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**IDPs –Focus on Liberia:
Action Plan for the Return and Reintegration of IDPs in Liberia
November 2004 – October 2005**

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**Action Plan
for the
Return and Reintegration of IDPs in Liberia
November 2004 – October 2005**

**Joint Planning Team
Monrovia, November 2004**

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EXECUTIVE SUMMARY

The objective of this Action Plan is to outline the support to be provided by United Nations (UN) agencies and humanitarian partners in assisting the National Transitional Government of Liberia (NTGL) to facilitate the voluntary, safe and dignified return and reintegration of internally displaced persons (IDPs) between November 2004 and October 2005. It is intended to identify *in broad terms* the priority needs to be addressed in the return and reintegration process; the response plans of UN agencies and humanitarian partners for meeting those needs; the gaps between the needs and response which require further elaboration or else additional capacity and resources.

This Action Plan is guided by the strategy and principles contained in the *National Community Resettlement and Reintegration Strategy* (hereinafter *National Reintegration Strategy*), adopted in June 2004 by the Results Focused Transitional Framework Working Committee (RWC3) for the Displaced Population. As such, it is based on the premise that the return of the internally displaced should occur in a manner that is voluntary, safe and dignified but also sustainable and conducive to the effective reintegration and recovery of other war-affected segments of the Liberian population including returning refugees, ex-combatants and those living in communities of return.

It is a working document that will be updated and revised by the Joint Planning Team (JPT) as the situation on the ground develops. Donors are urged to use this and future versions of the Action Plan to assist them in setting priorities and accelerating the disbursement of resources.

Fundamentals of Sustained Return in Liberia – Protection and Community Recovery

This Action Plan places particular emphasis on protection and community recovery activities. Security and safety are major concerns for the displaced and as such the establishment of a comprehensive nationwide system of monitoring and reporting, combined with timely and effective interventions when required, is fundamental to ensuring confidence in the return process and its sustainability. Furthermore, the Plan recognizes the pivotal role that Liberian authorities will play in ensuring that the return is durable. It calls for the International Community to support the Government of Liberia in the receiving communities and capacity building in key areas such as the judiciary, police, civil administration and other government organs that traditionally support a society.

Similarly, community-recovery activities that address the immediate needs of returnees, particularly in the counties of Lofa and Bomi from which most of the displaced originate, serve the same purpose in terms of ensuring sustained return. They also provide a much-needed incentive for people to leave the camps, either with the assistance of the international community or spontaneously. Indeed, it is widely held that increased focus on community recovery activities in areas of return, particularly in the counties of Lofa and Bomi, will provide an important impetus for spontaneous returns.

Overview of the Target Population

After fourteen years of civil war, approximately 450,000 Liberians remain internally displaced. An estimated 280,000 IDPs live in 24 formal camps where, due to funding constraints, they receive some protection and decreasing levels of food and other assistance from UN agencies and NGOs. An additional 20,000 IDPs live in spontaneous settlements or informal camps where they receive minimal levels of assistance. A further 150,000 IDPs are believed to live in host communities around the country and are not directly assisted by the international community.

Facilitated Returns

On the basis of current and anticipated resources, preparations are being made to facilitate the voluntary return of approximately 100,000 IDPs during a first return phase from November 2004 to the end of the dry season in 2005. The majority of these are expected to come from among the 280,000 IDPs in the 24 formal camps and who are returning to the counties of

Grand Cape Mount, Bomi, Margibi and Gbapolou. A second phase of facilitated returns to additional counties that have been or will, in due course, be declared safe will commence in January or February 2005 and will be reflected in future revisions of this Action Plan.

Spontaneous Returns

In addition to facilitated returns, there are large numbers of IDPs who have either already returned or would be prepared to return sooner rather than later and without transport assistance from the international community. Many of these will require and expect to be provided with the return assistance package when distributed in the county to which they have returned.

Camp Support, Consolidation and Closure

Facilitated and ongoing spontaneous returns will allow the consolidation and closure of some of the IDP camps, the modalities of which are now being established. At the same time, it is unrealistic to assume that all IDPs will return between November 2004 and May 2005. As such, there will be an ongoing need to provide protection and assistance to a diminishing camp population. Such support will be required up to and possibly beyond the end of the rainy season in October 2005 when the process of facilitated returns can recommence.

Return and Reintegration Activities

UN agencies and humanitarian partners will implement a broad range of activities outlined in this Action Plan which, in line with the *National Reintegration Strategy*, are considered in terms of the following categories:

- Protection monitoring, reporting and intervention.
- Mass information campaign.
- Transport and logistics.
- Return assistance – food, non-food items and shelter.
- Community-based recovery – health, education, WATSAN, livelihood support
- Capacity-building to local and host communities¹
- Camp support, consolidation and closure.

Funding

Liberia is at a critical juncture. UN agencies and humanitarian partners face severe funding constraints that prevent the implementation of community recovery and other activities aimed at meeting the immediate needs of returnees, such as distributions of seeds and tools. This limits both the incentive for people to return but also the possibilities of sustaining them should they do so. Ultimately it means that resources that might contribute to community recovery are used instead to support the displaced in camps where they face ongoing deprivation and exposure to extreme levels of sexual violence and exploitation.

¹ Capacity building to local authorities and civil administration is envisaged in this plan as critical in anchoring returning IDPs to host communities. Such capacity will be in key sectors such as the judiciary, police, civil administrative authorities and immigration and other government agencies to facilitate their ability to execute their mission. This could be in terms of providing ICTs, technical training to improve civil authorities professional skills/competencies. This support should not be confused with the wider community-based recovery programmes.

1. OBJECTIVE

The objective of this Action Plan is to outline the support to be provided by United Nations (UN) agencies and humanitarian partners in assisting the National Transitional Government of Liberia (NTGL) to facilitate the voluntary, safe and dignified return and reintegration of internally displaced persons (IDPs) between November 2004 and October 2005.² It is intended to identify *in broad terms*:

- the priority needs to be addressed in the return and reintegration process;
- the response plans of UN agencies and humanitarian partners for meeting those needs;
- the gaps between the needs and response, which require further elaboration and/or additional capacity and resources.

This Action Plan is guided by the strategy and principles contained in the *National Community Resettlement and Reintegration Strategy* (hereinafter *National Reintegration Strategy*), adopted in June 2004 by the Results Focused Transitional Framework Working Committee (RWC3) for the Displaced Population. As such, it is based on the premise that the return of the internally displaced should occur in a manner that is voluntary, safe and dignified but also sustainable and conducive to the effective reintegration and recovery of other war-affected groups, including returning refugees, ex-combatants and those living in communities of return.

This Action Plan is a working document that will be updated and revised by the Joint Planning Team as the situation on the ground unfolds. Donors are urged to use this and future versions of the Action Plan to assist them in setting priorities and accelerating the disbursement of resources.

Part two below outlines the two fundamental pillars on which the sustained return of IDPs in Liberia depends and which are, therefore, central to this Plan – protection and community-based recovery. Part three provides an overview of the target population while part four describes the return process. Part five provides an overview of the key needs, responses and gaps in the different categories of return and reintegration activities to be conducted by UN agencies and humanitarian partners in the coming 12 months.

² Pursuant to Principle 28 of the *Guiding Principles on Internal Displacement of which Liberia has adopted*: “Competent authorities have the primary duty and responsibility to establish conditions, as well as provide the means, which allow internally displaced persons to return voluntarily, in safety and with dignity, to their homes or places of habitual residence, or to resettle voluntarily in another part of the country. Such authorities shall endeavour to facilitate the reintegration of returned or resettled internally displaced persons.”

2. FUNDAMENTALS OF SUSTAINED RETURN IN LIBERIA – PROTECTION AND COMMUNITY-BASED RECOVERY

The success and sustainability of the return process in Liberia rests on two fundamental pillars:

- effective protection monitoring, reporting and intervention; and
- community-based recovery;

Critical to both of these is ensuring that the specific needs of vulnerable populations, including women and children are effectively addressed.

With regard to the former, security and safety are major concerns for the displaced. The establishment of a comprehensive nationwide system of monitoring and reporting, combined with timely and effective interventions when required, is fundamental for meeting these concerns and to ensuring confidence in the return process and its long-term sustainability.

Similarly, community-recovery activities are equally critical to sustaining the return and giving those who have returned reason – and the resources – to stay. Importantly, community recovery activities also provide a much-needed incentive for people to leave the camps, either with the assistance of the international community or spontaneously. In fact, it is generally believed that increased focus on community recovery activities in areas of return will provide an important impetus for spontaneous returns. Such a course of action has a number of important advantages:

- Increasing levels of spontaneous return would expedite the process of camp consolidation and closures that would in turn liberate resources that could then be used in areas of return.
- Getting people out of the camps would indirectly address a number of serious camp-related protection problems, in particular the high levels of sexual and gender based violence and abuse against women and children, though protection concerns in host communities should continue to be a priority warranting ongoing coordination, monitoring and response.
- In line with the overall goal of the *National Reintegration Strategy*, rehabilitating communities of return, not only benefits returning IDPs but also refugee returnees, ex-combatants and existing residents.
- Community recovery would contribute to the stabilisation of communities, to the consolidation of peace and security in the country and, in the longer term, the region.

3. OVERVIEW OF THE TARGET POPULATION

Fourteen years of civil war in Liberia have resulted in a severe displacement crisis, both within and across the country's borders. Some 12 months on from the end of hostilities, the deployment of the UN Mission in Liberia (UNMIL) and the inauguration of the NTGL, an estimated 364,000 Liberians are refugees in the neighbouring states of Sierra Leone, Côte d'Ivoire, Guinea and elsewhere. Of these, UNHCR plans to assist 30,000 to return in the coming 12 months.³ It will be important to ensure that the repatriation of Liberian refugees is undertaken in a manner that is equitable with that adopted in regard to the internally displaced.

Approximately 450,000 Liberians remain internally displaced. An estimated 280,000 IDPs live in 24 formal camps where, due to funding constraints, they receive some protection and decreasing levels of food and other assistance from UN agencies and NGOs.⁴ An additional 20,000 IDPs live in spontaneous settlements or informal camps where they receive minimal levels of assistance.

Approximate IDP Numbers in Liberia	
Formal Camps	280,000
Spontaneous Settlements	20,000
Host Communities	150,000
Total	450,000

In addition to those in formal camps and spontaneous settlements, a further 150,000 IDPs are believed to live in host communities around the country. They have not been registered by UN agencies, receive no direct protection or assistance from the international community and are not included within the overall caseload for facilitated return.

³ See further, UNHCR, *Operations Plan for Sustainable Return and Reintegration of Returnees in Liberia (2004 – 2007) – A Summary* (June 2004). This operations plan assumes that UNHCR and UNICEF will be addressing SGBV as stand alone issues and capacity will be built up in their interlocutor agencies.

⁴ For a more detailed demographic breakdown of the IDP population in camps see OCHA-UNHCR, *IDP Return Survey of Official Camps – Preliminary Report* (May 2004).

4. THE RETURN PROCESS

The return process in Liberia consists of:

- facilitated returns, where those eligible are provided with transport and a return assistance package by the international community; and
- spontaneous returns, where the displaced return on their own initiative with a return assistance package but without transport assistance from the international community.

4.1 Facilitated Returns

Between November 2004 and May 2005 (the end of the dry season) UN agencies and humanitarian partners will facilitate the voluntary return of as large a proportion as possible of the IDP population in formal camps and spontaneous settlements.

There are however, two caveats to this. First, UN agencies and humanitarian partners will facilitate returns only to those counties that have been declared safe in accordance with the *National Reintegration Strategy*.⁵ Second, it is *at the present time* unrealistic to assume that all IDPs in camps and spontaneous settlements will return during that period and in advance of the elections in October 2005. Indeed, even though a county is declared safe, some IDPs will remain in the camps because they do not feel that it is safe for them to return. Others will simply prefer to remain in Monrovia than return home.

IDPs by County of Return ⁶		
County	Total	% of Overall Camp Population
Lofa	95,502	36.47
Bomi	82,579	31.53
Gbapolu	30,128	11.50
Bong	23,010	8.79
Grand Cape Mount	15,313	5.85
Grand Bassa	4,516	1.72

⁵ The National Reintegration Strategy establishes a two-tier process for assessing whether a county can be declared safe, comprising an assessment by the Community Resettlement Assessment Committee (CRAC), composed of representatives of the Government, UN agencies, UNMIL, NGOs and IDP communities, and whose decisions must then be endorsed by the national Security Assessment Committee for Resettlement (SACR). For more information, see the *National Reintegration Strategy*, at 7-9.

⁶ Based on the data collected by the *IDP Return Survey*, carried out in 20 of the formal IDP camps in Liberia.

Monteserrado	3,121	1.19
Nimba	2,607	1.00
Margibi	1,711	0.65
Sinoe	1,467	0.56
Maryland	750	0.29
River Cess	585	0.22
River Gee	280	0.11
Grand Gedeh	162	0.06
Grand Kru	155	0.06
Total	261,886	100%

On the basis of current and anticipated resources, preparations have been finalized to facilitate the voluntary return of approximately 100,000 IDPs during a first return phase between November 2004 and end of the rainy season. Registration of those wishing to be facilitated to return started on 1 October and by the first week of November notwithstanding the events of 29 October 2004 in Monrovia over 7,500 IDPs had registered to be moved. The first convoy of nearly 500 individuals was flagged off by the Chairman of the NTGL and the SRSG on 8 November 2004. On this occasion, the Chairman also adopted the Guiding Principles on Internal Displacement to affirm protection, rights and guarantees to IDPs.

The majority of this caseload is expected to come from the 280,000 IDPs in the 24 formal camps and who are returning to the counties of Grand Cape Mount, Bomi, Margibi and Gbapolou, all of which have been declared safe in accordance with the *National Reintegration Strategy* – though it should be noted that not all IDPs from those counties will necessarily return if they feel that it is unsafe for them to do so.

Facilitated Returns – First Phase (November 2004-January 2005)		
County	Caseload	Start Date
Grand Cape Mount	15,313	1 November 2004
Bomi	82,579	16 November 2004
Margibi	1,711	To be determined
Gbapolou	30,128	To be determined

A second phase of facilitated returns to additional counties that have been or will, in due course, be declared safe will be planned for January or February 2005. This second phase will be reflected in future revisions of this Action Plan.

4.2 Spontaneous Return

It is widely held that a significant number of IDPs plan only to leave the camps when provided with transport to the county of return and, on arrival, with the return assistance package.⁷

Equally, however, there are estimated to be large numbers of IDPs who are prepared to return their county of origin sooner rather than later and without transport assistance from the international community. Many of these will require and expect the return assistance package when distributed in their counties.

As an indication of this, it is estimated that over 150,000 IDPs and refugees from neighbouring states have returned spontaneously to their communities of origin since the cessation of hostilities, in some cases leaving family members in the camps who continue to receive assistance. Spontaneous returns have also taken place to counties that have not been declared safe and that were particularly affected by the conflict, such as Lofa, one of the two main counties of return. Indeed, it is believed that over half of the spontaneous returnees mentioned above have returned to Lofa where ICRC provides reintegration assistance such as NFIs, seeds and tools.

4.3 Camp Support, Consolidation and Closure

Facilitated as well as ongoing spontaneous returns will allow for the consolidation and closure of some of the IDP camps, though the modalities of this are still being worked out.. At the same time, given that it is at the present time unrealistic to assume that all IDPs will return between November 2004 and May 2005, there will be an ongoing need to provide protection and assistance to a diminishing camp population. Such support will be required up to and possibly beyond the end of the rainy season in October 2005 when the process of facilitated returns can recommence.

⁷ The return assistance package, detailed in the *National Reintegration Strategy*, as well as transport to their county of return and an onward transport allowance, will be provided only to those IDPs in possession of a valid WFP ration card.

5. RETURN AND REINTEGRATION – NEEDS, RESPONSES AND GAPS

All return and reintegration activities conducted by UN agencies and humanitarian partners will be undertaken in accordance with the “Principles of Return and Reintegration”, contained in the *National Reintegration Strategy* and reproduced below.

Principles of Return and Reintegration

- All humanitarian action should be undertaken in line with universal humanitarian values including principles of humanity, impartiality, neutrality and without discrimination factoring in the reality that while all in need are entitled to assistance, degrees of assistance vary depending upon the circumstances of the individual or population;
- The NTGL has the primary duty and responsibility to generate the conditions conducive to the safe return and sustainable re-integration of displaced Liberians including facilitating discussions between the different war affected populations;
- Returnee, IDPs and receiving communities should participate in a representative and meaningful manner in the planning and organization of return and reintegration activities;
- Special measures should be taken to avoid disparities and distinctions that could be perceived as discriminatory or provoke tensions between different groups, returnees (IDPs, returnees, ex-combatants) or the settled community.
- Support for the settled community and returnees should be provided as part of an integrated package that is community-focused and within the context of the Results Focused Transitional Framework (RFTF) and supports a long-term vision of sustainable recovery.
- Special measures should be taken to minimize the negative impact on host communities of closing IDP camps without proper phase-out and rehabilitation inputs.
- Support for return and reintegration activities should be closely coordinated with all relevant actors involved in this process and should be undertaken in a manner that targets intended beneficiaries, avoids gaps and duplication, and maximizes use of available resources.
- Resettlement and reintegration programmes for IDPs, refugees and ex-combatants are integrated as far as possible
- Every effort will be made to ensure that there is close coordination of all aspects of assistance for the resettlement process to ensure appropriate targeting and efficient use of resources
- Return and reintegration activities should be closely monitored, reviewed, and modified in a well-coordinated and transparent manner so that the best interests of the intended beneficiaries reflects informed decision-making and subsequent interventions.
- Attention should be given to past inter-group conflicts and the unique experiences of the different war affected populations promoting reconciliation in all actions.
- Special attention will be given to children, youth and people with disability in resettlement and reintegration programmes.

Using the *National Reintegration Strategy* as a framework, the following sections provide a breakdown of the different categories of return and reintegration activities and a broad overview of the needs, responses and gaps in each of these categories.

It should be noted that the Joint Planning Team is responsible for planning and overseeing the mechanics of the return process and keeping this Action Plan under review. Coordination of the different activities and sectors listed below will be undertaken through existing coordination structures.

5.1 Protection Monitoring, Reporting and Intervention

5.1.1 Needs and Response

Effective protection is a *sine qua non* to the sustainability of the return process. Effective monitoring of the return process from the camp to the community, including timely intervention when and where needed, is essential. A number of issues ranging from the lack of adequate policing and the absence of the judiciary in many parts of the country, to tensions between

different ethnic groups, contribute to making a security a major concern among the displaced and it is essential that confidence is maintained during and after the movement process. It is imperative that material support is provided to the key organs of receiving local authorities such as local government, judiciary, police, immigration officers, district authorities, etc. to enable them to effectively discharge their respective functions.

Local and national authorities, including the police where present, as well as all UN agencies, humanitarian partners, UNMIL and civil society groups have a crucial role to play in ensuring adequate presence along routes of return, at drop-off points and distribution centres. Efforts are being made to visit districts and individual communities, particularly those where levels of return are expected to be high. Given the security parameters within which UN staff has to work, effective monitoring of the return process will require that UN staff work closely with and provide support to other actors, in particular NGOs, civil society, local authorities and the ICRC.

Particular attention is needed with regard to vulnerable individuals and groups amongst the returnees, such as unaccompanied and separated children; former child soldiers rejected by their communities or unable to reintegrate; unaccompanied older persons; the physically and mentally disabled; pregnant and lactating women; single parents with small children etc. In such cases, IOM will provide alternative means of transport as well as medical support.

For those IDPs who remain in camps, existing protection programmes, in particular those related to the prevention of and response to sexual and gender-based violence and abuse and the establishment of community watch teams must continue and should, moreover, be extended to those camps that are still not covered by such programmes. UNHCR plans to support community watch teams in 6 camps in Bong County. UNICEF plans to train all police recruits and 20% of law enforcement agents in Montserrado County on reporting and investigating cases of sexual abuse and exploitation. It also plans to train all judges and magistrates in Montserrado, Margibi, Bong counties on the protection of children against abuse and exploitation. UNICEF is also developing plans for the establishment of a community-based system for complaints and reporting on sexual abuse and/or exploitation by staff of UN and humanitarian agencies.

Monitoring activities in the camps will continue and be bolstered where necessary and will pay particular attention to ensuring that IDPs choosing to return are doing so on the basis of an informed and voluntary decision. Similarly, those that want to return should not be prevented from doing so by persons with an interest in keeping them in camps in order to obtain assistance.

5.1.2 Key Gaps

- Urgent need for the DSRSG, in consultation with the Protection Core Group, to establish a nationwide mechanism – that draws on all relevant actors on the ground – for monitoring and reporting on all aspects of the return process and on the conditions in camps and communities of return and for facilitating intervention when and where required. An important contribution to this process would be the expedited recruitment and deployment of UNMIL human rights officers in the counties.
- Need to review the security restrictions governing UN agencies in Liberia with a view to enhancing agencies' role in monitoring and reporting on the return process.
- Need to ensure that those being transported by the UN and humanitarian partners sign a voluntary movement form or similar document to ensure the voluntary nature of the return.
- Need to accurately register those wishing to be facilitated to return and maintaining vital data in the records for monitoring and reintegration purposes.
- Need to develop a database for tracking facilitated returns.
- Need for training of additional community watch teams in IDP camps: (a) to prevent or respond to ongoing assaults and abuse of vulnerable groups including women and children; and (b) to provide team members with skills that can be taken back to their communities so as to ensure some type of monitoring and policing system is in place where the national and local authorities and UN do not have the capacity.
- Need for continued support for NGO projects for emergency medical care and counselling for victims of gender-based violence and abuse.
- Need for more robust policing, including to protect against exploitation and abuse by UN personnel, in regard to which steps need to be taken to implement the Secretary-General's bulletin on protection from sexual exploitation and abuse.⁸
- Need for better analysis of existing property dispute mechanisms/processes, including access to such mechanisms by women and how UN agencies and humanitarian partners can provide support⁹.
- Need for better analysis of inter-ethnic tensions in Liberia, and how these are likely to impact on the return and reintegration process.

5.2 Mass Information Campaign

5.2.1 Needs and Response

A clear, coherent and comprehensive information and sensitisation campaign enabling individuals to make well-informed decisions is a crucial component of the return and

⁸ Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse (ST/SGB/2003/13).

⁹ A holistic approach in dealing with SGVB as contemplated in the Convention on the Elimination of Discrimination against Women and the Declaration on the Elimination of Violence against Women is needed. It is recommended that principal agencies in this sphere develop projects that donors can directly fund.

reintegration process. The Joint Planning Team has developed a campaign composed of three elements:

- community outreach through radio broadcasts, including announcements as well as interviews with Government, UN and NGO representatives on UNMIL Radio, national and local radio stations, the latter through UNHCR's implementing partner Talking Drum Studios; newspaper announcements.
- workshops for camp managers and representatives of camp management committees, as well as NGOs working in the camps, who are expected to pass information on to IDPs in the camps; and
- county-level workshops for county superintendents, district commissioners and paramount chiefs, informing them of the return process and familiarizing them with NGOs working in their areas.

5.2.2 Key Gaps

- Need for additional funding to cover transport and food costs for participants from IDP camps and local communities taking part in sensitisation workshops.
- Need to shift from the focus and pre-occupation of IDPs with the return assistance package and convey a broader set of messages to the displaced that the time has come to go home; that the communities with families already living in them will be assisted first, so if they want assistance in their communities they need to be there; that they should have expectations of basic living conditions similar to before the war in their communities, but that this will take time; that if they do not want to return to their places of origin they should not expect to continue to receive assistance in the camps.
- Need to conduct basic rights awareness for displaced persons viz a viz main issues relating to return movements. This should also be tackled with a specific focus on the rights of women and children, using various media – theatre, seminars, community mobilisations etc. Funding will be required to accomplish this task.
- Need to support local and receiving authorities in welcoming their people back to their communities.

5.3 Transport and Logistics

5.3.1 Needs and Response

A significant proportion of the IDP population will require transportation to selected drop-off points in their counties of return. To this end, trucks as well as lighter vehicles will be needed for transporting vulnerable groups to places of return with their belongings.

Working with LRRRC, IOM has begun an information campaign in camps to explain in more detail the process of registering returnees for transportation. It has also begun the actual

registration process itself, compiling transport manifests and providing medical examinations for those planning to travel. IOM has initial capacity to move 15,000 persons to their counties of origin but will require additional funding should the demand for transportation be higher.

UNHCR is also involved in the planning of transport and logistics for IDP returns, including providing storage facilities in areas close to transit centres and way-stations. UNHCR has committed USD1.5 million toward transportation assistance for IDPs, including providing 10 trucks for the initial return to drop-off points and a secondary transportation allowance for onward travel to communities of return. UNHCR will also use its main partner GTZ in the distribution of NFIs (see below) in the existing transit centres and assist in developing temporary distribution sites where necessary. UNMIL has made available 20 trucks at any one time for transporting of IDP luggage and personal effects, allowing IOM to dedicate available funds to contract additional passenger transportation.

5.3.2 Key Gaps

- Need for an agreed JPT strategy on the location of additional distribution centres and their type – either static constructions, or mobile, truck-based distributions. In the case of the former, funding will be required for their construction. The latter will allow for distributions of NFIs to occur nearer to communities of return than is presently being considered.
- Need for the JPT to consider establishing distribution centres prior to the commencement of facilitated returns to a given county so as to encourage spontaneous returnees by ensuring that they have access to the return assistance package on arrival in their county of return.
- IOM has funds to move 15,000 IDPs to their communities of origin. This could, however, be increased if additional UNMIL support is made available.
- IOM is seeking additional USD5 million to offer transport and logistics assistance to the estimated 100,000 IDPs in 2004/2005.

5.4 Return Assistance – Food, NFIs and Shelter

5.4.1 Needs and Response

(a) Food

During the period 2004-2005, WFP has planned to provide food assistance to approximately 170,000 returnees (i.e., refugees and IDPs). In 2004, WFP plans to assist approximately 50,000 returnees, 120,000 returnees in 2005 and 80,000 in 2006. WFP also plans to assist approximately 300,000 IDPs presently residing in displaced settlements and who will also receive food commodities when they return to their respective towns/villages of origin.

For each returning refugee and/or IDP, WFP will provide four months return/resettlement food package. This package, which amounts to 16.65 kilograms per person per month, is

calculated on the basis of full ration (2100 kilocalories) per day per beneficiary. The food package will be composed of cereals, pulses, vegetable oil, corn-soya-blend, and salt. Food requirements and overall costs for the planned caseloads and categories are tabulated below:

Food Requirements and Overall Cost				
	2004	2005	2006	Total
Expected number of returnees	50,000	120,000	80,000	250,000
Food needs in Mt	3,330	7,992	5,328	16,650
Total WFP cost (USD)	2,157,035	5,446,767	3,631,178	11,234,980

WFP and its operational partners will provide the return/resettlement rations in two tranches: two months ration will be provided at the transit or distribution centre together with NFIs that will be made available and distributed by UNHCR and other humanitarian actors. The second tranche will be provided as close to the areas of origin as possible (i.e. district headquarters) to enable easy collection and transport.

(b) Non-Food Items

UNHCR has budgeted for NFIs for 100,000 IDPs up to February 2005. The distribution criterion for the NFI packages is shown below. ICRC is distributing NFI packages to families currently living in all communities in Lofa. This will continue into early 2005, with close coordination with UNHCR to avoid duplication as much as possible. ICRC distributions ensure that not only formal returnees, but also those residents who did not flee to formal displacement camps receive NFIs, as the conditions under which both groups live is equally deficient in basic household items.

NFIs per Person		NFIs per Family	
Items	Quantity	Items	Quantity
Blanket	1 piece	Kitchen set	1 set
Sleeping Mat	1 piece	Jerry can	1 piece
Soap	2 cakes	Lantern	1 piece
Empty travel bag	1 piece	Water bucket	1 piece
Sanitary kit	1 kit (females over 12)		
Plastic sheet	1 piece (adults over 18)		

(c) Shelter

As indicated, the NFI package includes provision for one plastic sheet or tarpaulin for each adult over 18. UNHCR has committed US\$1.6m for shelter kits, i.e., iron sheet and nails for 2004 to be distributed at the community level on the basis of assessed needs and not necessarily to all returning IDPs for whom shelter is a key concern.

5.4.2 Key Gaps

- Although WFP Liberia continues to experience shortfalls in its monthly food requirements, the rations for returning refugees and IDPs have been set aside to ensure smooth implementation of the process and avoid any interruption in the provision of the food package. However, for the other categories of beneficiaries a shortfall of cereals and vegetable oil will be experienced in November. Shipments are expected in October and assuming that there are no delays or diversions, there will be food in sufficient quantities to fully cover the needs of all categories of beneficiaries in November. A shortfall in vegetable oil will be experienced in December but all other food commodities will be in stock.
- WFP will require 86,585 Mt of food aid in 2005 to assist a monthly average of 770,177 people in Liberia. The food will be used mainly for the return and reintegration programme in terms of direct assistance through the return package, and medium to long-term community based assistance through food for work, school feeding, and institutional feeding programmes.
- Need to consider undertaking a food security survey in areas to which IDPs have returned, prior to distributing the second tranche of food rations. It should seek to gauge the extent to which this second distribution is required or whether a community-wide and vulnerability based distribution would be more appropriate. There are concerns that a second distribution focusing on IDPs who have returned may lead to tensions in the community and potential protection issues.
- Urgent need for basic tools that are currently not part of the NFI package and that will be required for cutting poles for shelter construction and to begin the process of clearing land for farming in advance of next year's planting season. Consideration is being given to replicating the ICRC NFI package, which has proven successful for a large number of spontaneous returnees in Lofa and elsewhere. In this context, UNHCR has been approached by the Office of the Humanitarian Coordinator to modify its current NFI kit and include basic agricultural tools such as locally made "rice scratchers".
- Drawing on ICRC's experience in Lofa and elsewhere, need for increased efforts by relevant agencies such as FAO to acquire seeds and tools for distribution to return communities in time for the next planting season.

5.5 Community-Based Recovery

5.5.1 Needs and Response

After 14 years of civil war, community recovery needs are enormous, spanning all the key sectors – health, education, water and sanitation, livelihood support. Rebuilding communities for resident and all returning populations – IDPs, refugees and ex-combatants – must be based on principles of participation, ownership, inclusiveness and non-discrimination. Liberians must play a role in community development for it to be sustainable and for maintaining peace and stability. Initiatives that would enhance the productive engagement of the population, such as labour-intensive civil work schemes, must be supported. Particular attention must be paid to vulnerable populations, specifically women, children, the elderly and disabled, and social and legal protection must be provided. Capacity building of local government and civil society is essential.

Assessments carried out by UNDP in partnership with UNHCR in Bong and Grand Cape Mount, as well as ongoing assessments in Lofa, Nimba and Grand Gedeh, have identified priority projects for the rehabilitation of schools, clinics, WATSAN facilities, market and community centres and road rehabilitation in these counties.

UNHCR's reintegration programme for returning refugees also takes into account returning IDPs, in particular in the counties to Lofa, Maryland, Bomi, Grand Cape, Gbarpolu, Grand Gedeh, Bong, Nimba and Montserrado.

UNICEF will focus on the rehabilitation of basic services in displaced and returnee communities in seven counties: Bomi, Bong, Grand Gedeh, Lofa, Maryland, Monteserrado and Nimba.

World Bank support for IDPs will primarily entail support through the LICUS Trust Fund for Community Driven Development (CDD) and the Liberian Agency for Community Empowerment (LACE), which has been set up by the Government to build in-country ownership and scale up community driven development activities. This programme will provide support to communities as a whole, including returning IDPs.

(a) Health

- UNICEF plans to re-establish primary health care services in seven counties and provide emergency health care for at least 100,000 IDP children in camps in Montserrado, Bong, Nimba and Bassa, and to reactivate 90 clinics in the counties. It also plans to re-establish maternal health services at primary level in seven counties and to ensure that an initial package of reproductive health care is provided to at least 100,000 persons in IDP camps and accessible areas. Supplementary and therapeutic feeding will be provided for vulnerable and malnourished children, pregnant and lactating women throughout the country.

- UNDP plans to rehabilitate 5 clinics in Grand Cape Mount.
- UNHCR is supporting health services in the main areas of return, including procurement of drugs and medical equipment; re-launching an HIV/AIDS prevention campaign; rehabilitation of health facilities; and re-establishment of the health referral system in collaboration with UNICEF, WHO and the Ministry of Health.
- Oxfam is to provide public health education to 100,000 people and the distribution of bednets to 7,000 families.
- The LICUS Trust Fund for CDD and the LACE programme will fund health-related interventions at the community level. These will include the rehabilitation of health posts and traditional birth centres; training of and housing for health workers; and provision of drugs and other inputs.

(b) Education

- UNICEF plans ensure the operation of Integrated Early Childhood Development services in 300 communities and IDP camps and to increase access to primary education in 300 schools in seven counties.
- UNDP has identified projects for the repair and reconstruction of 2 schools in Bong; 8 schools in Grand Cape Mount and 1 vocational training institute in Lofa.
- UNHCR is involved in formal and informal education skills training and assistance to community schools; the construction and rehabilitation of education facilities; peace education activities; and material assistance and support to county education offices.
- German Agro Action (GAA) is undertaking the repair of 27 schools in Bomi, and 3 schools in Grand Cape Mount.
- Together with NGO partners, WFP will implement Emergency School Feeding throughout the counties.
- The LICUS Trust Fund for CDD and the LACE programme will fund education related interventions at the community level. These will include: the rehabilitation of primary schools; training of and housing for teachers; and provision of textbooks and other inputs.

(c) WATSAN

- UNICEF plans to carry out the rehabilitation of 325 hand pumps in 220 schools, and 45 health centres and to provide safe drinking water and improved sanitation in 880 schools and 45 health centres in resettlement areas. It will also provide WATSAN services in 20 IDP camps (until resettlement).
- UNDP is working on the repair and construction of 11 wells, pumps and latrines in Bong, and 12 in Grand Cape Mount.
- UNHCR is working on the construction and maintenance of water sources and the establishment of community water committees.
- GAA is undertaking the repair and construction of 50 wells in Bomi and Grand Cape Mount (starting 1 November).

- The LICUS Trust Fund for CDD and the LACE program will fund water supply interventions. These will include: rehabilitation and/or construction of wells; rehabilitation and/or construction of gravity water supply systems; and training of community members in maintenance of water and sanitation installations.
- UNESCO will be approached to identify areas where its contributions/input can be tapped, given their experience in education in post-conflict/transitional societies.

(d) Livelihood Support

- UNHCR has developed Community Empowerment Projects (CEPs) in all major counties of return. The CEPs will target micro-community projects prioritised and managed by the communities themselves. CEPs are concentrated in Bong, Grand Gedeh, Lofa, Monteserrado, Bomi, Grand Cape Mount and Maryland. Other activities include hiring and training of community mobilisers; psychological counselling and the establishment of peer support projects; support to gender development; and micro-credit/grants for urban refugees. Support to agriculture will involve the distribution of seeds and tools to 7,500 families in Grand Gedeh, Harper and Voinjama in 2004, though these are not all priority areas for return. The set of tools per family at the community level will include: 1 machete, 1 hoe, 1 pick axe and 1 file. Distribution of seeds and tools will be undertaken by FAO and all CEP partners.
- WFP is also planning to assist the resettlement through the provision of NFIs, specifically agricultural tools and equipment. In 2005, WFP is appealing for USD500,000 and in 2006, USD450,000 for this purpose. These will be distributed to resettled farmers to help re-build their farms. WFP plans also to support long-term livelihood schemes in communities by providing food aid to support agriculture activities, rehabilitation and/or construction of basic infrastructures such as clinics, roads and bridges, community water wells, markets, schools. Food support will also be provided for hospitals and other vulnerable groups. The projects will target all civilians in communities (ex-combatants, newly arrived returnees, resettled IDPs or populations that have remained in their villages) and will support the basic foundations of self reliance and livelihood.
- UNDP plans to support the rehabilitation of 2 market centres and one community centre in Bong and road rehabilitation in Lofa.
- GAA is to support the distribution of seeds and tools to 3,650 families in Bomi and Grand Cape Mount while Oxfam plans to distribute seeds and tools to targeted vulnerable groups in Bomi County.
- ICRC will distribute comprehensive tool packages to all communities in Lofa County covering 40,000 families, as well as selected areas in Gbarpolu, River Cess, Nimba and River Gee, covering 25,000 families, starting in late 2004 up until February 2005. This will be followed with a seeds distribution (rice seed, bean seed and vegetable seeds) targeting the same areas and also covering 40,000 families in Lofa and 25,000 in the other areas.
- CRS, in conjunction with WVI and Africare, is soliciting funding from the USG for a community resettlement and rehabilitation program in 2005. This initiative will focus on

infrastructure rehabilitation and livelihoods support within communities of high return. The project will provide seeds and tools packages to 42,000 farm families in Bong, Grand Cape Mount, Lofa, Nimba, Bong and the South-East. Food-for-work based rural infrastructure rehabilitation will also be supported in the same counties, focusing on feeder roads and bridges, markets, wells, latrines, and agricultural systems.

(e) Capacity Building

▪ UNDP has established a total of 17 District Development Committees (DDCs) in all districts of Bong, Nimba and Grand Gedeh counties to ensure micro-projects are participatory, demand-driven and led by the local population. All interventions will be implemented by local NGOs and CBOs and will eventually be managed by the DDCs.

5.5.2 Key Gaps

- Urgent need for information (through enhanced presence and monitoring) on where exactly IDPs are returning to and for a series of coordinated and expedited needs assessments in those communities so as to fill the current information gap as to conditions in return communities. This should also seek to provide a more accurate picture of who is doing what where.
- Urgent need to mobilise more resources for effective coordinated interventions in the different sectors and targeting returnees in different counties.
- Since around 80% of the returnees are farming communities, emergency assistance of agricultural inputs combined with training and technical backstopping to enable returnees resume their farming activities and produce their food is a priority livelihood support activity that has to be addressed. The livelihood package has to include a variety of programmes such as fishery, poultry, livestock, and blacksmith training.
- Need for increased coordination and harmonisation of agricultural emergency assistance interventions among key players including ICRC, UNHCR, FAO and NGOs involved in agricultural activities.
- Need to mainstream gender needs through a gender-focused approach of interventions.

5.6 Camp Support, Consolidation and Closure

5.6.1 Needs and Response

As returns gather pace, it will be possible to begin a process of consolidating and closing the camps, though this will require careful planning. Part of this process should also include the gradual phasing out of assistance in all camp locations on the basis of a vulnerability assessment. This assessment will require resources that need to be planned for now. Protection concerns, vulnerability, food needs, separated families and reasons for continued displacement will all need to be examined. Consideration also needs to be given to the environmental impact that camps have had and the steps to be taken to return land to its

original use, including a phased farming strategy to sensitize communities as to the potential disease and sanitary hazards of farming former IDP camp land too soon after camp closures. Likewise, provisions should be made for the proper closing of latrines and bathhouses to ensure sanitary safeguards for the community post-camp closures.

At the same time, it cannot be assumed at this stage that all IDPs will be able to leave the camps and return to their communities of origin between November 2004 and May 2005. As such, protection and assistance activities to meet the needs of a diminishing IDP population in camps remain essential. A particular area of concern will be the need for continuing and increased efforts to sensitise camp populations on sexual and gender based violence and abuse and the need to develop appropriate response mechanisms in all remaining IDP camps. The provision of shelter materials to repair damaged huts will also be a key issue.

5.6.2 Key Gaps

- Urgent need for the IDP Committee (as the inter-agency forum for IDP policy issues) to develop a comprehensive strategy and plan concerning the consolidation and closure of camps that addresses a broad and complex range of issues, including not limited to:
 - What will happen when a family departs from their shelter in the camps?
 - Can they take all the shelter materials with them?
 - Will the shelter be destroyed?
 - What is the likely impact of the camp closure on the surrounding community?
 - How can any potential negative effects, such as the loss of markets, loss of access to health services, water sources, be avoided or minimised?
 - What steps need to be taken to phase out assistance in the camps?
- See also under 5.1 Protection Monitoring, Reporting and Intervention.

ANNEX 1 - IDP RETURN ACTION PLAN – PHASE I

INGO assistance per county

Agency	Assistance/ facilitation/ services able to provide
GRAND CAPE MOUNT	
GAA (combined information for Grand cape Mount and Bomi)	1. Rehabilitation / installation of 50 wells and related hygiene promotion activities
	2. Seeds and tools for 3,600 farming families
	3. Vegetable seeds for 1,500 farming families for the next main season
	4. rehabilitation of bridges (special emphasis on Suehn-Mekka district)
	5. Rehabilitation and equipment of 16 primary schools (funded by German Government and UNICEF). Most of the schools in Bomi
	6. School feeding ongoing in Gola Konneh and Porkpa District (to be enlarged to include more schools if WFP has the food)
CCF	1. Water points and public latrines rehabilitation and community hygiene training in areas of high return (see combined number in the Bomi section)
SCF	1. Food security and livelihoods: To conduct rapid needs assessment in the areas of return and vulnerability mapping
	2. Protection: Prevention of family separation and protection training
OXFAM (in both GCM and Bomi)	Protection and Human Rights Awareness Program - Monitoring return and reintegration
BOMI	
GAA (see under Grand Cape Mount)	
CCF (in both Bomi and Gbarpolu)	1. Able to provide child protection services fro separated children, including tracing, reunification, and follow-up
	2. Social worker stationed in the transit camp in Tubmanburg
	3. Rehabilitation of 20 water points and 60 public latrines (combined numbers for Bomi, Grand Cape Mount and Gbarpolu) and community hygiene training in areas of high return.
	4. Vocational training, GBV, child protection and literacy and numeracy for CAFF, women and returnees.
SCF (in both Bomi and Gbarpolu)	1. Food security and livelihoods: - To conduct rapid needs assessment in the areas of return and vulnerability mapping - Seeds and tools distribution - NFI assistance to vulnerable children - Longer term: household economy analysis
	2. Protection: - Prevention of family separation and protection training - Protection against recruitment of combatants - Protection against sexual violence and exploitation - Follow up and care of GBV survivals
	3. Health: - Mobile clinics - Support to 4 MOH health facilities (in each of the counties) - Support and training to TBA and Traditional Midwives and distribution of delivery kits - Longer term: support to CHTs
OXFAM	Protection and Human Rights Awareness Program - Monitoring return and reintegration

Agency	Assistance/ facilitation/ services able to provide
MARGIBI	
ARC	Starting GBV prevention and response project to provide community awareness around GBV/RH, peer educators and counseling and referral for survivors
Merlin	Supporting the Primary Health Clinics in Unification and Browns Town IDP camps
SCF	1. Food security and livelihoods: To conduct rapid needs assessment in the areas of return and vulnerability mapping
	2. Protection: <ul style="list-style-type: none"> - Prevention of family separation and protection training - Protection against recruitment of combatants - Protection against sexual violence and exploitation - Follow up and care of GBV survivors - Family tracing and reunification
	3. Health: <ul style="list-style-type: none"> - Support to 5 MOH facilities - Support and training to TBA and Traditional Midwives and distribution of delivery kits - Longer term: support to CHTs
GBARPOLOU	
CCF	1. See Bomi section for identical activities in both Bomi and Gbapolou
	2. Social worker stationed in Gbarnaga transit centre
SCF (see under Bomi)	

LIST OF ACRONYMS

1. CDD – Community Driven Development
2. FAO – Food and Agriculture Organization
3. ICRC – International Committee of the Red Cross
4. ICT – Information Communication Technologies
5. IDP – Internally Displaced Persons
6. IOM – International Organization for Migration
7. LACE – Liberian Agency for Community Empowerment
8. LICUS – Low Income Countries Under Stress
9. LRRRC – Liberia Refugee Repatriation and Resettlement Commission
10. NFI – Non Food Item
11. NGO – Non-governmental Organization
12. NTGL – National Transitional Government of Liberia
13. SGBV – Sexual and Gender Based Violence
14. UNDP – United Nations Development Programme
15. UNHCR – United Nations High Commissioner for Human Rights
16. UNICEF – United Nations Children’s Fund
17. UNMIL – United Nations Mission in Liberia
18. WFP – World Food Programme