2,000
Sinoe	Greenville	USAID	66,000	20,000	25,000	30,000	75,000	780
G.Bassa/ Rivercess	Buchanan	USAID	207,000	80,000	120,000	30,000	230,000	1,550
Bomi/ Cape Mt	Tubmanburg	USAID	151,000	70,000	90,000	10,000 100,000 (S.L.)	170,000	4,000
Monrovia	(No Center)		583,000	550,000	100,000	60,000	710,000	
TOTAL				**1,130,000**	**675,000**	**700,000**	**2,505,000**	**59,370**

Source: Dr. Jeanette Carter, UNOPS, Liberia

5.6 COORDINATION STRUCTURE

The Reintegration Program will consist of a national level, an area level, and a village level.

National Level. At the national level, policy will be determined by a National Reintegration, Resettlement, and Repatriation Committee (*NATCOM*), made up of representatives of the LNTG, the UN, the EU,and USAID.

A Technical Secretariat will support the NATCOM and will ensure coordination among UN agencies, NGOs, donors, and the LNTG. The Secretariat will not have program implementation responsibilities, but will be the liaison among all parties.

Area Level. Each Area Center/Unit will function with independence, within general policy guidelines agreed upon by the NATCOM, and in accordance with the respective Terms of Reference contracted with the funding agencies.

Village Level. Each Area Center or Unit will be responsible for community outreach, and will provide its services, to the maximum extent possible, to community-based groups in their remote locations. Where appropriate, the Area Center may establish "satellite" centers. There will be a network of over 140 village extension workers. See Chapter 6 for details. Early involvement of people at the community level will ensure that town and village residents throughout Liberia are prepared for a more active participation in the long-term reconstruction process.

5.7 AREA COMMITTEE FOR REINTEGRATION AND DEVELOPMENT

Each Area Center will be advised by a pluralistic, area-based committee of leading citizens, made up of elders, religious leaders, elected local officials such as mayors, business leaders, educators, representatives of villages in the area, and a representative of line Ministries with programs in the area.

It will be the responsibility of the implementing agency in each Area Center to assist in organizing the Area Committee. Additionally, each village may have a Village Reintegration and Development Committee, organized by the village with the assistance of the Reintegration Program's village extension worker (see Chapter 6).

There was discussion with the LNTG about designating, from Monrovia, a specific institution or person to coordinate with the international reintegration assistance, such as the superintendent in each county. Given the lack of uniformity in the institutional

practice at this time in Liberia, and the need to develop community involvement, it was preferred to maintain flexibility on how a local committee will be formed, who will participate, and who will lead it. The formation of the Area Committee will be determined by each community on a case by case basis. Once the interested community members have formed their committee, the leadership of the committee could either rotate among different groups or members, or the local committee might elect its leader from among its members. This contrasts to a formal, predetermined structure, with an ex officio leader appointed from Monrovia.

The role of the Village and Area committees will vary according to each location. The intention of having Village and Area Committees is to engage communities in solving their problems, one of which will be to make the best use of the scarce resources available for reintegration. Thus, one of the tasks of the professionals and extension workers in this program will be to assist communities in developing pluralistic and fair mechanisms for participation, starting with the distribution of relief and reintegration assistance.

Whereas the ultimate authority for the distribution of resources under this program will lie with the implementing agencies, it is hoped that some degree of delegation will be possible, thus assisting communities to practice pluralistic and fair ways of making decisions in their communities.

5.8 DELIVERY OF SERVICES

Every attempt will be made to deliver services and organize activities at the village level, and not to centralize delivery at the location of the Area Center. This will be accomplished by working with community-based groups and by delivering inputs, to the extent possible, to remote locations.

For each Area Center there will be at least 12 Village Extension Workers, each one a resident of his or her village, whose job it will be to assist the village in organizing reintegration activities and micro-projects. Community-based groups will be encouraged and assisted to formulate and implement projects, such as the reorganization of a school for children or Food for Work activities, including the participation of ex-fighters. Local NGOs, where they are present, will also be encouraged to formulate and present projects to the Area Center, and they may thus participate as implementing partners for specific activities or projects.

Once the 12 Area Centers are established, with the operation of the village extension workers, there will be a nation-wide network of over 140 villages actively engaged in reintegration. This network will be a key factor in assuring that reconciliation is a nation-wide effort, and that the available relief resources for the transition are equitably accessed by all communities in Liberia.

5.9 PARTICIPATION OF THE LIBERIAN MINISTRIES

The LNTG Ministries and specialized agencies may second personnel to the Area Centers and these personnel will participate fully in the implementation of area programs, receiving training and cross-training with the other area center staff.

In particular, it is hoped that teachers will participate in the process of adult and adolescent non-formal education and agricultural technicians will assist in expansion of food production.

The selection of personnel will be entirely the responsibility of the implementing agencies, however LNTG Ministries may recommend candidates.

5.10 Relief Assistance Programmed for 1996

The reintegration assistance provided by the Area Centers scheme in no way substitutes or replaces current relief assistance and relief already planned for 1996. On the contrary, those activities current and planned for 1996 are essential components of an overall transition strategy for Liberia, and the activities undertaken by the Area Centers are complementary to that assistance, and designed to ensure that material assistance is combined with the necessary social reintegration of communities, particularly of the ex-fighters, to give a chance for a lasting peace.

5.11 TIMETABLE FOR IMPLEMENTATION

Prior to implementation, there will be a series of workshops to obtain the input and coordination from the national and international NGOs and agencies currently operating in Liberia. The first of these workshops with local NGOs was conducted in December 1995, and the second was held in February 1996. Other workshops have been held with NGOs participating in food relief, and with the international NGO community. The designation of the Area Center managers was done in February, both by USAID and the EU. It is expected that the first Area Centers will be operational in mid March. Selection of personnel has already begun, and logistics are present in the field in the following locations of Area Centers: Buchanan, Kakata, Greenville, and Tapitta.

Implementation of the reintegration program in each location will be contingent on security considerations, but not necessarily on ECOMOG deployment.

5.12 Differences in the EU/French and USAID Area Centers/Units

There will be differences in the resettlement and reintegration activities undertaken by EU/French funded Units and the USAID funded Centers. Those differences are primarily related to emphasis, where the EU is likely to fund more rehabilitation and construction of infrastructure and USAID is likely to emphasize the social aspects of community reintegration. However, as the program develops, it is likely that those differences will be less marked than might appear in the design phase. For example, the use of micro-projects as an instrument for community participation is likely to result in similarities across all areas.

Appendix IV contains the summary Terms of Reference for the 4 European-funded Centers (EU and French), called Area Units by the European donors.

The following chapters present a detailed description of the operations of the 8 USAID-funded Area Centers.

CHAPTER 6

OPERATIONS OF AREA REINTEGRATION AND DEVELOPMENT CENTERS

(Note: The operations described in the present chapter refer to the 8 Area Centers funded by USAID.)

Chapter Summary:

The Area Centers will be managed by selected international NGOs already established in Liberia. Each Area Center will be staffed with one expatriate and 19 Liberians: 7 professionals in the fields specified below, and 12 village-level extension workers. There will be 8 short term consultants (expatriates or highly qualified Liberians) to assist in designing and launching the work of the Area Centers, and each will have a Liberian counterpart. It is hoped that some or all of the counterparts will be professionals from the Liberian technical ministries, temporarily assigned to the transition program. The areas of expertise of the Area Center staff and the corresponding short term consultants and their counterparts are as follows: agriculture; counselling/child and adolescent development; non-formal education; excombatant projects/Food for Work; Micro-projects/sustainability of social infrastructure; and information/referral/registration of project participants.

6.1 MANAGEMENT

The USAID-funded Area Centers will be managed by four international NGOs already established in Liberia. The criteria for selection of the managing agencies was as follows:

- Experience with integrated, community development;
- Experience in complex emergency situations;
- Field presence and experience in Liberia;

- Expertise in agricultural development;
- Experience with micro-projects;
- Availability of infrastructure (material and human resources) and operational base in Liberia;
- Rapport with NGO and UN organizations and colleagues;
- Acceptance by the LNTG;
- Intention to work in Liberia after the transition period.

Table 5 shows the 8 USAID-funded Area Centers and the four agencies responsible for their management.

TABLE 5
MANAGEMENT OF THE 8 USAID-FUNDED AREA CENTERS

AREA CENTER LOCATION	MANAGING NGO	CURRENT OPS IN THIS AREA
Zorzor	LWF/WS	yes
Tubmanburg	LWF/WS	yes
Gbarnga	World Vision	no
Tapitta	World Vision	yes
Kanwiekehn/ Sasstown	World Vision	yes
Greenville	OXFAM	yes
Buchanan/ Cestos City	CRS	yes
Kakata	CRS	yes

Agencies with a presence in Liberia were preferred to expedite program start-up, in light of the difficulty in predicting the timing of deployment, the beginning of movement by returnees (IDPs and refugees), and the availability of sufficient security for safe and successful operations. Once these conditions were met it would be necessary to very quickly be operational, a condition possible for agencies already doing relief work in Liberia.

Additionally, the limited resources available for funding the Area Centers favored agencies that already had made investments in establishing their operations, both in Liberia and in the specific regions of work.

The group of four implementing agencies includes two with long histories of relief and development work in Liberia (CRS and LWF/WS) and two "newcomers" to the country (OXFAM and World Vision). The combination is expected to generate useful synergy, with the newcomers encouraging a fresh approach to old problems, while the experience in Liberia will be an important asset to the newcomers.

All four agencies have strong track records working in Africa in integrated rural development, and in complex emergencies.

6.2 COORDINATION

Each agency will be independently responsible for the program in its areas. USAID will sign a contract with each agency.

All four implementing agencies will work together to share experiences, and will share a common pool of expertise. The coordination will be done by a Management Council, made up of the country chief of each agency. The Management Council will hire a coordinator and the experts to be shared by the four agencies. The Management Council will also be responsible for coordination of the activities of the USAID-funded Area Centers with the LNTG, the EU and French, and the UN system at the national level, through the NATCOM and its Secretariat, described in Chapter Five.

There will be a coordinations budget alloted jointly to the four agencies, consisting of resources for the following:

- One coordinator
- Two support staff
- two computers
- One vehicle
- Operations budget

6.3 TECHNICAL ASSISTANCE

The following specialized staff will serve all 8 Area Centers as consultants.

TABLE 6
SPECIALIZED STAFF TO SERVE ALL CENTERS

EXPERT	DURATION
Agriculture	4 months
Non-formal Education	4 months
Counselling/child and adolescent development	4 months
Ex-combatant projects/FFW	6 months
Micro-projects/ sustainability	6 months
Training and cross-training	4 months
Information	2 months
Admin/Finance Systems & Procedures	2 months

NATIONAL COUNTERPARTS	DURATION
8 persons, one for each expert	12 months

6.4 PERSONNEL FOR EACH AREA CENTER

Each Area Center will have the personnel as listed in Table 7, following:

TABLE 7
DETAIL OF PERSONNEL FOR EACH AREA CENTER

PERSONNEL (1) : Expatriate Area Center Director
Contract duration: 12 months

PERSONNEL (2) : Area Center Liberian Professionals
Number of persons: 7 per center
Contract duration: 12 months

Areas of Expertise

Generalist/Administration (serves as Deputy Director of the Area Center)
Agriculture
Counselling/child and adolescent development
Community Org./Food for Work/Microprojects
Non-formal Education
Sustainability/Engineering/Microprojects
Information

PERSONNEL (3) : Village Extension Workers
Number of persons: 12 per center
Contract duration: 12 months

PERSONNEL (4) : Support and Miscellaneous Services
Number of persons: 4 per center
Contract duration: 12 months
Task
Driver
Receptionist
Guard/Misc.
Guard/Misc.

6.5 INFRASTRUCTURE AND LOGISTICS

Each Area Center will have an office in the town designated as the Area Center Location, as follows: Tubmanburg, Kakata, Gbarnga, Zorzor, Tapitta, Kanwiekehn, Greenville, and Buchanan. This refers to the 8 USAID-funded locations. The Centers/Units funded by European donors will have offices in Harper, Zwedru, Saniquellie, and Kolahun.

The following support for operations will be provided for each USAID-funded Area Center:

- One 4X4 vehicle
- Three motorcycles
- One computer
- A budget of US$ 10,000 for equipment
- A budget of US$ 36,000 for operations and vehicle costs

6.6 SEQUENCE OF ACTIONS FOR ESTABLISHING EACH AREA CENTER

The following is a non-exhaustive list of actions which should be undertaken by each Area Center to begin its operations.

1. Pre-installation Assessment for Purposes of Logistics

- Select/ arrange for office space and housing for non-residents
- Evaluate availability of basic support services: public transportation, basic foodstuffs, potable water, fuel
- Existence of other national or international agencies with personnel based in the location
- Existence of civil authorities
- Evaluation of factional presence: commanders, permanent posts, estimated number of armed fighters, status of security in the previous 60 days

2. Installation of Area Center

- Installation of office: building repairs, installation of furniture and equipment, hiring of guards and receptionist

- Contacts with community: courtesy calls on civil authorities, elders, school and religious leaders, other persons of influence

- Public meeting(s) to communicate objectives of the reintegration program and services available through the Area Center

3. Needs Assessment

- Inventory/listing of villages
    - Current population
    - Profile of population: residents, recent returnees
    - Nutritional status/availability of food
    - Status of farming: land preparation, availability of seeds & tools, farmer readiness, activity of elders and other leaders
    - Security: problems, concerns of population, civic initiative to solve problems
    - Status of schools: number of school-aged children, number and status of buildings, status of teachers
    - Status of Roads:

- Assessment of community organization and leadership
    - Traditional leadership
    - Official (LNTG) leadership
    - NGO leadership
    - Community-based groups

- Assessment of Resources
    - For farming: from community; from returnees; from NGOs
    - For schools:

- Assessment of Peace Process
    - Presence of ex-fighters?
    - Community attitudes toward ex-fighters?
    - Community attitude toward civilian defense

4. Recruitment and Hiring of Personnel: 7 professionals and 12 village extension workers (note: some personnel may be hired before doing the first needs assessment)

5. **Creation of Reintegration Committees in liaison with Liberian civil authorities**

    - For Area: by county, if appropriate
    - For Village

6. **Select and Begin 5 pilot FFW projects**

7. **Create Reintegration and Development Plan with the Area and Village Committees**

8. **Create Work Plans:** each person should develop his/her work plan for: 12 months, 3 months, 1 month, 1 week

9. **Begin to Process Project Proposals (from community groups,local NGOs)**

10. **Identify/promote Community Groups: women; youth; sports**

    For example: Assist/promote sports groups
    - Micro-projects to equip groups with balls/t-shirts
    - Micro-projects to repair playing facilities (football, volleyball, basketball)
    - Identify coaches and offer FFW to coaches

11. **Monitor ex-fighters in projects and community groups**

12. **Assist with 5 UNOPS micro-project proposals and/or UNHCR quick-impact projects**

13. **Do monthly review of Reintegration and Development Plan**

    Questions to be raised in the monthly review:

    - Are we meeting the objectives?
    - Do we need to revise the objectives?
    - Create new activities?
    - Strengths and weaknesses?
    - Problems and solutions to them
    - Is the village/area advancing in consolidating peace?
    - Are we advancing toward civic awareness necessary for elections?
    - Is everyone satisfied with the village's/area's progress?
    - Who is being left out? How to remedy?
    - Progress on food security?

- Progress on schooling?
- Progress on nutrition?
- Progress on peace?

14. Periodically Update the Assessment

6.7 MATERIAL INPUTS

The following are the material inputs available to the Area Centers to accomplish the objectives of the reintegration program.

- **Food for Ag**
- **Food for Work**
- **Seeds and Tools**
- **Micro-projects**
    - **UNOPS**
    - **UNHCR**
    - **Area Center Fund**

The work of the Area Reintegration and Development Centers will rely on the following programs already underway or planned for 1996:

- food relief and Food for Work;
- seeds and tools for agricultural recovery;
- UNHCR repatriation assistance for refugees;
- vocational training by specialized organizations in Liberia; health and sanitation programs implemented by the international NGOs and UN agencies;
- special assistance for war-affected women and children by UNICEF; reconstruction of infrastructure under UNOPS micro-projects.

As an example, a partial **"inventory of activities"** for a village might be as follows:

INVENTORY OF ACTIVITIES: VILLAGE AND AREA

Production:

- Infrastructure to support agriculture, such as land clearing, swamp drainage, irrigation canals
- Planting:
  subsistence
  modern farming
  diversification
- Animal husbandry
- School gardens: income for school, teaching of children
- FFAg

Income generation: cottage industry: sewing, milling, bread baking, fruit dehydration, fish and meat conservation, soap production

Construction/skill development: carpentry, water systems, sanitation, masonry, roofing

Infrastructure repairs: schools, roads, clinics, latrines

Adult education: literacy, community empowerment, health and hygiene, nutrition and disease control, agriculture improvement, handcrafts, child development, history and civic education

Sports: football, volleyball, basketball, track (girls and boys)

Arts and Recreation: theater, music, dance

CHAPTER 7

RESOURCES AND FUNDING

7.1 OTI FUNDING STRATEGY

The general thrust of OTI programs is to supply specific, strategic, and timely inputs to help transform a situation of crisis into one of recovery. The process of recovery must already be in motion, and the transition assistance is used as leverage to accelerate or consolidate the process. Significant resources are usually present in the form of humanirarian relief, so the relatively modest additional OTI funds can only help achieve a result in concert with other larger efforts.

In the case of Liberia, in planning for 1996, important efforts have already been made to begin the transformation of relief from emergency humanitarian assistance to assistance in support of the recovery of the people, especially in achieving food security by 1997. USAID/OFDA resources are programmed for seeds and tools to support the resumption of agriculture by resettling populations. The same is true of UNHCR plans to assist returnees with seeds and tools, and with "quick-impact projects" in areas of resettlement (e.g.: wells, sanitation facilities, school repairs, road clearing). Similarly, the food relief for 1996 has been refocused from general distributrion to targetted feeding of vulnerable groups together with Food for Work projects to support resettlement.

Thus, humanitarian relief is already moving toward support of a transition from war to peace. The additional OTI assistance proposed will strengthen the capacity of communities to resettle, provide a village-based network to ensure that the provision of services is as extensive as possible, with no region inadvertently overlooked, and, most importantly, will provide special assistance for the tasks of social reintegration of war-torn communities, especially as regards the assimilatiaon of ex-fighters into village life.

7.2 OTI BUDGET

Tables 8 to 13 present the breakdown of the proposed OTI budget for the Liberian Reintegration Program to be implemented over a twelve month period beginning in March 1996.

TABLE 8

SUMMARY

PROPOSED BUDGET: OTI FUNDING

AREA REINTEGRATION AND DEVELOPMENT CENTERS

ITEM	$ AMOUNT	PERCENT
Expenditures Area Centers ($329,200 X 8 Centers)	2,633,600	81.18
Technical Assistance	492,600	15.18
National Coordination	118,000	3.64
TOTAL	**3,244,200**	**100.0**

TABLE 9
ANNUAL BUDGET FOR EACH AREA CENTER

ITEM	UNIT VALUE	# UNITS	TOTAL
Personnel (1)	50,000	1	50,000
Personnel (2)	3,600	7	25,000
Personnel (3)	1,200	12	14,400
Personnel (4)	varies	4	4,800
Vehicle: 4X4	24,000	1	24,000
Motorcycles	4,000	3	12,000
Computer	2,800	1	2,800
Equipment	various		10,000
Operations			24,000
Veh+moto fuel/maint			12,000
SUBTOTAL			**179,200**
MICRO-PROJECT FUND			**150,000**
TOTAL DIRECT EXPENDITURES/CENTER			**329,200**

PLUS COMPLEMENTARY INPUTS DELIVERED IN AREA

Food Relief + FFW
Seeds + Tools
UNHCR inputs for refugees
Vocational Training
Health and sanitation inputs from NGOs/UN
UNICEF (sanitation and programs for children)
UNOPS Micro-Projects

TABLE 10

DETAIL OF PERSONNEL FOR EACH AREA CENTER

PERSONNEL (1) : Expatriate Area Center Director

Monthly all-inclusive payment: $ 4,000
Contract duration: 12 months
Total all-inclusive payment per 12 mos: $ 48,000
Insurance: $ 2,000 per 12 months

PERSONNEL (2) : Area Center Liberian Professionals

Number of persons: 7 per center
Monthly all-inclusive payment: $ 300
Contract duration: 12 months

Areas of Expertise

Generalist/Administration/Deputy Director
Agriculture
Counselling/child and adolescent development
Community Org./Food for Work/Microprojects
Non-formal Education
Sustainability/Engineering/Microprojects
Information

PERSONNEL (3) : Community/Village Extension Workers

Number of persons: 12 per center
Monthly all-inclusive stipend: $ 100
Contract duration: 12 months

PERSONNEL (4) : Support and Miscellaneous Services

Number of persons: 4 per center
Contract duration: 12 months

Task	Monthly all-incl. pay
Driver	$ 200
Receptionist	100
Guard/Misc.	50
Guard/Misc.	50

TABLE 11

SPECIALIZED STAFF TO SERVE ALL CENTERS AS CONSULTANTS

EXPERT	DURATION
Agriculture	4 months
Non-formal Education	4 months
Counselling/child dev.	4 months
Excombatant projects/FFW	6 months
Micro-projects/sustainability	6 months
Training and cross-training	4 months
Information	2 months
Admin/Finance Systems+Procedures	2 months

NATIONAL COUNTERPARTS	DURATION
8 persons, one for each expert	12 months

TABLE 12

ANNUAL BUDGET FOR NATIONAL LEVEL EXPERT STAFF AND COORDINATION SERVING ALL AREA CENTERS

ITEM	UNIT VALUE	# UNITS	TOTAL
TECHNICAL ASSISTANCE			
Expert personnel(8)	6,500	32 mos	208,000
Insurance f/experts	1,000	8 pers	8,000
Counterpart staff(8)	1,000	96 mos	96,000
Ins. f/counterparts	500	12 pers	6,000
Computers	2,500	6	15,000
Vehicles 4X4	24,000	4	96,000
Veh maint/fuel	500	4X12 mos	24,000
Drivers (4)	200	48 mos	9,600
Operations			30,000
SUBTOTAL, TECHNICAL ASSISTANCE			**492,600**
COORDINATION			
Coordinator	5,000	12 mos	60,000
Support staff (2)	1,000	24 mos	24,000
Computers	2,500	2	5,000
Vehicle	15,000	1	15,000
Operations	1,000	12	12,000
Insurance		3	2,000
SUBTOTAL, COORDINATION			**118,000**
TOTAL, NATIONAL LEVEL T.A. AND COORD.			**610,600**

7.3 SUMMARY OF OVERALL FUNDING FOR THE PROCESS OF RESETTLEMENT AND REINTEGRATION IN 1996

Table 13 presents the consolidated budget of US, EU, and UN programs in support of the resettlement and reintegration process.

TABLE 13
CONSOLIDATED BUDGET FOR RESETTLEMENT AND REINTEGRATION ASSISTANCE TO LIBERIA IN 1996

ITEM	SOURCE	IMPL.AGENCY	AMOUNT US$
Area Centers (8)	USAID/OTI	LWS, CRS WV,OXFAM	3,244,200
Area Ctrs. (8) Micro-projects	USAID/DFA UNDP	UNOPS	3,000,000 1,000,000
Area Units	EU/French	AGRISYSTEMS	7,800,000
Food: Resettlement Vuln. Grps. ESF FFW&FFAg Demob Monrovia GD	US	WFP/CRS	60,850,000*
Agriculture: Seeds&Tools Model farms	 USAID/OFDA EU USAID/OFDA	 CRS & OTHERS AFRICARE	 2,500,000 532,128
Health	US/OFDA EU	Various Various	2,396,526
Formal Educ: Textbooks School rebldg	 EU EU	 Various Various	 1,000,000 1,000,000
Vocational Training	UNDP USAID/DFA	ILO LOIC/DON BOSCO	1,000,000 1,000,000
Chldren/Women: Hndcpd/Counsel Ex-fighters	USAID/DFA	 UNICEF UNICEF/Various	 1,000,000 500,000
Refugee Repat.	US/EU	UNHCR	5,000,000
TOTAL			91,822,854

Note: EU figures are preliminary estimates
USAID/DFA figures are preliminary
* WFP Liberia Regional PRO/PDPO and CRS Liberia program

CHAPTER 8

CHILDREN AND ADOLESCENTS IN THE LIBERIAN CIVIL WAR

Note: the contributions of specialized personnel from Save the Children-UK, UNHACO, and UNICEF are very much appreciated in the preparation of the following material.

UNICEF has published a complete analysis of the problems of children and women under the title The Situation Analysis of Children and Women in Liberia, Monrovia, September 1995.

The tasks of repatriation, resettlement, and reintegration in Liberia are particularly complex due to two salient features of this conflict. First, over 50% of the Liberian population is part of the case load of refugees, internally displaced persons, and excombatants, and their economic life was destroyed, together with most of the country's social infrastructure. Secondly, **the majority of fighters were children or young people under 20 when the conflict started.**

Thus children have suffered immeasureably in the war, as persons uprooted from their homes, many separated from their immediate family; with violence and severe hardship imposed on those who remained as residents, often temporarily taking refuge in the bush; and as child soldiers, many enlisted as victims of outright kidnapping or manipulation.

8.1 CHILD AND ADOLESCENT COMBATANTS

A breakdown of the fighters in the Liberian conflict by age is shown in Table 14.

TABLE 14

PARTICIPATION OF COMBATANTS BY AGE GROUP

(Preliminary Estimates from Save the Children- UK)

AGE GROUP	PERCENT	NUMBER
15 and under	7	4,000
Ages 16-20	43	26,000
Ages 21-25	25	15,000
Over 25	25	15,000
TOTAL	**100**	**60,000**

Those fighters who are now aged 25 were about 20 when the conflict started. Thus it is safe to say that about 75 percent of all the combatants in the Liberian war began fighting as children or adolescents. The Liberian legal definition of a child is a person under 17 years of age.

The fighters have gone in and out of the fighting ranks, sometimes crossing sides according to which faction controlled their territory of residence. It is widely believed that the majority of fighters are located within a 20 mile radius of their original home villages.

According to the results of spontaneous demobilization supervised by UNOMIL from March through December 1995, 434 "child fighters" were demobilized, 80% of whom were demobilized with an adult relative. It is expected that the number of combatant children unattached to an adult relative will be small. Evidence to date indicates that the actual number of children bearing guns is small, and that children were used to

perform menial tasks for older fighters, in the great majority of the cases in company of their relatives.

UNOMIL reports that most of the demobilized children from the 1995 period did not want to enter residential projects (such as CAP or Don Bosco) but preferred to return home. Many of the children were welcomed back into the home, but found the family less welcoming once the contents of the demobilization package had expired. Children were not always forthcoming about where their families were.

Drug usage has been significant among fighters, including gunpowder sniffing, the use of marijuana, which is locally grown, and the consumption of fermented cane juice. It is believed that amphetamines have been supplied to combatants by the leadership prior to combat situations. Evidence of drug abuse has been observed especially among middle level combatant leaders in the rural areas, and has been documented in the cases of demobilized fighters in 1993 and 1994.

Many of the children who have participated in armed groups may not pass through the formal demobilization process. In cases where children return to civil society through informal routes, there will be a need to identify them at the community level to ensure they are getting adequate support for their reintegration, and that they are not unduly punished for their participation in the war. There should be a balanced community approach to resocialization of child fighters, which neither rewards the child for participation nor punishes him or her excessively. In the case of older children atonement may be an acceptable option where the community has a clear grudge against the child.

The current UNOMIL plans call for children to be demobilized in much the same way as adults, although children will be asked to answer a separate questionnaire on their war experiences. The total demobilization period is set to las about 12 hours. Chidlren will receive the same demobilization package as adults and UNOMIL will be responsible for transporting the ex-combatant to his or her preferred point of destination. At this point responsibility to the child ends. There are no plans for encampment.

The following characteristics of the child combatants may prevent their immediate reintegration: the high number of children involved; the lack of time in a twelve hour period to contact families; children who cannot immediately locate families, such as refugee and internally displaced families; children whose homes no longer exist; children who are at first rejected by family members; drug-related problems, principally withdrawal; stress-related problems; the perceived lack of definition between "military" status and civilian status.

In the longer term, the perceived lack of definition between "military" and civilian status, due to the lack of a prolonged demobilization process, may lead to psycho-social behavioral problems and poorly defined social cohesion in communities.

Therefore, some special attention must be given to the demobilization process of children. Chapter 9 proposes a temporary "safety net" as part of the demobilization process which could accomodate children as well as adults with special problems, such as persons suffering from drug abuse. Drug abused adults should not be mixed with the children, however the fact that some special temporary infrastructure might be developed for children would make it possible to provide for these special cases of adults in a parallel system, using the same basic overheads.

8.2 ABANDONED CHILDREN

There appear to be few abandoned children (less than 500 are estimated by Save the Children-UK), defined as a child under 17 unaccompanied by his or her usual care giver. There are, however, a larger number of displaced children, estranged from their relatives and being cared for by substitute families, usually from their own village. The process of estrangement generally occurred when families were fleeing from violence.

Tracing and reuniting of these estranged children has not been very difficult when the adult population suffered one case of displacement. However, where adults fled more than once, moving around different regions to escape the violence of the war, the tracing of estranged children is more difficult. This is compounded where the children are very young and cannot relate anything about their own origins, or when the time of estrangement is lengthy.

There are very few babies abandonded outright, and when they are, they are usually placed at feeding centers, probably because the parent feels incapable of sustaining the child.

8.3 OTHER FORMS OF SUFFERING

Children have been the most victimized group in the Liberian war, being the brunt of violence. An entire generation has sufferred the interruption of schooling, of normal patterns of socialization, and of normal physical development due to the severe crises of nutrition and health suffered by children throughout the war. The effects on the Liberian society, as this generation grows to adulthood, will limit the possibilities of economic, social, and political development for the next 50 years, as this generation lives out its life.

The international humanitarian relief community has attempted to minimize these effects with food and health assistance, however the damage control cannot be complete.

As described in other chapters, targetted food assistance for vulnerable groups will continue during the transition, and the specialized health NGOs are expected to continue to provide emergency services until such time as the Liberian public sector can resume responsibility for this task.

8.4 AREA CENTER FOCUS ON CHILDREN AND ADOLESCENTS

Mindful of the problems children have sufferred in the Liberian war, the Reintegration Program, through the delivery system of the Area Reintegration and Development Centers, will try to address these problems in concert with the specialized agencies working in Liberia to assist children.

Each Center will have a specialist on child and adolescent development and counselling (Liberian professional), whose job it will be to develop programs and activities at the village level, in coordination with the village extension workers, specialized NGOs serving in the area, and concerned community groups.

All child ex-fighters should be carefully monitored, without stigmatizing them, to try to anticipate the problems they and their families face with their reinsertion into civilian life.

Every effort should be made for the communities themselves to develop ways of reintegrating these children, but when serious problems arise, the counselling personnel should be prepared to solicit the intervention of specialized agencies, such as UNICEF or Save the Children-UK.

The Area Center child and adolescent specialist will work closely with the non-formal education specialist in devising means to assist children in the reintegration effort, not just ex-fighters, but all children sufferring from war trauma.

Much of the work of these specialists will actually be done with the adults in the community, ultimately the people responsible for resocialization of ex-fighters and who must help their own war-affected children achieve some semblance of normalcy.

8.5 SOME CONCLUSIONS AND RECOMMENDATIONS FOR THE TRANSITION FROM WAR TO PEACE

Whereas the Liberian civil war may have started as a political conflict, over the course of the six years the fighting was not primarily done by mature adults or disciplined, trained cadres. The exploitation of children and young people indicates a high degree of disenfranchisement and susceptibility for manipulation by a few leaders on the young generation.

Because the motivation of the combatants themselves may not be the same as that of their elders, the political solutions that satisfy the top leadership will not be enough to secure peace, without addressing the underlying causes of the violence enacted by the young fighters against their own society. The serious outbreaks of violence during the initial period of ECOMOG deployment indicate in some cases a lack of control of the leadership over its rank and file. ULIMO-K's leadership admitted that checkpoints were dismantled in certain areas where fighters were out of control, long before ECOMOG deployment even began, to prevent looting and harrassment by fighters of civilians and international humanitarian workers. There are reports of executions of "undisciplined" young fighters by their own command in an attempt to control them during the cease fire.

The large number of children and adolescent fighters in proportion to adult fighters requires a special, targetted effort at reintegration of these young people into society, as well as an effort to discover and address the motivations of their violent behavior to prevent its recurrence.

CHAPTER 9

REINTEGRATION OF EX-COMBATANTS

9.1 DEMOGRAPHICS

The official UNOMIL estimate of combatants according to warring faction is as follows:

TABLE 15
NUMBER AND FACTIONAL AFFILIATION OF COMBATANTS

FACTION	FIGHTERS
NPFL	25,000
ULIMO-K	12,460
ULIMO-J	7,776
LPC	4,650
LDF	750
AFL	8,734
TOTAL	**59,370**

In mid January 1996, in her address to the UN Security Council Meeting, Ambassador Madeleine Albright cited three issues as "central to finding a lasting peace in Liberia": maintaining the cease fire, support to ECOMOG to fulfill its responsibilities effectively, and "the need to reintegrate ex-combatants into civilian society".

At the community level, the ex-fighters may be potentially the single most destabilizing factor in the peace process after disarmament and demobilization take place. A dissatisfied or unadjusted group of ex-fighters can easily be persuaded to take up arms again, whether for political purposes or just to resume the life of power over civilians and looting that has been their modus vivendi for the past six years.

Without stigmatizing ex-fighters and without taking them out of the context of the communities into which they must be resocialized, it is important to keep track of ex-fighters, making sure they receive the necessary assistance for their reintegration, and identifying problems before they disrupt the peace at the village and town level.

For extreme cases of maladjustment, there should be intensive programs, such as the LOIC and Don Bosco intensive 6-month training programs, that include a heavy dose of counselling and resocialization. Because these intensive programs are relatively expensive, there should be criteria to determine who enters them, to make space for the particularly difficult cases of ex-fighters who are not adapting to a new civilian lifestyle.

The counsellors at the Area Centers will be encouraged to keep a watchful eye out for young people, both ex-fighters and not, who are problem cases and/or show particular leadership potential. These will be referred to the more intensive programs of vocational training and to special agricultural projects with a high component of supervision and counselling.

The first message the exfighters receive at the demobilization sites is likely to influence the way they perceive their opportunities after disarming. It would be helpful if a consistent message were given to the fighters by their command before disarmament and demobilization, as well.

Workshops with demobilized fighters in 1995 indicate there is a very pronounced difference in the self-perception of fighters and the opinion their communities have of them. Whereas the ex-fighters declared in focus groups that they expected a "hero's welcome" for liberating Liberia, the communities considered them violent bandits who deserved to be punished. It is this gap that must be bridged by village and family level reconciliation, with the first step that of discussing with the ex-fighters and the communities the different perceptions each has of the other.

Thus, the content of the counselling message ex-fighters receive at the demobilization sites, immediately after they are disarmed is important to the beginning of their reintegration, and should probably focus on the following topics:

- Explicit admission of their actions as exfighters (many are said to practice different degrees of denial of their actions, reinforced by traditional use of masks and the much publicized disguises and costumes worn while committing atrocities);

- The opportunity for atonement (important in the Liberian tradition) by doing community work;

- The opportunity to go into farming together with other members of the village or to "earn" a future vocational training package by doing community Food for Work;

- Opportunities for remedial/catch-up non-formal education for those who may go back to school, and opportunities for adult non-formal education for those who will not go to school or who never attended school before the war.

Whereas the official figure is of about 60,000 ex-combatants, not all of them are likely to go through the formal disarmament and demobilization process. Faction leaders have given various ratios of fighters to guns in the past.

Because lucrative benefit packages are not likely to be provided, and that resettlement assistance will be available on a non-targetted basis in the villages, it is likely that many combatants, especially those who did not actually carry a weapon, will spontaneously demobilize, and return to their villages without going through the formal process.

These people will need reintegration assistance even if they are not bearing demobilization IDs, and it will be the task of the village extension workers to help identify those people who require support for their transition to a civilian lifestyle.

The short-term experts will work to design and assist the Area Center personnel with effective strategies for reintegration. They should seek the counsel of the specialzed personnel in UNOMIL, LOIC, Don Bosco, Save the Children-UK, and UNICEF, CHAL, and CAP who have worked with ex-combatants recently.

The following issues should be addressed by the Area Centers:

- Problem of finding temporary residence for ex-combatants of all ages who are rejected by their families, or who cannot locate their families immediately;

- Preparation of the village leadership to help guide the process of reconciliation;

- Problem of contradictory perceptions among ex-fighters and their families/villages, and denial by ex-fighters of their actions;

- Low skills level of ex-combatants together with high expectations of their role after the war;

- Lack of employment possibilities, except as self-employed farmers;

- Interruption of schooling for children and young people, making them out of place with their cohorts;
- Drug abuse and persons with serious traumas, violent behavior, depression, and other psychological problems;
- Need for a meaningful process of atonement and resocialization;
- Need to monitor the progress both of ex-fighters and their families in achieving reconciliation.

CHAPTER 10

EDUCATION: FORMAL AND NON-FORMAL

The information presented in this chapter was obtained largely from The Situation Analysis of Children and Women in Liberia, UNICEF, Monrovia, September 1995.

The resumption of schooling for children is said to be an important step in the return to normalcy during the resettlement and reintegration process of post-war Liberia. However, even pre-war, only an estimated 50 percent of the school-age population attended school. The percentage of school-age children entering first grade dropped from about 52 percent in 1984 to 34 percent in 1989, and prior to the war only 14% of Liberian children were estimated would complete primary school in six years, and only 2% would finish secondary school in twelve years.

Gender discrimination was also characteristic of schooling pre-war, as was the concentration of schooling in urban and semi-urban areas. With the deterioration of public sector resources, by 1995 government schools were reported to account for only 13.7% of the total, with private, mission, and Moslem schools accounting, respectively, for 65.0%, 18.6%, and 2.7%.

The illiteracy rate in 1984 (persons over 10 years of age), as documented by the MPEA, Census of Population and Housing, was 69%, and the official **UNICEF figure for 1990 shows 66% of adults to be illiterate.** Interruption of schooling during the war can only have worsened the situation.

Thus, the immediate challenge of education in Liberia is not so much resuming schooling, but providing basic literacy for all of the population: children and adults. The well-documented correlation between education, health conditions, and participatory civic life further points to the need for broad-based education of all sorts: schooling, child and adult literacy, vocational training, and other non-formal education campaigns.

Even in the case of the resumption of schooling, for those children lucky enough to have access to school, there will be a need for curricular revision and adaptation. Many children have lost their place in the normal cohort group, they have lost the habit of classroom behavior and learning patterns, and have probably lost memory of the content of sequential subjects. Remedial and catch-up programs will be necessary.

A massive literacy campaign, directed both at children and adults, may help catch up Liberia from the interruption of the war, while setting the groundwork for a more developed program of adult education for the future.

The role of non-formal education both for children and adults is central to an education program under the circumstances facing Liberia today.

A first step during the transition period, given the monumental task at hand, may be to organize a series of short courses (e.g. 20 hours each) on selected topics of great relevance to the population: health, reconciliation, how to participate in a community project, etc.

The Area Center specialists on non-formal education should assist communities to formulate their demands for education-related activities, and should try to locate the necessary inputs to support them. Food for Work can be provided to school teachers, as well as to literate adults who can learn how to teach basic literacy. The Area Center can obtain the assistance of the specialized health NGOs for short courses on nutrition, hygiene, disease, etc.

The following issues should be considered in developing transition village-based activities aimed at providing a start-up of schooling and addressing the educational needs of children and adults who never had access to school:

- In preparing curricula and methodology, attention should be given to the incorporation of traditional values and practice, and not simply imitation of available Western materials

- Curricular development should consider key issues of the war

- The techniques/methodology of adult education are particularly relevant even to formal schooling, given the extended interruption of schooling for children and the adult-like experiences many children suffered during the war

- The process of reintegration requires engaging people's minds, thus very broad-based educational campaigns will support the transition from war to peace

- Flexibility in the opportunities for learning for young people: ex-fighters may not have a passive attitude toward receiving instruction from non-fighters, but can be challenged to learn new skills if they think these will enhance their opportunities in the future

- The clash of traditional and Western culture can be resolved only by the

choices and adaptation of lifestyles of educated people. This is not to say "Westernized" people, but people who engage their minds in evaluating their life and their community and make their own choices.

- Education, of adults as well as children, should be looked upon as a means, where people become protagonists of their own development, and not as an end product, where people are taught a bulk of information.

- There are innovative methodologies particularly appropriate to the challenge of education in the Liberian setting which should be discussesd by Liberian educators and by Liberian leaders from all sectors.

VOCATIONAL TRAINING

The Liberia Opportunities Industrialization Centers Inc. (LOIC), affiliated with the US-based OIC, and the Don Bosco Vocational Center have on-going programs for vocational training, which they have adapted to meet the needs of post-war Liberia. Their intensive 6-month programs feature remedial literacy and extensive counselling, together with a strong curriculum for vocational training. Even the vocational portion of their programs has been adapted to the current economic crisis, giving a greater focus on skills for which there is likely to be an immediate demand in the process of reconstruction.

The expansion of these programs, with at least five new training centers in different regions of the country, is an important program input for the reintegration of ex-fighters. Centers are already in operation in Buchanan.

CHAPTER 11

FOOD ASSISTANCE IN THE TRANSITION

11.1 ROLE OF FOOD IN THE TRANSITION

During the 6 year Liberian war the international community has been providing emergency food relief to Liberian refugees, principally in Guinea, the Ivory Coast, and Sierra Leone, internally displaced persons, and vulnerable groups. In 1995 approximately 630,000 people received food from distribution to shelters and other general distribution in and around Monrovia, Grand Bassa, Margibi, and Bong Counties, and approximately 600,000 people benefitted from vulnerable group feeding programs, including school feeding.

The transition year is defined by the period in which peace is maintained, people start returning home, and there is a slow return to normalcy. Food relief follows people, therefore the location of food delivery changes, and relief becomes targetted.

In 1996 as displaced people begin to resettle, and with the beginning of the reintegration process, food will have the following roles in support of this process:

- Meet the humanitarian needs of a shifting population
  - Temporary assistance for people who are still displaced
  - Vulnerable group feeding
- Create food security in the medium term
- Support reconstruction of social and economic infrastructure
- Support the social reintegration of communities.

One final general food distribution is planned in Monrovia, mid year. The rest of the food assistance will be targetted, with about one third going to support Food for Work nad Food for Ag projects.

11.2 FOOD MANUAL AND FOOD POLICY

The significant shift of food policy and the changes in the delivery system will require technical inputs by the food agencies in coordination with the personnel of the Area Centers to achieve the objectives of food as a strategic instrument of support for the transition initiative.

A first draft Food Manual is attached as Appendix II, however this text is only a general base document which should be added to with detailed procedures, covering at least the following areas of technical work, as recommended by the USAID Regional Food for Peace officer.

At the national level:

Creation of a Food Coordination Committee (CRS and WFP), to create **Food for Work and Food for Ag guidelines**, with input from the Area Centers and others implementing FFW and FFAg projects, including:

- Proposal formats
- Criteria
- Priority sectors
- How and who reviews proposals
- Criteria for allocation decision among areas
- Linkages with other agencies/resources

At the Area Centers:

- FFW and FFAg proposal review process
- Criteria for allocation
- Mechanics of food delivery
- Staff requirements and training of implementors
- Coordination between FFAg and seeds & tools program

At the village level:

- Project management systems
- Project monitoring structure
- Reporting structure (including documentation on "lessons
- learned", success stories)
- Warehousing and delivery system

CHAPTER 12

AGRICULTURE

The information presented in this chapter was obtained from The Situation Analysis of Children and Women in Liberia, UNICEF, Monrovia, September 1995.

Prior to the war the traditional sector of the Liberian economy sustained about 70% of the population, with the other 30% involved in the monetized sector, principally comprised of production and export of natural resources. The war disrupted these activities, with the concomitant loss in employment and government revenues.

Even before the war, 40% of the major food staple, rice, was imported. 82% of rice consumed in urban areas was imported. The disruption of agricultural activities, which provided food security for most of the rural population, resulted in serious food shortages. Refugees and displaced people, accounting for over half of the population, have survived on food relief, but at caloric levels below the pre-war standards.

Resident populations have suffered severe food shortages, with agricultural production estimated to be at approximately 20% its pre-war levels.

The burden of providing food security, defined by the World Bank as "access at all times to enough food for an active and healthy life", for the vast majority of the population in the next few years will fall on Liberian farmers, as the economic recovery of the monetized sector is likely to be slow.

In 1996 the staple commodity provided by the relief agencies will be bulgur wheat instead of rice. This change in policy is likely to have two effects. First, food relief will be self-targetted, as people who are not suffering from hunger are not expected to consume significant quantities of bulgur wheat, a non-traditional food. Second, the incentive to locally produce rice is enormous, with "subsistence" rice plots likely to spring up even in semi-urban areas. This will significantly enhance Liberian food security.

Agricultural production is the key both to food security in the transition period and to creation of employment. Resident populations have some seeds and tools for planting, but may need inputs to expanding their production. Returning people will need seeds and tools. Tables 15 and 16 provide a list of the estimated demand for

seeds and tools, as calculated by a joint seeds and tools program undertaken by USAID and the EU for 1996.

The Area Reintegration and Development Centers will be a complementary resource to the seeds and tools program already underway.

The improvement of the Liberian diet can be accomplished in the medium term by providing farmers with opportunities for crop diversification. This will be done during the period of transition through the Area Centers, relying on the technical expertise at each Center and on micro-projects for the purchase of inputs for diversification.

One of the key elements in long term food security is the creation of a marketable surplus, the development of marketing channels, and the creation of seeds and tools banks for replacing inputs and providing for crop expansion. The agricultural experts at the Area Centers will be particularly concerned with assisting villages to organize seeds and tools banks.

The role of women in the management of the agricultural surplus may be a useful avenue of development, as women have traditionally managed the marketable agricultural commodities in the traditional sector.

Women may well be particularly sensitive to the benefits of diversification and agricultural surpluses, for their contribution to enhanced nutrition as well as in expanding village wealth.

The creation of seeds and tools banks does not require any material inputs, but is the product of "savings in kind" and the marketing of agricultural surpluses to provide a monetary base for future purchases of inputs.

The combination of traditional practices, traditional social organization and modern farming techniques, if done by farming groups and women as commodity managers may result in a significant improvement in the Liberian status of food security, perhaps even improving on pre-war standards.

The role of young people, particularly ex-fighters, may be crucial in the agricultural sector, as food production will be the most immediate source of employment and food will be the product for which there will be an immediate demand in the consumption patterns of post-war Liberia.

In the medium term, food surpluses in Liberia can surely be monetized in the region, where other countries register food shortages, as well.

96 SEEDS & TOOLS PROJECTION FOR LIBERIA TABLE 15 ATTACHMENT J

Seed-rice

ocation g/farmer	# of Farmers	Total Need MT.	Met by Farmer MT.	Unmet Needs MT	Give/ Farm	# of Farms	Bulk Supply
AFRICARE							
Bong (100)	3,000	300	100	200	50 kg	2000	100
Margibi (50)	6,000	300	120	180	40 kg	2250	90
Grand Bassa (40)	10,000	400	180	220	40 kg	2750	110
TOTAL	19,000	1000	400	600		7000	300
CATHOLIC RELIEF							
Bong (100)	23,000	2,300	1,000	1,300	50 kg	13000	650
Lofa (100)	15,000	1,500	500	1,000	50 kg	10000	500
Nimba (100)	16,000	1,600	600	1,000	50 kg	10000	500
TOTAL	54,000	5,400	2,100	3,300		33000	1,650
LUTHERAN WORLD							
Bong (100)	5,000	500	250	250	50 kg	2500	125
Nimba (100)	16,000	1,600	600	1,000	50 kg	10000	500
Cape Mount (50)	9,000	450	200	250	40 kg	3125	125
Bomi (50)	6,000	300	100	200	40 kg	2500	100
TOTAL	36,000	2,850	1,150	1,700		18125	850
UNASSIGNED							
Lofa (100)	10,000	1,000	350	650	50 kg	6000	300
Montserrado (50)	5,000	250	125	125	35 kg	2850	100
Rivercess (40)	1,000	40	10	30			
Grand Gedeh (100)	9,000	900	300	600	50 kg	3200	160
Grand Kru (40)	2,000	80	40	40			
Maryland (35)	6,000	210	90	120			
Sinoe (50)	8,000	400	200	200			
TOTAL	41,000	2,880	1,115	1,765		12050	560
TOTAL	150,000	12,130	4,765	7,365		70175	3,360

NOTE:

1) Supplies anticipated are as follows:

OFDA = 1000 MT imported
= 500 MT payback
= 500 MT local purchase/exchange

EU/EEC = 1360 MT imported
3360 MT (AICF will be responsible for Maryland)

2) Amount in last column will be made available from central warehouses by C.P.A. each International NGO responsible for the areas concerned

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TABLE 16

FARM TOOLS PROJECTION FOR LIBERIA - 1996

Projected for 50,000 farmers

County	Farmers	Reach	Cutlass	Hoe, Scr	Hoe, Re	File	Axe	Bucket	Shovel
Ave tools/farmer reached			2.5	1.5	1	0.7	0.5	0.5	0.4
Sale Unit Composition - ??			360	216	144	100	72	72	60
AFRICARE									
Bassa	10000	3400	8500	5100	3400	2380	1700	1700	1360
Bong	3000	1000	2500	1500	1000	700	500	500	400
Margibi	6000	2100	5250	3150	2100	1470	1050	1050	840
AFR TOTAL	19000	6500	16250	9750	6500	4550	3250	3250	2600
CATHOLIC RELIEF SERVICES									
Bong	23000	8500	21250	12750	8500	5950	4250	4250	3400
Lofa	15000	7500	18750	11250	7500	5250	3750	3750	3000
Nimba	16000	8000	20000	12000	8000	5600	4000	4000	3200
CRS TOTAL	54000	24000	60000	36000	24000	16800	12000	12000	9600
LUTHERAN WORLD SERVICE									
Bomi	6000	2000	5000	3000	2000	1400	1000	1000	800
Bong	5000	2000	5000	3000	2000	1400	1000	1000	800
C. Mount	9000	3000	7500	4500	3000	2100	1500	1500	1200
Nimba	16000	8000	20000	12000	8000	5600	4000	4000	3200
LWS TOTAL	36000	15000	37500	22500	15000	10500	7500	7500	6000
UNASSIGNED									
Lofa	10000	2000	5000	3000	2000	1400	1000	1000	800
Sinoe	8000	500	1250	750	500	350	250	250	200
Grd Gedeh	9000	1000	2500	1500	1000	700	500	500	400
Grand Kru	2000	0	0	0	0	0	0	0	0
Maryland	6000	0	0	0	0	0	0	0	0
Monts.	5000	1000	2500	1500	1000	700	500	500	400
R. Cess	1000	0	0	0	0	0	0	0	0
Y TOTAL	14000	1000	2500	1500	1000	700	500	500	400
TOTALS > >	136,500	46,250	120,625	72,375	48,250	33,775	24,125	24,125	19,300

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CHAPTER 13

MICRO-PROJECTS

The "micro-project" approach to supporting development is in vogue world-wide, and Liberia is no exception. The United Nations Office for Project Services (UNOPS) has been implementing emergency and program logistics support during the last two years in Liberia through a micro-projects methodology. UNOPS defines micro-projects as discrete, finite, quick-acting interventions, with identifiable outputs, short implementation periods, and with the participation in project formulation and implementation of the affected community groups. The UNOPS projects have focused on provision of shelter, rehabilitation of health facilities and schools, rehabilitation of economic infrastructure, and rehabilitation of basic services in areas of resettlement, including roads, bridges, and bush clearing. All of the micro-projects are modest in scope and labor-intensive.

In addition to providing funding to communities for the implementation of micro-projects, UNOPS has a system of logistical support, including basic technical assistance, and assistance for procurement and transportation of materials. In a setting where convention systems of supply are often unavailable, this is a critical input.

The Area Reintegration and Development Centers will have access to three micro-project schemes to assist the communities within their mandate:

- UNOPS micro-projects, through a proposed extension and expansion of the current UNOPS project, for micro-projects up to a limit of US$ 30,000 each;
- UNHCR quick-impact projects in areas of refugee resettlement; and
- an Area Center micro-projects fund, for projects up to a limit of US$ 2,000 each.

Each Area Center will have a fund of US$ 150,000 for doing "mini" micro-projects, under US$ 2,000. These interventions can support any of the areas in the reintegration program. For example, an adult literacy campaign in a village could be formulated as a micro-project, and the budget would cover purchase of lanterns for evening study, a blackboard and chalk, and writing materials. Food for Work could be obtained for the instructor/facilitator.

A larger micro-project, probably requiring the intervention of the UNOPS fund, might involve rehabilitation of a school building, which then could be used for the literacy campaign previously cited.

Activities of crop diversification can be structured as micro-projects, as a complement to the seeds and tools program.

Micro-projects will be the vehicle for participation of local NGOs in the Reintegration Program. The micro-project methodology provides considerable flexibility for accomodating NGO initiatives. Each project will be judged on its independent merits. NGOs may establish a track record for themselves by successfully completing a few discrete projects, rather than proposing global programs of assistance.

The range of possibilities is very broad. The micro-project methodology is particularly useful in the Liberian context of uncertainty as to the communities' most pressing demands.

Appendix V presents the current UNOPS Micro-Project document, which contains a description of the methodology and forms used to process requests from community groups or NGOs.

APPENDIX I

LIBERIA REINTEGRATION PROGRAM FOR THE TRANSITION FROM WAR TO PEACE

RECOMMENDATIONS FOR FUTURE ACTION

1. Reintegration Program Implementation

The following actions are recommended to support the implementation of the Reintegration Program, as proposed in the OTI Program Document:

- Signing of grant agreements with 4 implementing NGOs (LWS, CRS, World Vision, OXFAM) by March 15, 1996

- Preparation of Scope of Work for OTI Field Director for the Reintegration Program, selection of person, and deployment to Liberia on or about March 15

- Commitment of complementary USAID funding for:

  - expanded vocational training targetted to ex-fighter rehabilitation;

  - demobilization and transitional support for child ex-fighters and ex-fighters with special needs (e.g. drug abuse, withdrawal, violent behavior after demobilization);

  - expanded micro-projects fund under UNOPS.

- Development of Food for Work methodology with Area Center experts, FFP, and food relief agencies (WFP, CRS)

2. Coordination of Reintegration Program with other aspects of the Peace Process

- Coordination with disarmament/demobilization: UNOMIL, UN-HACO

- Coordination with demobilization of special cases: unaccompanied children and ex-fighters requiring special attention (UNICEF, Save the Children-UK, UN-HACO, Liberian NGOs)

- Monitoring of progress in the transition to peace, as defined by:

  - voluntary resettlement of refugees and IDPs

  - conditions of security up country

- Support for spontaneous repatriation: UNHCR, WFP in areas of refugee return, LNTG/LRRRC

- Village level reconciliation and civic education in preparation for elections

3. Planning for the "post-transition"

Just as there is an area of coincidence between emergency humanitarian assistance and transition initiatives, the transition activities should flow into the next stage, where reconstruction and economic recovery are the objectives, together with pluralism in the political structures.

The focus of transition year activities is: resettlement, reconciliation, social reintegration, and moving decisively toward food security.

The focus of the post-transition year(s) should be: deepening and consolidation of reconciliation and political pluralism; economic recovery and job creation in sectors capable of absorbing recently trained ex-fighters and other young people, including employment opportunities linked to vocational training programs; economic recovery of the monetized sector; "next stage" support for the rural agriculturally-based economy; "next stage" construction and reconstruction of social and productive infrastructure.

Planning for the post-transition should begin soon after the reintegration program is underway.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
AREA CENTER DIRECTOR

The Area Center Director will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Direct and manage the Reintegration Program in the region covered by the respective Area Center.

2. Implement the activities at the Area Center taking special regard for:

- working at the village level with the Village Extension Workers, community groups, and local NGOs;
- obtaining the input of specialized agencies and identifying the needs for expertise, technical assistance, or special advice not available locally;
- working with colleagues to achieve an integrated approach to the issues of: food security; and social reintegration, especially reconciliation and reintegration of ex-fighters;
- supporting the work of colleagues and participating in staff meetings to evaluate the progress on the objectives of the Reintegration Program, and specific activities related thereto.

3. Supervise the work of all Area Center staff.

4. Coordinate and integrate all activities with other national and international agencies and organizations working in the area.

5. Determine the needs for assistance from the national specialists serving the Reintegration Program, and obtain their input through the Management Council and its coordinator.

6. Offer assistance and expertise to colleagues from the other Area Centers, and receive their assistance and expertise, as needed.

7. Coordinate the Reintegration activities with neighboring Area Centers.

8. Monitor and document progress on achieving the objectives of the Reintegration Program, suggesting problems and seeking timely and feasible solutions to them.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
AREA CENTER GENERALIST/DEPUTY DIRECTOR

The Area Center Generalist/Deputy Director will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Serve as counterpart to the Area Center Director.

2. Implement the activities at the Area Center taking special regard for:

- working at the village level with the village Extension Workers, community groups, and local NGOs;
- obtaining the input of specialized agencies and identifying the needs for expertise, technical assistance, or special advice not available locally;
- working with colleagues to achieve an integrated approach to the issues of: food security; and social reintegration, especially reconciliation and reintegration of ex-fighters;
- supporting the work of colleagues and participating in staff meetings to evaluate the progress on the objectives of the Reintegration Program, and specific activities related thereto.

3. Monitor and evaluate the impact of all activities, checking that they achieve the objectives, and that there is an equitable coverage in all regions and population groups in the area.

4. Assist the staff in their activities, as needed.

5. Assist the Area Center Director, as needed.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
VILLAGE EXTENSION WORKER

The Village Extension Worker will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council and Area Center personnel, including the following tasks:

1. Prepare detailed work plans including objectives and activities to be implemented in his or her village.

2. Implement the activities at the village level taking special regard for:

- working with community groups and local NGOs;
- seeking the input of specialized agencies when appropriate.

3. Assist community groups to develop activities that will address all of the objectives of the transition, particularly:

- Food security
- Reconciliation
- Integration of ex-fighters
- Assistance to vulnerable groups, especially children and the elderly
- Prevention of future violence
- Support/organization of village security.

4. Identify leadership at the village level from traditional and modern social and political structures, and work with all types of leaders at the village level.

5. Identify leadership among women for the special tasks of supporting reconciliation and reintegration.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
NATIONAL TRAINING/CROSS-TRAINING OF PERSONNEL SPECIALIST

The National Training/Cross-Training of Personnel Specialist will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Assist the four implementing NGOs in the recruitment of personnel by developing guidelines for staffing and reviewing Terms of Reference.

2. Assist with the orientation of staff and their preparation to begin their field assignments, including reviewing the Reintegration Program objectives and ensuring there is a strong understanding of the Program and all of its components.

3. Assist each Area Center Director in evaluating the strengths and weaknesses of the staff at the Area Center, and identifying opportunities for exchange and cross-training for staff among the different Centers and implementing NGOs.

4. Design and implement short training activities to enhance the capacity of staff to perform their assignments.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
COUNTERPART TO NATIONAL SPECIALIST

Note: These Terms of Reference apply to the counterparts to the short term specialists hired at the national level to serve all of the Area Centers.

The Counterpart to the National Specialist on _____ will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Serve as counterpart to _____.

2. Perform his or her duties taking special regard for:

   - the need to work at the village level with the village Extension Workers, community groups, and local NGOs;

   - obtaining the input of specialized agencies and identifying the needs for expertise, technical assistance, or special advice not available locally;

   - working with colleagues to achieve an integrated approach to the issues of food security and social reintegration, especially reconciliation and reintegration of ex-fighters;

   - supporting the work of colleagues and participating in staff meetings to evaluate the progress on the objectives of the Reintegration Program, and specific activities related thereto.

3. Monitor and evaluate the impact of all activities, checking that they achieve the objectives, and that there is an equitable coverage in all regions and population groups in the area.

4. Assist the specialist in his or her activities, as needed.

5. Prepare a detailed plan to continue the work of the specialist once his or her short term assignment concludes.

6. Follow up the activities of the specialist once his or her short term assignment concludes.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
NATIONAL INFORMATION SPECIALIST

The National Information Specialist will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council including the following tasks:

1. Develop systems for recording and reporting on the case load, number of projects, number of beneficiaries of reintegration activities, and other relevant data applicable to the Reintegration Program.

2. Liaise with the information systems of UNOPS to provide data gathering capability at the village level and receive processed information from the information system.

3. Assist the program specialists in developing systems for keeping records of their programs.

4. Develop guidelines and specific information requirements for the input of data into the national information system, either through UNOPS or to the Coordination Office.

5. Develop the necessary information system with specific data requirements on which to base an evaluation of the Reintegration Program.

6. Train the Area Center Information Specialists in the information systems developed for the Reintegration Program and assist them in correctly operating the information systems, in coordination with UNOPS where appropriate.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
AREA CENTER INFORMATION SPECIALIST

The Area Center Information Specialist will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council including the following tasks:

1. Implement the systems for recording and reporting on the case load, number of projects, number of beneficiaries of reintegration activities, and other relevant data applicable to the Reintegration Program.

2. Liaise with the information systems of UNOPS to provide data gathering capability at the village level and receive processed information from the information system.

3. Assist the program specialists at the Area Center in developing systems for keeping records of their programs.

4. Implement the guidelines and specific information requirements for the input of data into the national information system, either through UNOPS or to the Coordination Office.

5. Receive training on the information systems developed for the Reintegration Program and diligently implement the information systems, in coordination with UNOPS where appropriate.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
NATIONAL COUNSELLING/ CHILD AND ADOLESCENT DEVELOPMENT SPECIALIST

The National Counselling/Child and Adolescent Development Specialist will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Prepare detailed work plans including objectives and activities to be implemented by the Area Centers in the area of counselling and child and adolescent development.

2. Develop strategies and programs to address the special issues of:
   - child fighters of different age groups
   - traumatized children
   - families of child fighters and traumatized children.

3. Work with colleagues, especially the Non-formal Education Specialist, to achieve the reintegration objectives.

4. Obtain the input of specialized agencies such as UNICEF and Save the Children-UK and provide liaison to their programs.

5. Develop guidelines and systems to monitor the process of reintegration of ex-fighters, especially children and adolescents, without stigmatizing them, and anticipating problems they and their families face with their reinsertion into civilian life.

6. Work closely with the education specialist in devising means to assist children and adolescents in the reintegration effort, both ex-fighters and war-affected children.

7. Develop guidelines for working with community leaders and focus groups of children and/or families to try to identify the causes of violent behavior in the war and prevent the recurrence of violence.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
AREA CENTER COUNSELLING/ CHILD AND ADOLESCENT DEVELOPMENT SPECIALIST

The Area Center Counselling/Child and Adolescent Development Specialist will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Prepare detailed work plans including objectives and activities to be implemented by the Area Center in the area of counselling and child and adolescent development, in coordination with the National Counselling/Child and Adolescent Development Specialist.

2. Implement the activities at the Area Center taking special regard for:

- working at the village level with the Village Extension Workers, community groups, and local NGOs;
- obtaining the input of specialized agencies and identifying the needs for expertise, technical assistance, or special advice not available locally;
- working with colleagues to achieve an integrated approach to the issues of food security and social reintegration, especially reconciliation and reintegration of ex-fighters;
- supporting the work of colleagues and participating in staff meetings to evaluate the progress on the objectives of the reintegration program, and specific activities related thereto.

3. Implement activities to address the special issues of:

- child soldiers of different age groups
- traumatized children
- families of child soldiers and traumatized children.

4. Work with colleagues, especially the Non-formal Education Specialist, to achieve the reintegration objectives.

5. Obtain the input of specialized agencies such as UNICEF and Save the Children-UK and their implementing partners, and provide liaison to their programs at the village level, by assisting the Village Extension Workers to obtain the inputs and delivery of programs at the village level.

6. Monitor the process of reintegration of ex-fighters, especially children and adolescents, without stigmatizing them, and anticipating problems they and their families face with their reinsertion into civilian life.

7. Assist villages and communities to develop ways of reintegrating ex-fighter children and young people, and when serious problems arise, solicit the intervention of specialized agencies such as UNICEF or Save the Children-UK.

8. Work closely with the education specialist in devising means to assist children and adolescents in the reintegration effort, both ex-fighters and war-affected children.

9. Work with community leaders and focus groups of children and/or families to try to identify the causes of violent behavior in the war and prevent the recurrence of violence.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
NATIONAL FOOD FOR WORK/ENGINEERING/TECHNICAL/
SUSTAINABILITY SPECIALIST

The National Food for Work/Engineering/Technical/Sustainability Specialist will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Prepare detailed work plans including objectives and activities to be implemented by the Area Centers in the area of FFW and micro-projects.

2. Design the methodology for the formulation of micro-projects, including FFW components.

3. Design guidelines to ensure the technical soundness of micro-projects, obtaining expert advice when needed.

4. Liaise with the Ministries of Public Works, Education, Health, and others on matters involving construction or rehabilitation of public infrastructure.

5. Provide information and guidelines to the Area Centers on obtaining the requisite authorizations and permits to do micro-projects involving construction or rehabilitation of public infrastructure.

6. Design a system for keeping records of all micro-projects and FFW activities.

7. Design a reporting system for food used in FFW projects, in coordination with the specialized food agencies (WFP and CRS).

8. Coordinate with UNHCR and UNOPS at the national level for quick-impact and micro-projects, respectively.

9. Develop guidelines for the Area Centers for providing micro-project inputs, determining which can be purchased locally and which require the intervention of UNOPS or other sourcing from beyond the immediate area.

10. Develop guidelines for community groups and local NGOs to organize systems for maintenance and sustainability of the services they begin to provide under the micro-project initiative.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
AREA CENTER FOOD FOR WORK/ENGINEERING/TECHNICAL/ SUSTAINABILITY SPECIALIST

The Area Center Food for Work/Engineering/Technical/Sustainability Specialist will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Prepare detailed work plans including objectives and activities to be implemented by the Area Centers on Food for Work and micro-project activities, with an emphasis on the technical and engineering aspects, as well as provision for their sustainability.

2. Implement the activities at the Area Center taking special regard for:

- working at the village level with the village Extension Workers, community groups, and local NGOs;
- obtaining the input of specialized agencies and seeking or providing the necessary expertise and technical assistance;
- working with colleagues to achieve an integrated approach to the issues of: food security and social reintegration, especially reconciliation and reintegration of ex-fighters;
- supporting the work of colleagues and participating in staff meetings to evaluate the progress on the objectives of the reintegration program, and specific activities related thereto.

3. Assist village and community groups in the formulation of micro-projects, including FFW components.

4. Ensure the technical soundness of micro-projects, obtaining expert advice when needed.

5. Liaise with local representatives of the Ministries of Public Works, Education, Health, and others to coordinate micro-projects involving construction or rehabilitation of public infrastructure.

6. Assist community groups in obtaining the requisite authorizations and permits to do micro-projects involving construction or rehabilitation of public infrastructure.

7. Keep records of all micro-projects.

8. Keep records of all food used in FFW projects.

9. Assist Village Extension Workers with their FFW and micro-projects.

10. Coordinate with UNHCR and UNOPS for quick-impact and micro-projects, respectively.

11. Determine, with micro-project implementors, which inputs can be purchased locally and which require the intervention of UNOPS or other sourceing from beyond the immediate area.

12. Assist in obtaining the delivery of inputs for micro-projects.

13. Help community groups and local NGOs organize systems for maintenance and sustainability of the services they begin to provide under the micro-project initiative.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
NATIONAL COMMUNITY ORGANIZATION/FOOD FOR WORK SPECIALIST

The National Community Organization/Food for Work Specialist will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Prepare a reintegration strategy and detailed work plans including objectives and activities to be implemented by the Area Centers in the area of community organization, Food for Work, and micro-projects.

2. In designing the community organization component of the Reintegration Program, the specialist will take special regard for:

- working at the village level with the village Extension Workers, community groups, and local NGOs;
- obtaining the input of specialized agencies and identifying the needs for expertise and technical assistance;
- working with colleagues to achieve an integrated approach to the issues of food security and social reintegration, especially reconciliation and reintegration of ex-fighters;
- supporting the work of colleagues and participating in staff meetings to evaluate the progress on the objectives of the reintegration program, and specific activities related thereto.

3. Develop guidelines and assist the Area Centers in organizing the Area and Village Reintegration and Development Committees.

4. Assist the Area Centers to inventory formal and informal community-based organizations or groups and determine how to assist them.

5. Assist the Area Centers to respond to the demand for assistance in organizing community groups.

6. Design activities for leadership training for interested members of village and community groups.

7. Design a framework and methodology for Food for Work projects.

8. Design parameters for the implementation of FFW projects.

9. Design a system for the evaluation of FFW projects.

10. Design activities for youth groups, to be implemented in the Area Centers, especially as needed by ex-fighters for their reintegration.

11. Work with the counselling specialist to assist ex-fighters to find work, including in temporary FFW projects.

12. Work with the non-formal education specialist to design FFW projects for ex-fighters and others to "earn" a scholarship to intensive vocational training programs.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
AREA CENTER COMMUNITY ORGANIZATION/FOOD FOR WORK SPECIALIST

The Area Center Community Organization/Food for Work Specialist will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Prepare detailed work plans including objectives and activities to be implemented by the Area Centers in the area of community organization;

2. Implement the activities at the Area Center taking special regard for:

- working at the village level with the village Extension Workers, community groups, and local NGOs;
- obtaining the input of specialized agencies and identifying the needs for expertise and technical assistance not available locally;
- working with colleagues to achieve an integrated approach to the issues of food security and social reintegration, especially reconciliation and reintegration of ex-fighters;
- supporting the work of colleagues and participating in staff meetings to evaluate the progress on the objectives of the reintegration program, and specific activities related thereto.

3. Assist in organizing the Area and Village Reintegration and Development Committees.

4. Inventory formal and informal community-based organizations or groups and determine how to assist them.

5. Respond to the demand for assistance in organizing community groups.

6. Provide leadership training to interested members of village and community groups.

7. Assist Village Extension Workers in working with community groups.

8. Help organize Food for Work projects.

9. Help implement FFW projects.

10. Help evaluate FFW projects.

11. Help parents and teachers organize school support committees.

12. Help organize youth groups, especially as needed by ex-fighters for their reintegration.

13. Work with the counselling specialist to assist ex-fighters to find work, including in temporary FFW projects.

14. Work with the non-formal education specialist to create FFW projects for ex-fighters and others to "earn" a scholarship to intensive vocational training programs.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
NATIONAL AGRICULTURAL SPECIALIST

The National Agricultural Specialist will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Prepare detailed work plans including objectives and activities to be implemented by the Area Centers in the area of agriculture and food security;

2. Design the agricultural and food security component of the Reintegration Program, taking special regard for:

- working at the village level with the village Extension Workers, community groups, and local NGOs;
- obtaining the input of specialized agencies and seeking or providing the necessary expertise and technical assistance;
- working with colleagues to achieve an integrated approach to the issues of food security and social reintegration, especially reconciliation and reintegration of ex-fighters;
- supporting the work of colleagues and participating in staff meetings to evaluate the progress on the objectives of the reintegration program, and specific activities related thereto.

3. Coordinate with the Seeds and Tools Program.

4. Coordinate with activities of the Ministry of Agriculture.

5. Collect data from the Area Centers on the number of farmers and periodically update data on resident farmers and returnee farmers (refugees and IDPs).

6. Determine the demand for seeds and tools, working with the Area Centers, and periodically updating the data for:

- Subsistence food production
- Crop diversification.

7. Prepare a short term agricultural plan together with leaders of the farming community.

8. Prepare a medium term agricultural plan together with leaders

of the farming community, taking into account the need for saving from the first harvest to produce inputs for expansion.

9. Design pilot activities for: crop improvement; tree crop production or expansion; optimal forestry use.

10. Design a program for participatory development of school and community gardens with the participation of ex-fighters.

11. Advise on the development of animal husbandry projects.

12. Design a program of seeds and tools banks for agricultural groups: programs for replacement of tools, production and storage of seed for future planting, and cash reserves for purchased inputs.

13. Monitor the achievement of food security in areas covered by the eight USAID-funded Area Centers, and the possibility of producing an agricultural surplus.

14. Develop short farming courses and demonstration programs for young people, promoting the participation of ex-fighters in special ag projects

15. Assist with the design of Food for Ag and Food for Work projects related to agriculture.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
AREA CENTER AGRICULTURAL SPECIALIST

The Area Center Agricultural Specialist will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Prepare detailed work plans including objectives and activities to be implemented by the Area Centers in the area of agriculture and food security;

2. Design the agricultural and food security component of the Reintegration Program, taking special regard for:

- working at the village level with the village Extension Workers, community groups, and local NGOs;
- obtaining the input of specialized agencies and seeking or providing the necessary expertise and technical assistance;
- working with colleagues to achieve an integrated approach to the issues of food security and social reintegration, especially reconciliation and reintegration of ex-fighters;
- supporting the work of colleagues and participating in staff meetings to evaluate the progress on the objectives of the reintegration program, and specific activities related thereto.

3. Coordinate with the Seeds and Tools Program.

4. Coordinate with activities of the Ministry of Agriculture.

5. Inventory the number of farmers and periodically update data on: resident farmers, returnee farmers (refugees and IDPs).

6. Determine the demand for seeds and tools, periodically updating the data for:

- Subsistence food production
- Crop diversification.

7. Inventory the agricultural vocation of the land in the Area, its current use, and possibilities for expanding the agricultural wealth of the population in the area.

8. Inventory existing agricultural infrastructure, such as land

with appropriate drainage, soil conservation practices, problems of erosion, forestry practices, etc.

9. Prepare a short term agricultural plan together with leaders of the farming community.

10 Prepare a medium term agricultural plan together with leaders of the farming community, taking into account the need for saving from the first harvest to produce inputs for expansion.

11. Establish pilot activities for: crop improvement; tree crop production or expansion; optimal forestry use.

12. Assist with school and community (ex-fighters) gardens.

13. Assist with animal husbandry projects.

14. Establish village seeds and tools banks with agricultural groups: programs for replacement of tools, production and storage of seed for future planting, and cash reserves for purchased inputs.

15. Monitor the achievement of food security in the Area, and the possibility of producing an agricultural surplus.

16. Implement short farming courses and demonstration programs for young people, promoting the participation of ex-fighters in special ag projects.

17. Assist with Food for Ag and Food for Work projects related to agriculture.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
NATIONAL NON-FORMAL EDUCATION SPECIALIST

The National Non-Formal Education Specialist will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Prepare detailed work plans including objectives and activities to be implemented by the Area Centers in the area of education;

2. Design the educational component of the Reintegration Program, taking special regard for:

- working at the village level with the village Extension Workers, community groups, and local NGOs;
- obtaining the input of specialized agencies and seeking or providing the necessary expertise and technical assistance;
- working with colleagues to achieve an integrated approach to the issues of food security and social reintegration, especially reconciliation and reintegration of ex-fighters;
- supporting the work of colleagues and participating in staff meetings to evaluate the progress on the objectives of the reintegration program, and specific activities related thereto.

3. Develop plans to assist communities with the resumption of schooling, in association with the Ministry of Education and private organizations supporting schools. Note: the specialist should not spend more than 50% of his or her time on matters pertaining to formal schooling.

4. Develop plans to assist community groups to develop literacy programs for adults and young people, and obtain the inputs of specialized agencies for them.

5. Develop short courses and learning activities to support agricultural activities and the reintegration of ex-fighters.

6. Assist the specialists on micro-projects, FFW activities, and counselling in appropriate learning methodologies for adults and young people.

7. Develop programs with the other specialists aimed at

reconciliation and the prevention of violence, contributing with learning techniques and groups dynamics to improve the results of these forums and activities.

8. Encourage communities in being sensitive to the value content of educational materials used in schools.

9. Liaise with programs of vocational training, developing guidelines for placement of young people referred by the Area Centers, particularly ex-fighters who need an intensive educational/counselling experience.

10. Develop programs of education for farmers in cooperation with the other specialists, including farming techniques, literacy, and other matters of general interest such as health and civic education.

11. Liaise with text book and school construction programs funded by the EU.

12. Liaise with vocational training programs and agencies to organize short village-level skills training, such as simple construction trades and or farming techniques.

TERMS OF REFERENCE:
AREA REINTEGRATION AND DEVELOPMENT CENTERS
AREA CENTER NON-FORMAL EDUCATION SPECIALIST

The Area Center Non-Formal Education Specialist will work to achieve the objectives of the Reintegration Program, as described in the Program Document and expanded by the Management Council, including the following tasks:

1. Prepare detailed work plans including objectives and activities to be implemented by the Area Centers in the area of education;

2. Design the educational component of the Reintegration Program, taking special regard for:

- working at the village level with the village Extension Workers, community groups, and local NGOs;
- obtaining the input of specialized agencies and seeking or providing the necessary expertise and technical assistance;
- working with colleagues to achieve an integrated approach to the issues of food security and social reintegration, especially reconciliation and reintegration of ex-fighters;
- supporting the work of colleagues and participating in staff meetings to evaluate the progress on the objectives of the reintegration program, and specific activities related thereto.

3. Assist communities with the resumption of schooling, in association with the Ministry of Education and private organizations supporting schools. Note: the specialist should not spend more than 50% of his or her time on matters pertaining to formal schooling.

4. Assist community groups to develop literacy programs for adults and young people, and obtain the inputs of specialized agencies for them.

5. Organize short courses and learning activities to support agricultural activities and the reintegration of ex-fighters.

6. Assist Area Center colleagues in micro-projects, FFW activities, and counselling in appropriate learning methodologies for adults and young people.

7. Assist colleagues in developing forums and activities to

APPENDIX II

FOOD MANUAL FOR 1996
DRAFT

1. ROLE OF FOOD IN THE TRANSITION YEAR

Background

During the 6 year Liberian war the international community has been providing emergency food relief to Liberian refugees in Guinea, the Ivory Coast, and Sierra Leone (750,000 registered by UNHCR) and internally displaced persons in shelters in and around Monrovia, Grand Bassa, Margibi, and Bong Counties (600,000), plus some general distribution in Monrovia.

After the Cease Fire went into effect at midnight, August 26, 1995, the prospect of peace began to be a reality, with talk and planning for deployment of ECOMOG, disarmament and demobilization of fighters, and the creation of an enabling environment to permit refugees and IDPs to return home.

The Transition Year

The transition year is defined by the period in which peace is maintained, people start returning home, and there is a slow return to normalcy. With previously displaced people returning home and starting to resettle in their original communities, food relief follows the people, therefore the location of food delivery changes. Also relief becomes targetted to : temporary assistance for vulnerable groups and strategic assistance to help families plant and grow their own food and create medium and long term self-sufficiency; and reintegrate their communities.

The exact schedule for the change depends on two major factors: 1. security at the places of destination, so that people decide to go home, stay home, and restart their lives back home; 2. the timing of when secure conditions exist and the agricultural cycle.

The Decision to Return Home

The decision of displaced people (refugees and internally displaced) to return permanently to their original places of residence is probably determined by the following factors: the perception that there is enough security to warrant the return and the resumption of investment in shelter, household reconstruction, and planting; the availability of minimal living conditions, especially clean water; the availability of inputs to build temporary shelters and/or rebuild permanent homes; the

availability of inputs to restart agricultural production; the availability of schools for children.

To the extent that security, minimal living conditions of shelter, sanitation, food, health, and schools are available in refugee camps or shelters for displaced persons, the impetus to go back home will be affected by the trade-off between the quality of life in the temporary residence versus the risk and effort of going back home.

Living conditions among refugees in Guinea are said to be less favorable than those of refugees in the Ivory Coast; and conditions in Sierra Leone are the least favorable. Thus it is expected that the first refugee movements will come from those people who are not in the best conditions in the place of asylum or shelter.

The availability of seeds and tools for planting and schools for children are strong "pull factors", but security is probably the most important consideration in the decision to return home permanently. "Scouts" usually begin the movement home to evaluate whether or not conditions warrant the effort and risk of moving the family and starting to rebuild.

Response of the Relief Community

The relief community must respond to the decisions of the displaced, and also should help to create the enabling conditions for return, on the material side. The "enabling environment" for resettlement consists of: 1. minimum security to warrant the risk and effort; 2. availability of assistance to resettle and restart agriculture; and 3. the pull factor of schoools and availability of health services, which can pull people home, or pull people to stay in camps, depending on where these are provided.

New Role of Food in the Transition Year

In a transition year, when displaced people begin to **resettle and in support of social reintegration,** food has the following four roles.

- Meet the humanitarian needs of a shifting population:
    - Temporary assistance for people still displaced;
    - Vulnerable group feeding.
- Create food security in the short and medium terms.
- Support reconstruction of social infrastructure.
- Support the **social reintegration** of communities.

This fourth objective is critical to supporting the peace process in Liberia. If Liberia had been the victim of a natural disaster, such as an earthquake or flood, resettlement of people and reconstruction of productive and social infrastructure would be sufficient, in themselves enormous tasks. But Liberia has sufferred one of the most violent civil wars in recent African history. Therefore social reintegration of communities torn by the violent conflict is the essential challenge in the transition from war to peace, including the rehabilitation and reintegration of the 60,000 ex-combatants.

Resettlement of refugees and displaced persons, without the reintegration of all members of society, especially the ex-fighters, will not create the conditions for a lasting peace. Ironically, if some reconstruction and reinvestment were to occur in the absence of social rehabilitation of the ex-fighters, there would probably be a greater temptation to resort to the looting of the newly reestablished material wealth.

Making the Best Use of a Scarce Resource

Food will not be plentiful in 1996, therefore adequate programming must be done to ensure there is enough food to last throughout the year, and that the objectives of the Transition Year are met.

Every food project should explicitly address one or more of the four objectives stated above, and should be monitored to ensure that the objective is met.

2. ADMINISTRATION AND MANAGEMENT OF FOOD

As per the planning for 1996, WFP and CRS will do the importing, warehousing and transporting of food, nation-wide. This can be referred to as the "wholesaling" function.

The distribution of food to the beneficiaries will be done by specified international NGOs and their local NGO partners. These may or may not coincide with the managing agencies of the Area Centers. Where they are not the same, adequate means of coordination between the implementing agencies should be maintained.

The following "retailing" modalities may be used in 1996 for food distribution:

a. Use of the Area Center management: LWS, CRS, World Vision, OXFAM; or EU Area Unit contractors;

b. Special contracts or institutional arrangements between WFP and CRS and specialized NGOs for vulnerable group or school feeding programs (such as AICF, MSFs);

c. Special programs with local NGOs, such as SELF or LIURD.

In the interest of equity, it will be the responsibility of WFP and CRS to ensure that a uniform food policy is maintained in all regions, regarding who can qualify for the programs and the food ration. The criteria for qualification as a beneficiary and the ration will be spelled out in the respective food agreement by WFP or CRS.

3. GENERAL DISTRIBUTION VS TARGETTED FOOD

In 1996, with food following people, there is expected to be a shift away from general distribution and distribution in refugee camps and displaced shelters, to targetted feeding in the places of destination and food support to farmers and to communities for social reintegration.

In the places of destination there will be three types of food programs in the transition year:

- Targetted vulnerable group feeding
  - School feeding programs
  - Therapeutic feeding programs
- Food for Agriculture
- Food for Work

Additionally, in the places of asylum or shelter, there may be one-time only "departure" rations, sufficient for travel and maintenance until the person arrives at his or her home.

General distribution up country may be done in exceptional cases, probably as a one-time only program, and targetted to the needy resident population before the influx of returnees.

3.1 TARGETTED VULNERABLE GROUP FEEDING

Throughout the war, vulnerable group feeding has been done by specialized international NGOs. This will continue in 1996, with ever expanding operations "up country", as security permits.

3.2. FOOD FOR AG

3.2.1 Objectives:

a. provide food for the family of farmers between the time of planting and the first harvest of food crops;

b. encourage planting and mitigate the burden of feeding returnees on the resident population.

3.2.2 Who qualifies:

Any farmer may apply to receive food support. It will be the responsibility of the Food for Ag manager in each Area Center or the respective implementing NGO to plan the use of food in order to achieve a fair distribution with the resources available.

A village-based committee may be established to assist in assigning the Food for Ag, making sure resident farmers who are needy are not discriminated in favor of returnees.

3.2.3 Ration:

The full ration for Food for Ag is as follows:

Ration for 1 family unit (5 people) per month:

Cereal:	**30.00 Kg**
Oil:	**3.75 Kg**

If there is enough food to satisfy all of the demand, then the full ration can be given for 4 months to each farmer who solicits it.

However, if there is not enough food to satisfy the demand, then a system of "spreading" the ration must be devised BY THE COMMUNITY, in coordination with the responsible Area Center or food implementing partner. The village-based committee referred to above may be the best mechanism to decide how to distribute the rations, such as giving a smaller ration to each participating farmer, or selecting a smaller group of very needy farmers from the total number of applicants.

3.2.4 Duration:

The Food for Ag ration should be supplied for the full term between planting and harvest of the first food crops: 4 months.

3.2.5 Complementary seeds and tools:

Most farmers who need a food subsidy will probably also need seeds and tools. However the reverse is not true, as resident farmers who may need some seed to increase their production may have a sufficient food reserve to feed their family.

3.2.6 Mechanism for registration:

Because some recipients of seeds and tools may not need food support there should be a separate registration for seeds and tools and Food for Ag. The same person may be in charge of both at an Area Center, or there may be an implementing local NGO that does the seeds and tools program with a different agency in charge of Food.

It is important at the local level for there to be clarity about who is in charge of each program so that there is no confusion among farmers.

Forms and procedures should be uniform in all areas, both for seeds & tools and for Food for Ag.

3.2.7 Mechanisms for monitoring:

The Area Center may set up mechanisms for monitoring the fair coverage of farmers in the seeds and tools program and in Food for Ag.

Monitoring may also be done by WFP/CRS as food "wholesalers" in charge of the food resources, or by a designated monitor representing the donors.

3.3. FOOD FOR WORK

3.3.1 Objectives:

a. Support agriculture by group work on land preparation or agricultural infrastructure;

b. Support resettlement by facilitating community (group) projects for rehabilitation of social infrastructure;

c. Support social reintegration by providing temporary work on community projects for ex-combatants and other unemployed young people.

3.3.2 Types of FFW Projects:

There are 5 types of FFW projects, as follows:

- Farming-related group work: land clearing, access roads, swamp drainage, irrigation canals, etc.;
- Rehabilitation or construction of social infrastructure: water wells or treatment facilities, latrines, schools, clinics, markets, sports facilities, public buildings or community centers, etc.;
- Ex-combatant work and rehabilitation projects (see below for more detail);
- Temporary support of programs for abandoned children;
- In-kind salary for teachers and/or health workers.

3.3.3 Who benefits?

The salient characteristic of Food for Work projects is that the entire community benefits indirectly, but there are targetted participants in each project.

In farming-related group work and rehabilitation or construction of social infrastructure (#a and #b, above), a specific project is prepared with a definite material objective, duration, number of participants, and preferably a list of their names, and the tasks involved. Food is provided as a form of payment for labor supplied to the project.

The Food for Work projects are self-targetted in that it is unlikely that heads of household will work for a ration of bulgur wheat if they are not truly in need of the food support.

3.3.4 Ration and Duration

The work by members of the group can be full-time or part-time. Most of the community work projects will involve part-time contributions, as the person will probably be doing work on individual projects such as farming or marketing most of the week.

Ex-combatants or other young people who are unemployed can participate full-time in community work projects. In each case the ration received will be proportionate to the work done.

3.3.5 Ex-Combatants in FFW Projects

The objective of the ex-combatant work groups is to occupy the young people in such a way as to benefit the community.

Food for Work programs of ex-combatants can involve a "partial

payment", with the understanding that the ex-combatant is doing some of the work "free", to atone for his violent acts. This is something which each community will resolve on its own. The important thing is for the ex-combatants to be employed, for them to have at least a subsistence food income for themselves and their dependents, and for them to be involved in community development in a positive way, rather than in community destruction.

The isolation and marginalization of ex-combatanats is probably the most dangerous possibility after demobilization, so it is important in each community for the ex-fighters to be kept track of and to make sure that they establish a means of livelihood and that they become reabsorbed into some semblance of non-violent behavior.

Many ex-combatants may choose to become farmers,and if so will become absorbed, without discrimination or special treatment, into the farming programs (seeds & tools, Food for Ag). However, even if this occurs, they should be monitored, not to be given special treatment, but simply to identify any problems they may have in adapting to normal civilian life. They should be encouraged to participate in special farm programs ("master farmer", demonstration plots, diversification) and in programs of adult non-formal education and sports/recreation. These will enhance their quality of life and provide some semblance of peer comaradery that they had while belonging to a fighting unit.

3.3.6 Abandoned Children and Food Support for Care-givers

Most abandoned children will eventually meet up with relatives. However while tracing is still being done they need temporary homes. They may be registered and their temporary foster family may receive a partial food ration in exchange for their care. This program must be carefully supervised at the community level to avoid abuse of the children and abuse of the system.

A Village Committee for Child Protection may be organized, with the supervision of the Area Center child counselling specialist. This Committee may both supervise the care of abandoned children, and also promote children's rights and provide the basis for better information on child nutrition and education.

Services of child counselling for seriously war-affected children may also be chanelled through this Committee, with the assistance and support of the Area Center child specialist and other specialized programs provided by UNICEF, Save the Children, Chal, and others.

3.3.7 Scale of Projects and Micro-Project Funds

Projects will require the complementary use of food to "pay" labor and cash to buy materials. The purchase of materials will be done by accessing two possible funds.

Community projects can be small scale, where the US dollar cost is under $2000, or medium scale, from $2,000 to $15,000.

Small scale projects can be authorized and implemented directly by the Area Centers, drawing on their own Micro-Project Fund. Medium-scale projects will be referred to the UNOPS Micro-Project Fund, and will receive the logistical support as well as financing from UNOPS. There may be some limited "Cash for Work" in connection with UNOPS projects, at the rate of US$1 per day.

APPENDIX III

INTERAGENCY REGISTRATION OF RETURNEES

Place of Registration:_____

Refugee:_____ IDP:_____

Entry Point for Refugee:_____ Departure Point for IDP:_____

Previous Place of Asylum or Shelter:_____ Length of Time:_____

Total Length of Time Away from Home:

Did family members work or farm while away from home: FARM_____ WORK_____

Describe work or farming they did:_____

FINAL DESTINATION:_____

Village	Clan	Chiefdom	District	County

NEAREST AREA CENTER:_____

ADULTS

Number	Name	Sex	Age	Fam Rel	Occup Back Home	Other Skills	Last School Grade Compl	Can Read Prep Text?
1.								
2.								
3.								
4.								
5.								

CHILDREN UNDER 16

Number	Name	Sex	Age	Fam Rel	Nutrition Status:1-3	Vacc. Status	Last School Grade Compl	Can Read Prep Text?
1.								
2.								
3.								
4.								
5.								
6.								
7.								
8.								
9.								
10.								
11.								
12.								

(1)

AREA REINTEGRATION AND DEVELOPMENT CENTERS

CASELOAD ESTIMATE FORM

AREA CENTER NAME: _____

DATA VALID TO DATE: _____

LOCATION	IDPS		Refugees		Ex-Combs		Residents		Total Pop		HOUSHLDS	FARMERS	VULN.CHLDN	ABAND.CH
	Ch	Ad	Ch	Ad	Ch	Ad	Ch	Ad	Ch	Ad				
LOC: _____														
Last Count														
Newcomers														
Total to date														
LOC: _____														
Last Count														
Newcomers														
Total to date														
LOC: _____														
Last Count														
Newcomers														
Total to date														
LOC: _____														
Last Count														
Newcomers														
Total to date														
LOC: _____														
Last Count														
Newcomers														
Total to date														
TOTAL														
R=Registered														
E=Estimated														

AREA REINTEGRATION AND DEVELOPMENT CENTERS

PLANNING MATRIX FOR SEEDS AND TOOLS

AREA CENTER NAME:_____

DATA VALID TO DATE:_____

	IDP FARMERS	REFUGEE FARMERS	EXCOMB FARMERS	RESIDENT FARMERS	TOTAL FARMERS
Previous count					
Newcomers					
Total to Date					
TOTAL DEMAND					
Rice Seed					
Veg Seed					
Tools					
Other:_____					
DISTRIBUTED TO DATE					
Rice Seed					
Veg Seed					
Tools					
Other:_____					
UNMET DEMAND					
Rice Seed					
Veg Seed					
Tools					
Other:_____					
STOCK AVAILABLE					
Rice Seed					
Veg Seed					
Tools					
Other:_____					
BALANCE REQUIRED					
Rice Seed					
Veg Seed					
Tools					
Other:_____					

AREA REINTEGRATION AND DEVELOPMENT CENTERS

FOOD FOR AG PLANNING SHEET

AREA CENTER NAME:

DATA VALID TO DATE:

Village Name	# Farmers	Ration		Total Demand		Distributed to Date		Total Unmet Demand	
		Cereal	Oil	Cereal	Oil	Cereal	Oil	Cereal	Oil
1.									
2.									
3.									
4.									
5.									
6.									
7.									
8.									
9.									
10.									
11.									
12.									
TOTAL									

AREA REINTEGRATION AND DEVELOPMENT CENTERS

SUMMARY PLANNING MATRIX FOR FOOD FOR WORK: ONGOING PROJECTS

AREA CENTER NAME: _____

DATA VALID TO DATE: _____

PROJECT # : TITLE	FOOD FOR WORK					
	TOTAL NEEDED		ALREADY DISTRIBUTED		UNMET DEMAND	
	Grain	Oil	Grain	Oil	Grain	Oil
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
Project # :						
TOTAL						

4

AREA REINTEGRATION AND DEVELOPMENT CENTERS

TOTAL FOOD PLANNING MATRIX

AREA CENTER: _____

DATA VALID TO DATE: _____

	TOTAL DEMAND		DISTRIBUTED TO DATE		UNMET DEMAND	
	Grain	Oil	Grain	Oil	Grain	Oil
Food for Work						
Food for Ag						
Total						
Prepositioned Stock						
Amount to Order						

5

APPENDIX IV

ANNEX A

DRAFT TERMS OF REFERENCE

Subject: First Liberia Rehabilitation Micro-Projects Programme.

Background

In the spirit of the Lomé Convention's emphasis on decentralised cooperation, the Commission's aid strategy in Liberia gives priority to the strengthening of local community and private sector capacity to provide basic services to the population at a local level.

While remaining concerned that the recent progress towards restoring peace and stability to the country remains fragile, the Commission believes that it is necessary to act now to prepare the ground for the possible return of internally and externally displaced Liberians to their regions of origin. The devastation caused by the fighting and looting over the past six years has resulted in the virtual complete demolition of previous local community structures. An intensive effort will have to be made at a local level to give confidence to returnees that assistance will be available to help them resettle in their regions of origin.

In the framework of the Liberia Rehabilitation Programme and in the context of the continued progress in implementing the recent peace agreement in Liberia, the Commission therefore intends to send a technical assistance team to the country to set up and manage a first Micro-Projects Programme. The work of the team will involve both the management of a Small Projects Fund run as an imprest account, and the targeting, monitoring and control of other EC aid operations in a number of selected geographical areas.

While micro-projects continue to be the main delivery channels for EC assistance at local level, a number of projects have been, and will continue to be, funded at national level where clear cost-effectiveness and economics of scale can be achieved. These concern in particular the procurement and distribution of inputs (in the agricultural, health and education sectors) and in the management of logistics operations. Non-governmental and private sector initiatives continue to be the main implementing partners for EC aid. Employment creation for ex-combatants through labour intensive schemes is a major goal.

Role of the Commission

It should be noted that in the Micro-Projects Programme, as in all other Commission funded projects in Liberia at this time, that the Commission, acting on behalf of the Government of Liberia, has maintained full control over the administration of EC aid to the country. This means that, until such time as a normal relationship is resumed with the Government, that all contractual procedures are handled directly by the Commission either at Head-Quarters level or in the field.

Objectives and beneficiaries of the first Micro-Project Programme

The **main objectives** of the programme are to assist local communities to;

- restore basic health services,
- improve access to clean water,
- increase food security through local food production and targeting of food aid,
- the rehabilitation of schools,
- repair basic infrastructure, in particular access routes,
- increase local income generation activities.

The **main beneficiaries** will be;

- existing local population,
- internally displaced population,
- repatriated refugees,
- ex-combatants.

It is intended in this first programme to concentrate on a limited number (probably three) clearly defined geographical catchment areas. Within these areas, and in close consultation with the EC Aid Coordination Office in Liberia, the Micro-Projects Technical Assistance Team will identify programme priorities and potential implementing partners and establish delivery mechanisms to assist local communities to achieve the above objectives.

Programme Coordination Centres

A **Programme Coordination Centre (PCC)** will be established in each of the selected geographical areas. Security permitting, at least one member of the Technical Assistance Team will be located full-time in each PCC as an **Area Programme Coordinator** (job description follows) . Other Team members will provide mobile support to the PCCs under the overall supervision of the EC Aid Coordination Office in Monrovia.

BEST AVAILABLE

Relationship with the EC Aid Coordination Office

The Micro-Projects Team will have its main offices in, and report to, the EC Aid Coordination Office in Monrovia. Office space will be provided free within the existing EC compound. However, the team will be expected to handle its own administrative, financial, logistic, and staff requirements in close coordination with the EC Aid Coordination Office Administrator. For practical reasons, the team should have a residential base and facilities in Monrovia.

Programme Management

A Micro-Projects Committee will be set up by the EC Aid Coordination Office in Monrovia. In the first instance, until a normal working relationship can be resumed with the Government, this will be primarily an internal committee, chaired by the Acting Aid Coordinator and composed of the four resident programme advisers. They will meet at least once a month and appraise the draft monthly operations plans presented for each area by the Area Programme Coordinators and review the progress reports on current activities in each area. Operations which are approved by the Micro-Project Committee will either be assisted through existing contracts with implementing partners or funded from the Small Projects Fund.

The Technical Assistance Team Leader will be the main liaison between the Team and the Aid Coordination Office.

Small Projects Fund

A Small Projects Fund with an initial allocation of 3 MECU will be made available to fund small-scale local community projects. It is expected that the average grant towards such projects and funded from the Small Projects Fund will not exceed 10.000 ECU. The criteria in the selection of projects to benefit from this fund will be finalised in consultation between Commission Head-Quarters and the Aid Coordination Office in Monrovia. The Fund will be managed on an imprest account basis by the Technical Assistance Team on the basis of the double signatures of the Team Leader and the Acting EC Aid Coordinator.

Profile of the Technical Assistance Team

The Team will be composed of up to six permanent members with provision also made for a number of short-term back-up and support missions.

It is expected that the Team will be composed of at least three highly experienced and multi-disciplinary professionals with previous successful track records with micro-projects in Africa. Multi-disciplinary experience in a local community environment will be an advantage to all members of the Team, but specialist skills especially in public health, small scale infrastructure and food security should be available in the Team.

Other useful experience and skills would be in refugee resettlement, re-integration of ex-combatants, local community development, local institution strengthening and income generating activities. A

BEST AVAILABLE

mixture of senior and junior experts will be accepted.

Previous experience of working with NGOs, would be an advantage as would previous experience with EDF procedures. A good working knowledge of English is essential.

The speed and extent of mobilisation of team members will be in function of the Commission's assessment of the working and security conditions in Liberia. However it is expected that at least three team members will be mobilised to Liberia as soon as possible after the contract is signed.

Duration of the Technical Assistance contract for the Team.

Each full time team member will be expected to provide 12 months service in Liberia.

Main tasks of an Area Programme Coordinator

1. Survey the assigned geographical territory to estimate population status and size. Identify priority action in the context of the main sectors of activity. Appraise the potential of local institutions, agencies, and communities to manage micro-projects.
2. Present regular operations plans (OPs) to the Monrovia based EC Micro-Projects Committee based on immediate needs, and short and medium term objectives in each sector and for each area.
3. In the context of approved OPs;
- for sub-contracted operations, finalise the negotiations with implementing partners for the execution of the projects and monitor and control the performance of the partners.
- in the context of direct operations to be carried out by the team itself, put in place the management systems to ensure the execution of the project under the best conditions possible.
4. Manage in an efficient and cost-effective way any Commission funds entrusted to the micro-projects programme.
5. Provide technical back-up and support to implementing partners.
6. Constantly update the survey data and plans of operation.
7. Liaise with relevant local authorities, other donor representatives and aid agencies.
8. Report in a regular way to the Commission through the Aid Coordination Office in Monrovia.

BEST AVAILABLE

APPENDIX V

United Nations Development Programme
UN Office for Project Services
LIR/94/003 - Emergency and Programme Logistical Support Project

UNOPS

THIRD EDITION
November 1995

LIR/94/003
EMERGENCY AND PROGRAMME LOGISTICS SUPPORT PROJECT

THE MICRO PROJECT APPROACH

1. Project Focus.

The main vehicle for the implementation of the Emergency and Programme Logistics Support Project are micro projects. Micro projects are discrete, finite, quick-acting interventions supporting the humanitarian efforts of government, international and national NGOs, and community groups in the relief development continuum.

Project policy is to assist others to address urgent issues identified by regional assessment missions and task forces, but at the same time not duplicate the work of other NGOs. Priority is given micro projects which fit into a regional strategy or action plan prepared through the UN system of co-ordination. The process acts as the cement in all relief efforts by binding the various components together and filling in the gaps left by other agencies and NGOs within the framework of a co-ordinated strategy.

The project focuses on activities benefitting the internally displaced and their affected communities, both within shelters and in resettlement areas. Projects considered for intervention include shelter, clinics/health facilities, education, water and sanitation, income generation projects and access (roads and bridges). In all cases, to the extent that it is sensible, consideration is given to sustainability. A management plan is required for each rehabilitated or constructed facility.

The internally displaced population currently numbers approximately 450,000 in ECOMOG-secured areas and another 3-500,000 in faction-controller areas. The project presently works in the ECOMOG-secured areas and supports NGO activities in non-ECOMOG controlled areas in Bong County, Lower Margibi and Lofa county.

P.O. Box 10-0274,1000 Monrovia 10,Liberia. Tel:(231) 226618, 225579, 224603 Telex(41) 2962 Fax(231) 226330 Satellite (874) 1505746

The acceleration of the peace process will result in increased demand for activities to resettle the internally displaced. Spontaneous resettlement is already occurring in Little Bassa, near Buchanan and government plans focus on Bensonville, Crozierville and Carysburg in Montserrado. The project supports resettlement activities in these areas.

The shelter and resettlement committee, a sub-committee of the UN/NGO coordination committee recently endorsed an approach successfully pioneered by this project and it's predecessor project, in Dolo Town, Margibi, to resettle both displaced and ex-combatants. The approach envisages a focus on access, clinics, schools, agriculture and the refurbishment of market facilities, and economic infrastructure.

Recognizing that, people are using shelters to sleep in while moving back to farming activities during the day, and are also using shelters as launch platform for resettlement (i.e. they are keeping these options open). The main primary project focus will gradually change from supporting shelter activities to supporting resettlement.

2. Methodology.

The major tool for implementing project strategy are micro projects. Discrete interventions with identifiable outputs and short implementation periods are identified in consultation with local and international NGOs and affected community groups. These micro project proposals are developed by project staff to a stage suitable for consideration. Information provided in the proposals include location, output, justification, participants (NGOs, other UN agencies, identifiable community groups, etc.) who does what, sustainability, and budget (including other contributions)

Generally the project focuses on construction of shelters and functional rehabilitation of facilities. Participating partners are responsible for food and non-food items and long term sustainability (teaching and medical programmes). The micro project approach focuses on the following areas:

SHELTER - The provision of emergency and medium term shelters and transit camps including support for water and sanitation projects. Support for shelter reconstruction will also be provided when the purpose is to rehouse displaced people occupying essential buildings, in particular clinics and schools, provided a plan exists for the operation of the facility and for its functional rehabilitation.

CLINICS/HEALTH - The rehabilitation of health facilities to assist other organizations who may operate the facilities. In certain cases, consideration may be given to supporting a health campaign, e.g. the eradication of pests within the shelters.

SCHOOLS - The functional rehabilitation of schools or the construction of shelter schools. In all cases, the proposed rehabilitation should be modest.

ECONOMIC INFRASTRUCTURE - The rehabilitation of vegetable, meat and fish markets or the construction of modest facilities for displaced people or new resettlement areas. Support may also be considered for income generation activities including agriculture, particularly when these micro projects are focused at the extremely disadvantaged. (orphans, abused women and girls, the severely traumatized, and the elderly).

RESETTLEMENT - Provide access (roads and bridges and bush clearing) to areas of resettlement, especially those with productive capabilities. Rehabilitation of basic services in resettlement areas, including schools, clinics, wells, latrines and economic infrastructure.

In all of the above cases the micro projects are modest in their scope and aim at meeting the needs of the maximum number of people.

In addition to the above, the project provides logistic support to the UN family, NGOs and government in the following ways: 1) support for government relief and resettlement efforts; 2) relief, resettlement, transport support; 3) the repair of essential communication links, roads or bridges; 4) support for UN family presence in newly opened areas, be that the form of rent, equipment or communications or rehabilitation of premises.

3. Size and nature of UNOPS contributions.

The purpose of micro projects is to quickly impact on a problem. Almost by definition large lengthy projects are not quick impact. Accordingly UNOPS contribution will be generally limited to $30,000 and the preferred size will be $15,000. The micro project should be completed within a two month time frame. UNOPS contribution should not exceed 50% of the total micro project budget and the preferred level is 30%. It is however recognized that depending on the nature and urgency of the project, exceptions will be made to this guideline.

When the intention is to develop an on going program then it is better to divide the program geographically or into smaller pieces. If the first micro project is successfully implemented, repeat micro projects will be seriously considered and in that way on going support can be provided to a program.

UNOPS can contribute in the following ways:

- By providing cash through a sub-contract with the implementing NGO.
- By providing transport through contracts with transport companies.

- By providing construction materials and hand tools.
- By poviding inputs through direct contracts with suppliers of goods and services.
- By providing support through government.
- By providing logistic support through our own office in the region.

It is possible that all micro project could receive support through all the above modalities.

4. Micro project partners can provide.

The following can usefully be provided by partners requesting UNOPS support for a micro project:

- Management and micro project implementation capability.
- Labour, direct or through community efforts.
- Non-food items, school and clinic equipment.
- Food for work.
- Cost sharing.

The list is not intended to be exhaustive and an implementing partner can provide the same items as provided by UNOPS. In this way resources can be mutually enhanced.

5. Description of the process.

Identification: The main vehicle for the identification of projects will be regional assesment missions and task forces. Priority will be given to micro projects fitting into a regional strategy or action plan developed through the UN system of coordination. An example is the Buchanan task force, which has established immediate priorities and is beginning to establish a long term strategy for the area. Similar coordinated interventions will be established for other areas as the need arises.

Micro projects may also be identified by UNOPS field monitors in consultation with affected communities. Any UN Agency, local and international NGO or community group may propose projects for consideration.

The proposal for a micro project may be in the form of a letter, minutes of a task force, or the first draft of the micro project document.

Preliminary screening of the various proposals will be done by project management. In most cases it is not too difficult to decide what approach to take, but if it is particularly difficult to decide, other agencies and NGOs working in the area of interest will be consulted. If a proposal has merit but does not fall into the general criteria, the proposer will be advised to contact the relevant supporting agency. Proposals that have merit and fit within the general criteria are passed on to the relief monitors who are to negotiate with the various partners to develop a micro project. All proposals we receive get a written response. All requests for assistance who do not make it through the preliminary screen are filed alphabetically with the reply attached. In that way a record of the request and our response is available for future reference. Complaints/appeals will be dealt with by the Micro Project Approval Committee.

Agreement: Once a project has passed preliminary screening, UNOPS staff will work with the proposers to agree roles and responsibilities, and establish realistic budgets for the various activities envisaged. The payment schedule and material delivery schedule will also be agreed. A precise understanding of how and by who the micro project will be implemented also needs to be established. It is not the intention of the project to develop its own implementing capacity in the field, but rather to assist existing organizations achieve the projects humanitarian objectives. For that reason it is at this stage of a proposal that the project monitors will satisfy themselves that the proposers have the capacity to implement the project.

Approval: The approval process has been established with a view to accelerating implementation and at the same time ensuring transparency. It should be noted that approval limits listed below, relate to the level of commitment of UNOPS project funding not the micro projects total budget; do not imply and deviation from standarad UN contracting procedures which continue to apply to all UNOPS contributions to the micro projects; do not absolve UNOPS from reporting responsibilities either to UNDP or the project steering committee.

Project contribution up to $15,000 - Project Manager with post facto approval from the Micro Project Approval Committee.,

Project contribution between $15,000 and $20,000 - Project Manager plus Deputy Resident Representative/UNDP with post facto approval from the Micro Project Approval Committee.

Alternatively project contribution above $20,000 - Micro Project Approval Committee comprising Project Manager, Emergency Officer, plus three members, 1 each from UNDP and government and 1 nominated by the NGO community.

Project contribution above $30,000 where it relates to the support for government instituions or agencies - agreed between the Ministry of Planning and Economic Affairs, the Project Manager and the UNDP Resident Representative.

Once the project is approved UNOPS will require the implementing agency to sign a simple two page memorandum of agreement, which together with the micro project form, the payment schedule and the letter of request will constitute the agreement between parties.

Implementation: Micro projects will be implemented by the NGO, government agency or community group identified in the micro project document. The UNOPS field monitors will satisfy themselves that the micro project is on track and will certify progress payments and material delivery according to the payment schedule agreed. The delivery of a second batch of material or approval of a further payment will consititute confirmation that the UNOPS field monitors are satisfied with progress. Any modifications or variations to the micro project must be agreed in writing and carry the signature of the Project Manager. It will be the responsibility of the field monitors to prepare and agree the variation order or modification with the implementors.

Completion: Field monitors will sign the front cover of the micro project document when they are satisfied the micro project has been satisfactorily completed.

6. Description of the documentation.

The text of this memo has introduced the four components of the document required. Specifically these include the micro project document and three annexes. Annex 1 the original letter of request (if one exists); Annex 2 the payment schedule; and Annex 3 the memorandum of agreement. Copies of the document and annexes are attached to this memo.

The micro project agreement: Comprises several short sections which require to be filled in. A title which should be brief and to the point, e.g. White House: Shelter for 5,000 people - Buchanan. The micro project number will be allocated by UNOPS, a brief description of outputs, e.g. 12 shelter schools at Buchanan shelters; location; description/justification; participants; executing arrangements (who does what); timetable; budgets/contributions (from each participant); sustainability, e.g. if it is a school or clinic project how will the facility be run.

A payment schedule: The payment schedule will be prepared by the UNOPS Field Monitor in consultation with the implementor. Because UNOPS can provide assistance through either cash or through materials, two payment schedules may be required. The cash schedule will specify progress payments made on progress, i.e. on the completion of a specific identifiable component. If for example schools are being constructed, a micro project constructing 12 schools will receive payments on the completion of each school. If inputs are required for materials, material packs will be agreed and issued in advance of the construction of each school. In the case of local NGOs, a limited cash advance can be considered, but in no case will this advance exceed the inputs required to complete the first identifiable output.

The memorandum of agreement: Once the micro project has been approved a short memorandum of agreement will be entered into between the implementor and UNOPS. The memorandum of agreement simply lays out the legal and liability responsibilities of both parties.

7. Reporting.

The micro project approach is output oriented and the payment schedule is set up accordingly. Both materials and cash are given in amounts related to an identifiable output agreed at the time the micro project is developed. It is purposely set up that way to minimise reporting requirements and operates in the same way as most contracts do i.e. where the client judges the quality of the output, not amount of inputs. Nevertheless the contract signed between UNOPS and the main implementing NGO requires the NGO to maintain accurate records and provide reasonable access to those records. The information is available from the NGO if required.

UNOPS itself will report on the micro projects in the following way.

- Through weekly NGO and Information Meetings.
- To the UNDP/Liberia and UNOPS/New York through monthly briefing sessions and written reports.
- To a project steering committee every two months.

The main vehicle for reporting will be a comprehensive monthly report summarizing salient points of each micro project and progress and an analysis of all micro projects by geographic area and by sector of support. Recognizing each micro project could be funded out of as many as 4 separate budget lines, the report will include a budget line allocation for each micro project so the accumalative commitment can be tracked.

UNOPS PROJECT
LIR/94/003
EMERGENCY AND PROGRAMME LOGISTICAL SUPPORT

MICRO PROJECT AGREEMENT

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1) THIS MICRO PROJECT AGREEMENTS DETAILS THE INPUT REQUIRE AND RESPONSIBILITIES OF THE PARTICIPANTS TO ACHIEVE DISCRETE OUTPUTS THROUGH PROJECT LIR/94/003.

2) FOR FULL APPROVAL MICRO PROJECT REQUIRES (i) THIS DOCUMENT; (ii) LETTER OF REQUEST; (iii) PAYMENT SCHEDULE AND (iv) CONTRACT FORM. NOTE: (i) AND (ii) MUST BE COMPLETED BY PROPOSER; (iii) AND (iv) BY UNOPS STAFF.

MICRO PROJECT NUMBER / TITLE #

BRIEF DESCRIPTION (OUTPUTS)

LOCATION

DATE PROPOSED _____ BY: _____

DATE AGREED _____

DATE COMPLETED _____

1) DESCRIPTION / JUSTIFICATION

2) PARTICIPANTS

3) EXECUTING ARRANGEMENTS (WHO DOES WHAT)

4) TIMETABLE:

5) SUSTAINABILITY
(HOW WILL THE FACILITY BE MAINTAINED/OPERATED)

6) OTHERS CONTRIBUTIONS
(NON FOOD ITEMS, FINANCE, ETC)

7) FOOD FOR WORK REQUIREMENTS
(NOTE THE NGO/EXECUTING AGENCY WILL BE REQUIRED TO NEGOTIATE THIS DIRECTLY WITH FOOD PROVIDING AGENCY BUT DETAILS SHOULD BE INCLUDED HERE)

8) UNOPS PROVIDED MATERIALS/PAYMENT SCHEDULES
(AS PER ATTACHED SAMPLE/ANNEX I)

9) SUMMARY (SUMMARY BUDGET)

AGREEMENT SHEET

Checked by Programme Officer _____

Checked by Emergency Officer _____

APPROVED

1. OPS PROJECT MANAGER _____
(FOR PROJECT UNOPS CONTRIBUTION LESS THAN $10,000) Signature/Date

2. DEPUTY RESIDENT REPRESENTATIVE _____
(DRR AND UNOPS MANAGER OR MPAC FOR PROJECT LESS THAN $20,000)

3. LOCAL MPAC _____
(FOR PROJECT MORE THAN $20,000) Signature/Date

LIR/94/003

MICRO PROJECT PAYMENT SCHEDULE

MICRO PROJECT

PAY NO	AMOUNT DUE	BUDGET LINE	OUTPUT/COMMENTS	SIGNATURE	DATE
TOTAL					

NOTE: *MICRO Project budget contributions can be funded from the following.*

1) *BL 21.01 Subcontract with NGO*
2) *BL 21.02 Transport Subcontracts*
3) *BL 21.03 Support for Government*
4) *BL 54.01 Construction and Building Materials*

SAMPLE

LIR/94/003
MICRO PROJECT PAYMENT SCHEDULE
MICRO PROJECT # 86

PAY NO	AMOUNT DUE	BUDGET LINE	OUTPUT/COMMENTS	SIGNATURE	DATE
1	$ 1,180	21.01	Management cost.		
TOTAL	$ 1,180				

NOTE: MICRO Project budget contributions can be funded from the following.

1) BL 21.01 Subcontract with NGO
2) BL 21.02 Transport Subcontracts
3) BL 21.03 Support for Government
4) BL 54.01 Construction and Building Materials

MATERIAL DELIVERY SCHEDULE
MICRO-PROJECT

PACK #	CONTRACT ITEM NO	PACK CONTENT	QUANTITY REQUIRED	UNIT PRICE	COST	OUTPUT	WAREHOUSE MONITOR SIGN/DATE	RELIEF MONITOR SIGN/DATE	NGO RECEIVED
TOTAL									

NOTE:

1) NON CONTRACT ITEMS ARE NUMBERED N.C. AND FOLLOW CONTRACT ITEMS.
2) OUTPUT MUST DESCRIBE STAGED COMPLETION I.E. ROOF OR 50% BUILDING.
3) EACH PACK COST MUST BE SUBTOTALED.