



Humanitarian Aid Decision
F9 (FED9)

Title: Humanitarian aid operations to support the return and the
reinstallation of vulnerable people in Liberia.

Location of operation: LIBERIA

Amount of Decision: EUR 1,400,000

Decision reference number: ECHO/LBR/EDF/2006/01000

Explanatory Memorandum

1 - Rationale, needs and target population.

1.1. - Rationale:

The 14 years of civil war in Liberia ended in August 2003 with the signature of the Accra Peace Agreement, leading to the creation of a National Transitional Government to prepare the ground for democratic elections and to bring Liberia back to a normally functioning state. Subsequently, the United Nations Mission to Liberia (UNMIL) deployed 15,000 peace keeping troops throughout Liberia to enforce the cease-fire, secure the country, allow humanitarian assistance to be provided and help the new government during the transition period. The disarmament and demobilization of more than 100,000 former fighters has been completed by end November 2004.

Presidential and legislative elections took place in October and November 2005, and Mrs. Ellen Johnson Sirleaf was inaugurated as President on 16 January 2006. The composition of her government was publicly announced at the end of April 2006. Corruption had become endemic which is why the International Community had prepared an anti-corruption plan called GEMAP (Governance, Economic and Management Action Plan) that was signed on September 2005 and is now being implemented. If the security situation has significantly improved, it is thanks to the presence of the peacekeeping troops.

The war killed around 250,000 people and left approximately half of the 3 million population displaced both internally and in neighboring countries. The economic infrastructure has been

totally devastated and the social fabric disrupted. Beside the material impact, the conflict also had a huge psychological impact on those who perpetrated, suffered or witnessed violence. Many children were enrolled as child soldiers, people were victim of torture and women sexually abused.

The President made an appeal to Liberian refugees in neighboring countries and IDPs to return back home, rebuild Liberia in a common effort with the Government and cohabit in peace. This found an immediate echo, and at the beginning of May 2006¹, approximately 64,000 refugees had returned from neighbouring countries with the assistance of UNHCR, while another 148,000 are still registered in refugee camps, waiting to come back. Around 200,000 Liberian returned spontaneously up country. In April 2006, the return process of approximately 320,000 Internally Displaced people (IDPs) to their areas of origin was declared finished and all camps were officially closed. However, it is estimated that approximately 20% of the former IDPs remain in the camp areas as community dwellers and are in need of ad hoc assistance.

DG ECHO² has been fully engaged in the humanitarian situation erected by the Liberian crisis. Pursuing this engagement in Liberia is a necessity to allow satisfactory coverage of basic services in the main affected areas, to consolidate what has been done so far, and to prepare a good phasing out strategy once development instruments are in place. The current allocations are not sufficient to address all remaining purely humanitarian needs, particularly because financial assistance by other main humanitarian donors decreased considerably between 2004 and 2005³. In 2006 donors are shifting their attention to longer-term development projects, with most of the funding earmarked for governance issues such as the security sector reform and judicial reforms.

1.2. - Identified needs :

Liberia is no longer ranked on the Human Development Index due to lack of comprehensive data. But some figures are available: The Human Development Report informs that life expectancy at birth is 42.4 (2003); 46% of the population is undernourished; adult literacy rate is 55.9%; GDP per capita in 2003 was 131 USD. The precarious health situation is illustrated by the fact that in 2005, 90% of the existing medical services were funded through international aid, and one third of this alone was DG ECHO funding. 86% of households have been displaced since 1990 in Liberia, and on average they have been displaced twice⁴.

Due to the increased confidence in the stability of the country by the beginning of 2006, UNHCR turned to promote the return of refugees rather than just facilitating it. This accelerated the movement of thousands of people, leading to additional stress on the scarce existing basic social infrastructures in the areas of return.

Despite some economic activity returning to parts of Monrovia and the assistance being delivered, only 32% of households have access to safe drinking water and 76% have no access to sanitary facilities⁵. Other basic facilities such as shelter and schools are not available; road network and bridges are to be rebuilt. Government capacity to take over from international agencies is still very limited.

¹ UNHCR, May 2006

² Directorate-General for humanitarian aid - ECHO

³ The financial support from OFDA to Liberia humanitarian crisis decreased from USD 24,5 million in 2004 to USD 9 million in 2005.

⁴ Comprehensive Food Security and Nutrition Survey (CFSNS), preliminary results, 23 June 2006 - WFP.

⁵ Comprehensive Food Security and Nutrition Survey (CFSNS), preliminary results, 23 June 2006 - WFP.

A Survey was conducted by WFP between February and June 2006 to gather baseline data on food security and nutrition. According to the preliminary results, only 8.6% of households have been found food secure with good food access and good food consumption. 41% of households estimate that the size of their land is smaller than before the war.

Returnees are amongst the most vulnerable as they returned too late for the main agricultural season in early 2006 and will be in need of support to start agricultural activities in the second season starting in October. As most of them are returning with no or little assets, they will need to receive agricultural inputs to start their farms as well as other types of emergency food-security related support to improve their livelihood options.

1.3. - Target population and regions concerned :

Three main beneficiary profiles in need of significant and sustained assistance can be distinguished:

- 1) **Returnees households**, and particularly those headed by women, who are amongst the most vulnerable in terms of access to safe water and sanitation, health, shelter, and in terms of food security.
- 2) 320.000 **displaced people** have been assisted with return packages and it is estimated that 20% of them haven't returned to their area of origin and are in need of assistance to either return up country or to properly settle down in a community around the former camp areas.
- 3) The **resident communities** who were completely isolated during the conflict but who have to cope with the returning population. Their number is not known with any precision.

1.4. - Risk assessment and possible constraints :

An important pre-condition to the stabilisation of return is that the security situation is maintained. The major destabilization factors such as the movement of heavy weapons and of ex-combatants in the sub-region must therefore be controlled, and the reintegration of ex-combatants must be effectively concluded. Developments in neighbouring Guinea and Côte d'Ivoire still represent a risk to Liberia's stability.

Another assumption is that the consolidation of the establishment of the new government continues without major disruption and leads to an improvement of public financial and macro-economic management.

The problems of the return and reinstallation of IDPs and returnees are only a part of the bigger picture of relief and recovery in Liberia, but the challenge posed by reinstalling more than 600,000 uprooted Liberians is immense. The restoration of livelihood is the backbone of the return process and all support activities must be well coordinated among all of the parties involved: the humanitarian actors, the Government, the donors, the civil society and the local communities.

2 - Objectives and components of the humanitarian intervention proposed:⁶

2.1. - Objectives :

Principal objective:

The suffering of the Liberian population affected by civil conflict is alleviated by means of support to return, rehabilitation and restoration of basic living conditions within the country.

Specific objectives:

The reinstallation of formerly displaced people and refugees is reinforced through the provision of integrated humanitarian assistance

2.2. - Components :

The identified areas in need of humanitarian support have been identified as a complement to the operations already implemented with the 2006 Global Plan for Liberia:

- **Food security:** Reduce the vulnerability regarding access to food with support to agricultural and livelihood activities; There have been several actors in this sector providing tools and seeds on a low scale in the most accessible communities, but a need for agricultural inputs as well as activities improving agricultural techniques and marketing remains since the traditional household farm is the predominant production system in Liberia. Areas to be prioritized for Food aid and Food security actions are Lofa, Gbarpolu and River Gee, followed by Bomi and Grand Kru and then Nimba, Bong, Sinoe and Maryland.

Indicators of success will be related to the reduction in dependence on humanitarian aid, an increase of the share of self-produced food among the total food-basket of a family, a reduction in post-harvest losses and thus a shortened hunger gap.

- **Access to basic services:** Continue restoring access to clean water, sanitation systems and shelter to allow the return and reinstallation process. Continue restoring the healthcare system within a larger strategy including development actors.

This will be achieved through the improvements to the abandoned infrastructures; the provision of inputs required to run the health and outreach activities and to respond to emergency situations; the provision of clean water through temporary or permanent structures; the construction of communal hygiene facilities in accordance with local customs; the implementation of solid waste collection and garbage collection. Whenever possible, beneficiaries are taking part in the implementation of these activities.

⁵ Humanitarian aid operations funded by the Commission are implemented by NGOs and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) (in conformity with Article 163 of the Implementing Rules of the Financial Regulation) and by United Nations agencies based on the Financial and Administrative Framework Agreement (FAFA). The standards and criteria established in DG Echo's standard Framework Partnership Agreement to which NGO's and International organisations have to adhere and the procedures and criteria needed to become a partner may be found at http://europa.eu/comm/echo/partners/index_en.htm

In general terms, key indicators of success include an increase in access to the basic services, and a reduction in the incidence of outbreaks of diseases related to poor sanitation and lack of safe water.

- **IDP camp closure:** The formal ending of the IDP return process make it necessary to support a proper camp closure strategy in order to makes sure that residual caseloads are adequately assisted, that they have access to basic social services, and that land is returned to agricultural use.

Humanitarian aid can provide some of the answers. There are a number of coordinated actions that can be taken in the Linking Relief Rehabilitation and Development (LRRD) context to alleviate the immediate suffering and provide the initial impetus for a resumption of economic and other normal activities.

In order to lead to development programmes, humanitarian interventions have to start switching from being purely reactive to vulnerabilities, to being in line with national strategies. However, this depends on the new government capacity to formulate policies and on the donor's confidence to make funds available.

DG ECHO is working with DG DEV to prepare the link with programmes having long-term goals. This is being done in two ways: identifying whenever possible partners capable of staying beyond the humanitarian phase and coordinating closely with AIDCO and DG DEV in the framework of the implementation of the 9th EDF and programming of the 10th EDF. This coordination is essential to maintain continuity in DG ECHO-funded operations particularly in the health sector.

3 - Duration expected for actions in the proposed Decision:

The duration for the implementation of this Decision shall be 12 months.

Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 1 August 2006 as this decision complements the Global Plan currently being implemented.

Start Date : 1 August 2006.

If the implementation of the actions envisaged in this Decision is suspended due to *force majeure* or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

4 - Previous interventions/Decisions of the Commission within the context of the current crisis

List of previous DG ECHO operations in LIBERIA

Decision number	Decision type	2003 EUR	2004 EUR	2005 EUR	2006 EUR
ECHO/TPS/210/2003/01000	Global Plan	4,400,000			
ECHO/TPS/2003/14000	Emergency decision	8,000,000			
ECHO_WF/BUD/2004/01000	Global Plan		8,526,000		
ECHO/LBR/EDF/2004/01000	Ad hoc		4,300,000		
ECHO_WF/BUD/2004/03000	Ad hoc		550,000		
ECHO_WF/BUD/2005/01000	Global Plan			17,010,000	
ECHO/LBR/EDF/2005/01000	Ad hoc			2,700,000	
ECHO/LBR/BUD/2006/01000	Global Plan				16,400,000
	Subtotal	12,400,000	13,376,000	19,710,000	16,400,000
	Total (y-2)+(y-1)+(y)		61,886,000		

Dated : 26/06/2006

Source : HOPE

(*) For 2004 and 2005: DG ECHO EUR 8,526,000 and EUR 17,010,000 responses in Liberia are respectively coming from the EUR 18 million and EUR 25 million Global Plans for West Africa. For 2004, EUR 550,000 is coming from the Côte d'Ivoire Ad hoc decision taken in November 2004.

5 - Other donors and donor co-ordination mechanisms.

Since the departure of UNOCHA (United Nations Office for Coordination of Humanitarian Affairs) from Liberia at the end of November 2004, the coordination of humanitarian assistance has been led by the Humanitarian Coordination Section of UNMIL. This coordination also involves the LRRRC (Liberian Refugee Repatriation and Resettlement Commission) from the Liberian Government side. Recently, the new government has put in place the "Liberia Reconstruction and Development Committee" LRDC whose task is to coordinate recovery and reconstruction activities under four pillars: Security; Economic revitalisation; governance and rule of law; infrastructure and basic services.

Besides the EUR 61.88 million from ECHO, the European Commission has allocated EUR 100.5 million to Liberia between 2003 and 2006: EUR 25 million DEV/AIDCO Post Emergency funds to support refugees and returnees, EUR 8 million support to ECOWAS, EUR 46.5 million for post conflict rehabilitation and institution building, EUR 7 million Food aid in 2003, EUR 7 million Food aid in 2004, EUR 5 million Food aid in 2005 and EUR 2 million Food aid in 2006.

Donors in LIBERIA the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Belgium	500,000	ECHO	16,400,000	USAID/OFDA	7,466,000
Denmark	1,394,102	Other services	p.m.	US/PRM	17,000,000
Finland	400,000			USAID/FFP	21,000,000
France	484,834			UNHCR	p.m.
Germany	4,616,950			ICRC	p.m.
Ireland	2,677,719			JAPAN/WFP	p.m.
Netherlands	3,842,545				
Sweden	3,766,686				
United Kingdom					
Subtotal	17,682,836	Subtotal	16,400,000	Subtotal	45,466,000
		Grand total	79,548,836		

Dated : 26/06/2006

(*) Source : ECHO 14 Points reporting for Members States. <https://hac.ccc.eu.int>

Empty cells means either no information is available or no contribution.

6 - Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: EUR 1,400,000

6.2. - Budget breakdown by specific objectives

Principal objective: <i>The suffering of the Liberian population affected by civil conflict is alleviated by means of support to return, rehabilitation and restoration of basic living conditions within the country.</i>				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners⁷
The reinstallation of formerly displaced people and refugees is reinforced through the provision of integrated humanitarian assistance	1,400,000	Liberia	Support to the food security and nutrition situation ; Restoration and improvement of basic services; Protection of the vulnerable;	- ACF - FR - ADRA - DK - DRC - SCF – UK - UN - UNHCR – BEL
TOTAL:	1,400,000			

⁷ ACTION CONTRE LA FAIM,(FR),ADVENTIST DEVELOPMENT AND RELIEF AGENCY - DENMARK, DANSK FLYGTNINGEHJÆLP, THE SAVE THE CHILDREN FUND (GBR), UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES – BELGIUM, THE SAVE THE CHILDREN FUND (GBR) -

7 - Evaluation

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

http://europa.eu/comm/echo/evaluation/index_en.htm.

COMMISSION DECISION
of
on the financing of humanitarian operations from the 9th European Development Fund
in
LIBERIA

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,
Having regard to the ACP-EC Partnership Agreement signed in Cotonou on 23 June 2000, in particular Articles 72 thereof,

Having regard to the Internal Agreement of 18 September 2000 on the Financing and Administration of the Community Aid under the Financial Protocol to the Partnership Agreement between the African, Caribbean and Pacific States and the European Community and its Member States signed in Cotonou (Benin) on 23 June 2000, in particular Article 25 thereof¹

Whereas:

- 1) Liberia has been seriously affected by a protracted internal conflict that lasted for 14 years and caused the death of around 250,000 people. As a consequence, at some stage half of the 3 million Liberians were either displaced or refugees in neighboring countries.
- 2) The majority of the displaced people returned to their areas of origin by mid 2006, and the repatriation of thousands of refugees is still going on since October 2004.
- 3) Basic services such as health, water/sanitation and shelter have been depleted by years of fighting and looting in the whole country. Less than 10% of households are considered to be food secure. The capacity of Liberia to provide those services is not large enough to deal with the continuing movement of returnees.
- 4) An assessment of the humanitarian situation leads to the conclusion that a humanitarian aid operation should be financed by the Community for a period of 12 months.
- 5) It is estimated that an amount of EUR 1,400,000 from the 9th European Development Fund is necessary to provide humanitarian assistance to populations directly affected by the conflict.
- 6) The use of the 9th EDF fund is necessary as all the funds allocated for ACP countries in the general budget are entirely depleted.
- 7) The Commission has informed the EDF Committee set up by the Internal Agreement with ex ante information according to the criteria laid down in Article 24.3 (b) of the Internal Agreement.

HAS DECIDED AS FOLLOWS:

¹ OJ L317 of 15 December 2000
[ECHO/LBR/EDF/2006/01000](#)

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of EUR 1,400,000 from the 9th European Development Fund for humanitarian aid operations to assist vulnerable people directly affected by the armed conflict in LIBERIA.

2. In accordance with Article 72 of the ACP-EC Partnership Agreement, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:

The reinstallation of formerly displaced people and refugees is reinforced through the provision of integrated humanitarian assistance.

The total amount of this decision is allocated to this objective

Article 2

1. The implementation of humanitarian aid operations funded by this Decision shall have a maximum duration of 12 months from 1 August 2006.

2. Expenditure under this Decision is eligible from 1 August 2006.

3. If the operations envisaged in this Decision are suspended due to *force majeure* or comparable circumstances, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Article 3

The decision shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission