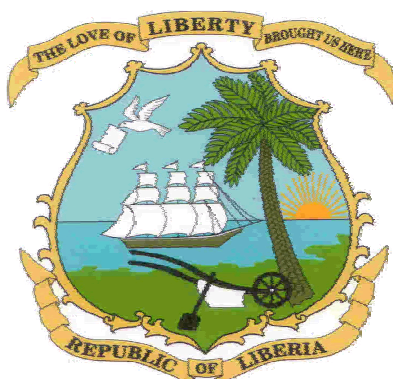


# **LIBERIA**



## **National Transitional Government of Liberia**

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United Nations / World Bank



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## **Joint Needs Assessment**

**February 2004**



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The great enthusiasm that has been shown by all participating in this Needs Assessment process over the past four months, and the endorsement of the product by those involved, has strengthened our belief that we have reached the beginning of a new era for Liberia. Indeed, we are now moving ahead—with resolve—on the irreversible path to recovery and longer-term prosperity.

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<sup>1</sup> The United Nations Development Group (UNDG) is an instrument for UN reform, created by the Secretary-General in 1997, to improve the effectiveness of UN development at the country level. The UNDG brings together operational agencies working on development. The Group is chaired by the Administrator of the United Nations Development Programme (UNDP) on behalf of the Secretary-General.

## Abbreviations and acronyms

4R	Repatriation, Reintegration, Rehabilitation and Reconstruction
ADB	African Development Bank
AFL	Armed Forces of Liberia
AFLEG	Africa Forest Law Enforcement and Governance
AIDS	Acquired Immune Deficiency Syndrome
AMCEN	African Ministerial Conference on the Environment
AU	African Union
CAO	Civil Affairs Officer
CAP	Consolidated Appeals Process
CCA	Common Country Assessment
CEP	Community Empowerment Project
CG	Consultative Group
CHAP	Common Humanitarian Action Plan
CM	Community Mobilizers
CPA	Comprehensive Peace Agreement
CSA	Civil Service Agency
CSO	Civil Society Organization
DDRR	Disarmament, Demobilisation, Rehabilitation, Reintegration
DESA	Department of Economic and Social Affairs
DFID	Department for International Development (UK)
DGO	Development Group Office
DPA	Department of Political Affairs
DPKO	Department of Peacekeeping Operations
DRC	Democratic Republic of Congo
DSRSG	Deputy Special Representative of the Secretary General
EC	European Commission
ECHA	Executive Committee on Humanitarian Affairs
ECOMIL	ECOWAS Mission in Liberia
ECOSOC	Economic and Social Commission
ECOWAS	Economic Community of West African States
EOC	Emergency Obstetric Care
EOSG	Executive Office of the Secretary General
EPA	Environmental Protection Agency
ERT	Emergency Response Team
FAO	Food and Agriculture Organization
FDA	Forestry Development Authority
GDP	Gross Domestic Product
GFATM	Global Fund to fight AIDS, Tuberculosis and Malaria
GNP	Gross National Product
GOL	Government of Liberia
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (Germany)
HC	Humanitarian Coordinator

HIV	Human Immunodeficiency Virus
HQ	Headquarters
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Persons
IFAD	International Fund for Agricultural Development
IFI	International Financial Institution
ILO	International Labor Organization
IMTF	Integrated Mission Task Force
INHRC	Independent National Human Rights Commission
IOM	International Organization on Migration
I-PRSP; PRSP	Interim – Poverty Reduction Strategy Plan
JIU	Joint Implementation Unit
LICUS	Low-Income Countries Under Stress
LNRCs	Liberian National Red Cross Society
LRRRC	Liberia Refugee Repatriation and Resettlement Commission
LURD	Liberians United for Reconciliation and Democracy
LWSC	Liberia Water and Sewerage Corporation
MAC	Military Advisory Commission
M & E	Monitoring and Evaluation
MCC	Monrovia City Corporation
MDG	Millennium Development Goal
MOA	Ministry of Agriculture
MODEL	Movement for Democracy in Liberia
MOE	Ministry of Education
MOGD	Ministry of Gender and Development
MOHSW	Ministry of Health and Social Welfare
MOY	Ministry of Youth
NA	Needs Assessment
NCDDRR	National Commission on Disarmament, Demobilisation, Rehabilitation
NEC	National Elections Commission
NECOLIB	National Environmental Commission for Liberia
NER	Net Enrollment Rate
NGO	Non-governmental Organization
NTGL	National Transitional Government of Liberia
NTLA	National Transitional Legislative Assembly
OCHA	Office for the Coordination of Humanitarian Affairs (UN)
OECD/DAC	Organization for Economic Cooperation and Development
OHCHR	Office of the High Commissioner for Human Rights
OSRSG/CAAC	Office of the Special Representative of the Secretary General on Children in Armed Conflict (UN)
PC	Personal Computer
PES	Public Enterprises
PHC	Primary Health Care

PKO	Peace Keeping Operations
PPB	Policy-level Planning Board
RC	Resident Coordinator
RFTF	Results-Focused Transition Framework
RIA	Roberts International Airport
RSG	Representative of the Secretary General
SGBV	Sexual and Gender-based Violence
SOE	State Owned Enterprises
SRSG	Special Representative of the Secretary-General (UN)
TB	Tuberculosis
TCN	Third-country National
TRC	Truth and Reconciliation Commission
TRT	Transition Recovery Team
UNCT	UN Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	UN Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNFPA	United Nations Population Fund
UNHABITAT	United Nation Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UNMIL	United Nations Mission in Liberia
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UNV	United Nations Volunteers
VAM	Vulnerability Assessment and Mapping
WATSAN	Water and Sanitation
WFP	World Food Programme
WHO	World Health Organization
XC	Ex-combatant

## **Executive summary**

### **The process and scope of the Needs Assessment**

- i. This Joint Needs Assessment was undertaken by the United Nations and World Bank Group, under the guidance and auspices of the National Transitional Government of Liberia (NTGL) and the coordination of the UN Development Group. The United Nations Mission in Liberia (UNMIL) played a central role in the planning and fact-finding for this exercise. Technical inputs were provided by line ministries, the various programmes, funds and agencies of the United Nations, as well as by UNMIL, the World Bank, the International Monetary Fund, non-governmental organizations (NGOs), and other stakeholders.
- ii. The Needs Assessment (NA) exercise was designed to focus on the highest priority requirements during Liberia's transition from relief to recovery, the latter to include national and local elections that must take place no later than October 2005. The NA covered 13 priority sectors grouped into nine "clusters": Security; Disarmament, Demobilisation, Reintegration and Rehabilitation (DDRR); Reintegration of Internally Displaced Persons (IDPs), Returnees and Refugees; Governance and Rule of Law; Elections; Basic Services (which includes the sectors of Health and Nutrition, Education, and Community Water and Sanitation); Productive Capacity and Livelihoods; Infrastructure (which includes Power, Transport, Communications, and Urban Water and Sanitation); and Economic Policy and Development Strategy. Attention was also given to seven cross-cutting themes: Gender, HIV/AIDS, Environment, Human Rights, Shelter, Forestry and Media.
- iii. The substantive foundation for the Needs Assessment was systematically constructed during the December-January period as a Results-Focused Transition Framework (RFTF). This was informed by the findings of a team of UN, World Bank and IMF officials in December 2003 that developed a series of Needs Assessment working papers. The Framework was endorsed by the NTGL on January 7, 2004.
- iv. The present synthesis document is designed to inform the participants in the International Conference on Reconstruction in Liberia, scheduled for February 5<sup>th</sup> and 6<sup>th</sup> in New York, of the priority requirements for the transition period (2004-05). It should allow partners and investors to monitor the progress towards the priority outcomes that are anticipated during this transition period. It is based on the substantive recommendations presented in the RFTF and the contents of the sector-specific working documents produced during the Needs Assessment. The RFTF is attached as an Annex.
- v. The NA was undertaken under tight security and time constraints. These limitations were offset by an intensive consultation with a broad range of stakeholders. Further assessments will be carried out over the next months as security improves, to guide programming and the planning of activities included in this report.

## Background

vi. Since a military coup in 1980, Liberia has experienced a period of intense yet sustained political, economic, and social disruption. The conflict—or more accurately, the series of conflicts—in Liberia has involved widespread violation and abuse of human rights and international humanitarian law by all parties. This has included: deliberate and arbitrary killings; disappearances; torture; widespread rape and sexual violence against women and children; arbitrary detention; forced recruitment and use of child soldiers; systematic and forced displacement; and the indiscriminate targeting of civilians.

vii. Following a three-year period of relative calm, hostilities resumed in 2001 and culminated in violence throughout the country during the June - August 2003 period. It was in the aftermath of this latest chapter in Liberia's grim history of civil conflict that the warring sides agreed to a Comprehensive Peace Agreement (CPA) on August 18, 2003, in Accra. Since that date, the CPA has provided the political and substantive roadmap guiding all international planning efforts to bolster Liberia's post-conflict recovery.

viii. The planning for a United Nations Mission to Liberia was completed in September 2003, when the UN Security Council established the UN Mission in Liberia (UNMIL)<sup>2</sup>. It was in this atmosphere of renewed hope for the future of Liberia that the UN and World Bank agreed to undertake a focused assessment of Liberia's recovery and reconstruction needs for the 2004-05 period. It was also during this period that the Consolidated Appeals Process (CAP) for Liberia 2004 was prepared, covering the vast array of humanitarian needs that continue, to this day, to represent the starkest reminder of the excesses and abuses committed throughout the pre-peace era. It should be stressed at the outset that the CAP2004 requirements continue to be of the utmost importance and must be seen, for moral as well as humanitarian reasons, as first and foremost the priority for donor funding.

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<sup>2</sup> The current one-year mandate of UNMIL derives from Security Council Resolution 1509.

## Transition strategy

ix. As the RFTF was developed, the NTGL set out a transition strategy with ten goals.

<b>Goal I</b>	To maintain peace throughout the country and reduce Liberia's destabilizing impact on the West Africa region through the continuous implementation of peacekeeping actions.
<b>Goal II</b>	To disarm, demobilise, rehabilitate and reintegrate (DDRR) ex-combatants so that they become productive members of society.
<b>Goal III</b>	To enable those who have taken refuge outside of Liberia, Internally Displaced Persons, and third-country nationals to return to their places of origin.
<b>Goal IV</b>	To establish governance institutions that promote rule of law; respect for human rights; increased public sector capacity; effective judiciary, police and correction systems; and empowered local government and civil society.
<b>Goal V</b>	To set the scene for democratic elections at the end of the 2004-05 transition period, and thus launch the next phase of national development by giving Liberians an opportunity to choose a government with a clear mandate to govern.
<b>Goal VI</b>	To increase access to primary health care, education for all, and community water and sanitation according to the minimum requirements necessary for people to meet their basic needs.
<b>Goal VII</b>	To restore production capacity and livelihoods, with a particular focus on agriculture-based productive capacity, aquaculture and marine fisheries, community-based development activities and the creation of social safety nets for groups with specific vulnerabilities.
<b>Goal VIII</b>	To lay the foundations for the sustainable rebuilding of Liberia's infrastructure, both to support community-based and driven development and to create the environment necessary for private sector investment.
<b>Goal IX</b>	To increase the confidence of private investors and the donor community as to the stewardship of public finances by relevant government agencies, through ensuring adequate transparency and accountability of financial and budgetary management.
<b>Goal X</b>	To establish a mechanism through which nations and institutions can be partners in the transition process, reviewing progress against the Results-Focused Transition Framework, managing and coordinating contributions, and reporting regularly on RFTF-related achievements and their impact.

x. Challenges remain, however, for ensuring a successful transition. Restoring security and respect for the rule of law and human rights is the key priority. With the deployment of UNMIL peacekeepers, former combatants will be disarmed, demobilized and reintegrated into society. The presence of international peacekeepers will contribute to the restoration of security and resumption of relief operations, thus facilitating the return of refugees and IDPs.

xi. With the deployment of UNMIL into the interior of the country, humanitarian agencies will have access to areas that were cut off from relief during many years. It can be anticipated that the humanitarian needs of the populations living in those areas are extremely high. The NTGL will be required, in the short-term and with the support of relief agencies, to effectively manage and coordinate the humanitarian response. In the medium term, community development efforts will result in greater self-reliance.

xii. For these humanitarian responses to be successful, sufficient funds need to be made available for the CAP2004. Additionally, external resources are needed for the recovery of

the country and the repair of its vital systems. In fact, domestic revenues are insufficient to pay adequate salaries to essential civil servants, let alone permit rehabilitation of basic services like water and electricity, or finance the retraining of health and education personnel.

xiii. International agencies have an important role in relief, but cannot replace national institutions. Support is required for enabling these institutions to effectively manage the resources that will be made available. Information for the public, donors and investors will be crucial for re-establishing confidence. Aid management mechanisms, based on the RTFT, are needed to monitor the progress of activities and the use of resources. To secure these resources, those with an interest in Liberia's destiny have to reassure donors that if they contribute to the transition, their resources will be properly managed and make a difference.

### **Sector priorities**

xiv. Not all of the goals of the transition strategy can be fulfilled throughout the country in the next two years. Priorities have been identified through a needs assessment process. Security constraints in most of the interior have prevented in-depth field research for this exercise. This Assessment is, therefore, not intended as a final statement of the status and priority development needs in Liberia today. The sector-specific needs assessments, which contain a more detailed analysis, will be issued as working documents prior to the February 5<sup>th</sup> and 6<sup>th</sup> Reconstruction Conference. With these caveats in mind, the following priority outcomes have been identified.

xv. **Security.** The primary security-related outcomes in Liberia are: 1) to consolidate and extend the security perimeter beyond Monrovia to the rural parts of the country, 2) to restructure the armed forces into a unified and cohesive military institution, and 3) to equip the multitudes of ex-combatants who are ready to leave behind a life of war with the wherewithal to survive in a new and, in most cases, completely unfamiliar world of peace and order.

xvi. **Disarmament, Demobilisation, Rehabilitation and Reintegration (DDRR).** The overall DDRR programme agreed upon by the NTGL, UNMIL, UNDP and other key partners, will take place over a three-year period. For the purpose of the Needs Assessment, which covers the years 2004 and 2005, the aim is to disarm, demobilise and support the reintegration of 53,000 ex-combatants.

xvii. **Refugees, returnees and Internally Displaced Persons (IDPs).** Nearly one-third of the country's population is internally displaced. Approximately 300,000 Liberians are refugees in neighbouring countries, while 73,000 refugees from these countries have sought refuge in Liberia. The priority outcomes include ensuring that returnees, third-country refugees, and IDPs throughout Liberia are provided with essential basic services and protection. Efforts must focus not only on the individual concerned, but—equally important—on the community, for it is the interaction between the two that will ultimately determine the sustainability of any given solution. Provision of social protection and legal support will also be essential.

xviii. **Governance and rule of law.** The establishment of an institutional framework for sound relations between state authorities and civil society is the overarching outcome in governance. Capacity-building needs—covering reconstruction, re-equipping and retraining—are paramount at all levels of government, including national, country and district levels. Not only is there a need for the upgrading and revitalization of the civil service, but

even more challenging will be the alignment of state practices according to the norms of transparent and law-abiding governance. Without improved capacity for planning, coordination and delivery of essential services, the recovery effort, particularly at the local level, will be slow off the ground and ultimately unsustainable. External support will be essential.

xix. **Rule of law and human rights.** A key outcome is increased transparency and credibility of the police, corrections service, and judiciary. This should go hand-in-hand with the establishment of a Truth and Reconciliation Commission.

xx. **Civil society and media.** While many international NGOs operate in the country, the fabric of Liberia's indigenous and community-based organizations is tattered and in need of significant recovery support. Without the full-scale involvement of this key constituency, the all-important ownership of the reconstruction process will remain elusive. Fostering public dialogue, encouraging freedom of expression, and promoting confidence in democratic institutions are outcomes to pursue in parallel with the establishment of an independent media.

xxi. **Elections.** The culmination of Liberia's post-conflict transition will be the holding of state and local elections, which must take place, according to the CPA, by October 2005. An extensive voter registration and constituency demarcation effort will unfold in 2004-05, as no population census is anticipated before the elections. In parallel, a nationwide education campaign will be launched and all preparatory activities for the holding of free, fair and transparent elections (procurement of equipment and material, training of monitors, etc.) will be carried out.

xxii. **Health and nutrition.** The available health and nutritional indicators for Liberia are among the worst in the world. It is estimated that less than 10% of Liberians have access to health care. Infrastructure damage, lack of funds, deterioration of support systems and attrition of the public sector workforce are the main causes of this decline. The most urgent priority outcome is to restore a Primary Health Care (PHC) system that can deliver health and nutrition services through clinics and community-based initiatives across the country and, in particular, in under-served rural areas. The proposed strategy consists of laying the groundwork for a comprehensive reconstruction of the sector, while addressing the most urgent health, nutritional and hygiene needs of returnees and the rural population through the re-activation of key health facilities, the training of key categories of staff, the expansion of priority health programmes targeting main determinants of disease and the implementation of community driven programmes. This will be carried out in parallel to the strengthening, in the medium term, of the Ministry of Health and Social Welfare at the central and county levels.

xxiii. **Education.** Liberia's education system has been among the weakest in Sub-Saharan Africa for the past two decades: more than half of Liberia children are out of school. The gender-based differential among enrolled children is huge. In post-conflict Liberia, priority outcomes are: to rehabilitate at least 25% of the primary and secondary schools in need; to improve access to quality basic education by implementing back-to-school type programmes; to encourage vocational training and relevant higher education; and to define and implement a new policy in education that will serve Liberia for generations to come.

xxiv. **Community water and sanitation.** Most, if not all, of Liberia's community-managed water and sanitation (WATSAN) facilities are in a perilous state of repair, a direct

result of a long-term poor management of resources, fourteen years of conflict, abandonment of rural areas and increasing demand on urban facilities. The priority outcomes (targeting those at greatest risk) include: development of a database of known facilities, improved levels of, and access to community-based water and excreta disposal facilities in urban areas (Monrovia and six other urban areas) via the use of household water treatment together with improvements in access to water sources (community wells) and excreta disposal facilities (drop hole latrines, etc.). Progress in these areas will help minimize the pervasive water- and sanitation-related health risks that exist at this time.

xxv. **Agriculture and food security.** Agriculture, which contributed to 50% of GDP in 2002, represents the source of livelihood for approximately 80% of the population. The protracted conflict severely affected agricultural production, resulting in widespread food insecurity. The priority outcome is to improve food security and strengthen domestic production capacity in the agricultural sector. Food production will be considerably less than required in 2004, as cultivation of rice and cassava will be possible only in those areas that are made secure by March/April 2004. As a result, there will be a need for food for an estimated 10,000 returning families and 60,000 resident farming families.

xxvi. **Employment generation and livelihoods.** With an estimated under-employment or unemployment rate of 85% in the formal sector and extremely high poverty levels, the overarching objective of this sector is to bring down the high rate of unemployment. Given the expectations for a peace dividend throughout post-war Liberia, the need quickly to create jobs and to sweep away the profound sense of hopelessness grows by the day. Quick impact programmes could facilitate the transfer of cash in a rapid and efficient manner. One opportunity for widespread employment generation is in labor-intensive reconstruction and rehabilitation. It is worth noting that, in Liberia, an estimated 50% of rural houses are in need of reconstruction. The same could be said for road-building and repair, another central need among the many that constitute the building blocks of Liberia's future.

xxvii. **Infrastructure.** The extent of the destruction of Liberia's infrastructure (electricity, water, road network, etc.) is overwhelming. Ensuring basic infrastructure services to people outside, as well as inside of Monrovia is an overarching priority. This would be achieved, to a large extent, as an integral part of the 4R process and through community-based activities. To complement those programmes, it will be essential to support the restoration of road management capacities and implementation capacities and to pave the way for the rehabilitation of the primary road network. A second priority outcome is attached to restoring the capacity to deliver services and to put utilities in a position to cover a significant portion of their operating costs. This would include a rehabilitation programme covering power generation and distribution, water supply and sanitation in Monrovia and other urban areas. A third—and equally essential—priority outcome is to meet the needs of economic actors and priority users that will manage and deliver the reconstruction efforts.

xxviii. **Economic management and development strategy.** With the resumption of hostilities in 2001, economic recovery stalled and the GDP was halved in relation to pre-war levels. The drop in productive capacity, consumer inflation and the decline in revenues widened the fiscal deficit. Public expenditure fell and, as a result, the delivery of public services came to a halt. By the end of 2002, the country's outstanding external debt, including arrears, was estimated at US\$2.8 billion. The priority outcomes are (a) rapid and sustainable economic growth and (b) structural reforms aiming at the liberalization of the economy and the establishment of a properly functioning financial system.

xxix. **HIV/AIDS.** Presently, the prevalence of HIV/AIDS is estimated at 10-12% among adults, and is rising. Widespread gender-based violence during the conflict, the predicament of the population, the increase of untreated sexually transmitted infections and low education/awareness levels are the main factors facilitating the spread of HIV/AIDS. The national AIDS programme, coordinated by senior level representatives of the Government and other key stakeholders, will be strengthened as a result of a grant awarded by the Global Fund to fight AIDS, Tuberculosis and Malaria. Reducing HIV transmission and ensuring adequate treatment requires a multi-sectoral response with the concerted effort of all institutions and groups of the society. Priority activities are reflected in the relevant sector working documents.

xxx. **Human rights, protection and gender.** After years of widespread and severe human rights abuses, the priority of enhancing protection for civilians, especially women, requires that programmes are focused on realising the human rights of the most vulnerable groups. Human rights and gender considerations must be kept to the fore as interventions within different sectors - at the institutional and community levels – are co-ordinated.

xxxi. **Environment.** Environmental concerns should be properly addressed in the transition period to support the sustainable development of the country's natural resources. Priority needs are related to environmental issues for human health, environmental "danger zones", environmental governance and an approach to the management of all natural resources that pays due attention to their conservation.

xxxii. **Forestry.** Domestic revenues of Liberia depend, to a large extent, on timber. The transition period provides a window of opportunity for undertaking reform of the sector, and implementation of the urgent measures that are required for the lifting of Security Council timber sanctions.

xxxiii. **Shelter and urban management.** It is estimated that 80% of the pre-war housing stock has been damaged during the war. Lack of security has led to the doubling of the Monrovia population. Resettlement of large numbers of returnees and IDPs is a pre-requisite for the consolidation of peace and economic recovery. This implies that ensuring access to shelter is a priority for the transition strategy. Within different sectors, attention must be paid to the reconstruction of basic shelters in rural areas, relevant urban facilities and community services, and capacity-building for effective housing delivery and for systems to manage both land and urban areas.

xxxiv. **Co-ordinated implementation of the transition framework:** Successful implementation of the RFTF in the defined timeframe will demand the establishment of effective donor coordination mechanisms to manage the new resources made available to the country. A two-track coordination framework has been proposed by the NTGL: a Policy-level Planning Board (PPB) and Technical-level Working Committees that reflect the structure of the RFTF. The Planning Board is intended to provide general policy orientation throughout the implementation process, while the Working Committees will be responsible for day-to-day coordination, monitoring, evaluation and reporting of progress. Links between the two mechanisms and with other government institutions will be ensured by a dedicated, full-time Secretariat.

## Reconstruction Costs

xxxv. The total financial requirements for full implementation of the RFTF over the two year period are estimated at US\$487.7 million, divided between US\$243.0 million for 2004 and US\$244.7 million for 2005. These figures are in addition to the needs presented in the CAP2004, amounting to US\$179.1 million.

xxxvi. These figures reflect the best judgement on the capacity of national institutions to absorb external resources and plan and implement programmes. Assumptions were made regarding milestones of the transition period (such as the opening up of the country, the availability and capacity to distribute equipment and inputs necessary for reconstruction and the expected timeframe for establishing adequate systems for financial management, accounting, reporting and monitoring the pace and patterns of return of refugees and returnees) that have strong implications on humanitarian and rehabilitation activities. These assumptions, as well as a set of common baseline data, were used in the different sector Needs Assessments.

xxxvii. The amount of funding sought does not reflect the totality of needs likely to exist in the country today. Rather, the guiding principle in determining both the scope of the Transition Strategy and the costs of its implementation has been to tailor ambitions to what can realistically be achieved within the next two years given the limitations outlined above. The very nature of the RFTF as a time-bound action plan calls for a rapid pace of disbursements - and the start of activities in support of the transition - if the identified outcomes are to be realized. The challenge will be to frontload commitments as much as possible, in order to allow capacity to be built up quickly so that projects can be planned and initiated at the outset of the first six-month period.

xxxviii. Although the longer-term objective would be to enhance the government's capacity to increase its revenue stream, it is unlikely that significant revenues can be generated over the two-year transition period. Consequently, the presented funding requirements more or less equal the current funding gap; that is, the vast majority of identified needs are likely to require external donor assistance.

xxxix. This Needs Assessment was carried out in parallel with the preparation of the Liberia mini-cash budget for 15 October 2003 – 31 January 2004 and the subsequent five-month budget for 1 February – 30 June 2004 (yet to be adopted by the NTLA by the end of January). Although detailed figures of the five month budget were not available at the time of the assessments, extensive discussions with various Ministries and the IMF gave the assessment team the opportunity to prioritize the needs for the two year transition period so as to complement and avoid overlap with 2004 budget expenditure commitments. All funds committed towards the RFTF will conceivably be of an extra-budgetary nature.

xl. Successful implementation of the RFTF in the defined timeframe will demand the establishment of effective donor coordination mechanisms to manage the new resources made available to the country. A two-track coordination framework has been proposed by the NTGL: a Policy-level Planning Board (PPB) and Technical-level Working Committees that reflect the structure of the RFTF. The Planning Board is intended to provide general policy orientation throughout the implementation process, while the Working Committees will be responsible for the day-to-day coordination, monitoring, evaluation and reporting of progress. Links between the two mechanisms and with other government institutions will be ensured by a dedicated, full-time Secretariat.

xli. The expectations of Liberians for a peace dividend are high. So are the challenges ahead for all who want to be partners in the transition programme. Hence, the need for a strong and concerted donor effort is real and urgent. The International Conference on the Reconstruction of Liberia, to be held on 5 and 6 February in New York is intended to launch this effort.

## Introduction

1. The range and extent of Liberia's post-conflict needs have roots in the country's long history of civil strife and region-wide instability. The various conflicts that have swept the country in the past two decades have spared little of the country's natural and man-made assets. This means that the question of how to initiate and sustain the process of recovery and development must necessarily be attended with a realistic assessment of the prospects for immediate, let alone long-term, progress.
2. In the process of identifying the needs and wants of Liberia's post-conflict society, the most common conclusion reached across all of the sectors examined in this report has also been the most encouraging: namely, that this moment in Liberia's history offers a real window of opportunity—perhaps the best yet. This time, the stars are somehow configured in a way that augurs the beginning of a true and sustainable peace.
3. Peace agreements have, indeed, closed earlier chapters of Liberia's tragic history of conflict. But none of these has been ushered in with such a promising convergence of seemingly exogenous trends as the Accra Comprehensive Peace Agreement of August 2003. On the domestic front, many, if not all, of the sources of long-lasting political strife in Liberia have, over the past year, been brought to a manageable threshold: some have been removed.
4. At the regional level, although instability lies just beneath the surface in many of Liberia's neighbors, the tangible signs of recovery are not lost on Liberians who have long grown weary of fighting. Globally, the international community has begun to act on the many lessons learned from past, failed, state-building initiatives, with the basic conclusion being that generous and well-targeted external support to in-country groups already taking the initiative forward is crucial at the outset of the post-conflict phase.
5. It was partly for this reason that, in September 2003, less than a month after the signing of the Comprehensive Peace Agreement in Accra, the Special Representative of the Secretary-General (SRSG) in Liberia challenged the international community to demonstrate its support. He proposed that this community move quickly to review options for Liberia and consider how to best support the country's transition from civil war to democratic development.
6. The newly installed transitional administration of Chairman Gyude Bryant and the SRSG agreed that a donor conference would provide the most effective vehicle for mobilizing support. Thus was born the plan for the International Conference on Reconstruction in Liberia, based on a consolidated assessment of the country's priority needs. The Conference to take place on 5 and 6 February 2004 at the United Nations in New York, will provide an opportunity for individual nations, regional bodies, ECOWAS, the European Commission and the African Union, national and international development agencies and other interested parties to strengthen their partnership with Liberia.
7. Information available towards the end of 2003 suggested that, at the Reconstruction Conference, Liberia's potential partners will want to concentrate on:
  - a. backing an agreed upon action plan that focuses on the priority needs for the country during the 2004-05 transition period;
  - b. building the human and institutional capacity necessary to meet these needs;
  - c. ensuring that their support is properly coordinated;

- d. making sure that systems are in place to effectively monitor the action plan's implementation and evaluate progress in a timely fashion.

8. Partners will also be interested in contributing to peace and security within the region. At the Conference, they will wish to explore whether efforts to build peace in Liberia could be sustained. They will want to find out whether the NTGL is putting in place essential elements of good local and central government. They will be interested in prospects for increased revenue generation, including the NTGL's strategies for the removal of sanctions on timber and diamonds. They will want to know what safeguards the NTGL has established to ensure that government revenue and donor resources are used for legitimate public purposes. Finally, partners will want to explore the prospects for resolving Liberia's large debt.

9. The UN and World Bank agreed to provide resources to assist the Liberian government to undertake an assessment of Liberia's needs for the 2004-05 period. This Needs Assessment (NA) was designed to focus on the highest priority requirements during the transition from war-related destruction to peaceful redevelopment. The NA exercise was initially taken forward by the NTGL supported by the UN country team, the latter of which was reinforced in December by specialists from the World Bank, IMF and the headquarters of different UN agencies. The effort, including the production of this NA synthesis report, has since been led by a small World Bank and UN team co-ordinated by the UN Development Group. The team has been monitored by a core group of representatives from the United States and European Commission, ECOWAS and the African Union, Ireland (as President of the EU), Sweden, the UK and France, with Japan as an observer.

10. The Needs Assessment process was designed in mid-November 2003. It reflects the programme set out by the National Transitional Government of Liberia (NTGL) in October 2003. It also draws on and incorporates the analysis, findings and plans developed in November 2003 for the 2004 Common Humanitarian Action Plan (underpinning the consolidated inter-agency appeal). It reflects the international consensus on development priorities encapsulated in the Millennium Development Goals (MDGs). It also acknowledges that without national and international partners jointly addressing the most urgent humanitarian needs and implementing recovery and rehabilitation activities, Liberia will not reach the MDGs.

11. The NA concentrates on 13 priority sectors in nine clusters. Specific attention is given to seven cross-cutting themes: Gender, HIV/AIDS, Environment, Human Rights, Shelter, Forestry and Media. The most urgent needs in priority sectors were identified through informational discussions in Monrovia during November and December 2003 among government, NGOs, agencies, the UN Mission, IMF and the World Bank. This information gathering was coordinated by a group of designated task managers in December 2003. Because of in-country travel limitations resulting from UN security restrictions, the use of secondary data was considerable.

12. The Needs Assessment includes a logical framework that sets out priority outcomes and expected results for six, 12, 18 and 24 months intervals (i.e., from June 2004 to December 2005). The template for the framework, referred to as the Results-Focused Transition Framework (RFTF), was devised at a workshop attended by representatives from the World Bank, donor entities, UN agencies and others on 20-21 November 2003.

13. Participation in the Needs Assessment process has been extensive. More than 60 officials and Ministers from the NTGL have been directly involved in detailed work within individual sectors, themes and clusters. A similar number of representatives from civil society and NGOs, as well as approximately 40 persons from the World Bank and the UN system, have also contributed. Individual RFTF matrices from priority sector working papers were synthesized on December 31, 2003, and subsequently reviewed by the NTGL.

14. This Liberia Needs Assessment process has several important characteristics:

- The intensive involvement of the Chairman and senior members of the NTGL in its design and execution, as well as in endorsing and presenting the findings to the international community.
- The use of the RFTF, by different stakeholders, to agree on expected priority outcomes during the transition period and the expected results of activities implemented in pursuit of these outcomes.
- National Stakeholder Consultations on the emerging findings of the Needs Assessment, which involved more than 200 Liberian stakeholders (including legislators and Ministers, key persons from the former warring factions, heads of parastatals and autonomous government agencies, leaders of political parties and civil society representatives) on January 5 and 6, 2004. At these consultations, the forthcoming Reconstruction Conference was described by opinion leaders in Monrovia as “probably Liberia’s last chance, but the best opportunity yet”. These consultations resulted in broad-based ownership of the RFTF by Liberian decision-makers, although the inevitable debates on which outcomes should be given highest priority continue.

15. The RFTF matrices were adjusted—per the outcomes of the National Stakeholder Consultations—by a combined NTGL, World Bank and UN working group on 7th January. An executive summary of the synthesized RFTF matrix was presented at a High-level Summit involving key representatives from the NTGL, ECOWAS, the World Bank, the UN, USA, the EC, and the ICRC in Monrovia on 8 January. At the end of the Summit, the Chairman of the NTGL, who had reviewed and made a detailed appraisal of the RFTF, endorsed the Framework. He asked that NTGL participants at the Reconstruction Conference use the RFTF when presenting Liberia’s highest priority needs to the international community.

16. A liaison group met on January 15th at the UN headquarters in New York to prepare for the Reconstruction Conference. Honourable Christian Herbert, Minister of Planning in the NTGL, presented a draft of the RFTF to participants. Delegates from UN Member States, relevant political groups, Liberian and international NGOs, the World Bank and IMF, and different parts of the UN system all spoke in support. They backed the political initiative, the work of the UN Mission in Liberia, the overall approach taken in the Needs Assessment and, in general, the aims of the RFTF. At the end of the meeting, the NTGL outlined the transition strategy reflected in the RFTF.

17. Work then started on this document—the Needs Assessment synthesis report. Following necessary clearance procedures, it was posted to the UNDG and World Bank Web sites on January 26, 2004, with copies of the priority sector working documents and other key papers.

## **Transition process**

18. The Comprehensive Peace Agreement of August 2003 set out the elements of a two-year (2004-05) transition period under the National Transitional Government of Liberia. The NTGL was inaugurated on October 14, 2003. At the end of the two-year period, elections will take place and a new legislative body and executive president will take office.

19. The transformation required during the 2004–05 period will only be achieved if the international donor community becomes re-engaged in Liberia. Members of this community will need to be convinced that former warring factions want peace and will support the NTGL in leading a successful transition programme. For its part, the NTGL is committed to serving and being accountable to the Liberian people.

20. The NTGL legislature, as well as the executive branch of government, draw their membership from all of the former warring factions and civil society. Together, they are working to tackle complex governance issues. They have to rebuild public confidence, re-establish basic services, and create a climate that encourages a return of foreign investment. In addition, the NTGL must help the estimated 85% of the population that is under- or unemployed find meaningful, paid work. It must encourage the revitalization of hundreds of badly damaged rural communities. It must ensure that the humanitarian needs of vulnerable groups and returning refugees and IDPs are met. To fulfil these functions, the NTGL needs material, financial and technical support.

## **A: Historical context**

21. Since the 1980 military coup, Liberians have lived through a period of intense economic, financial and social decline. The 1989-96 civil war, poor governance in its aftermath, and the renewal of armed conflict by rebel groups based in neighbouring countries led to further destruction of the already fragile infrastructure. This was exacerbated by an acceleration in the flight of human and financial capital, and an accumulation of external debt arrears. Hostilities resumed in 2001 and by the end of 2002, the country was in desperate straits. The economy had shrunk significantly, increasing numbers of the rural population was forced to flee for safety into neighbouring countries or into IDP camps, agricultural production plummeted, the rate of unemployment soared, and salary payments to government workers became more and more erratic as the government redirected increasing amounts of expenditure to financing its war machine.

22. In May 2003, the Taylor administration consented to attend peace talks, convened by ECOWAS and the International Contact Group on Liberia, to find a peaceful solution to the conflict between itself and its two armed adversaries: Liberians United for Reconstruction and Democracy (LURD) and the Movement for Democracy in Liberia (MODEL). Representatives from civil society and the 18 registered Liberian political parties were also invited in order to reach a comprehensive political settlement. On June 4, 2003 the talks were convened in Accra, Ghana.

23. While the peace talks were underway, hostilities flared up again, featuring a series of ferocious assaults on the capital, Monrovia, accompanied by significant number of civilian casualties, a swelling in the ranks of the displaced, massive destruction of buildings and extensive looting. The carnage was captured by television cameras beaming vivid images of death and destruction into living rooms around the world. The international community

responded. A new international political initiative to broker peace and trigger Liberia's recovery swung into action. ECOWAS mobilized a peacekeeping force. US President George W. Bush offered material support to the ECOWAS initiative. Secretary-General Kofi Annan put the weight of the United Nations system behind peace efforts. On August 18, 2003, the Comprehensive Peace Agreement was signed in Accra. Subsequently, President Charles Taylor went into exile and an advance ECOWAS peacekeeping force entered Liberia, paving the way for an influx of humanitarian personnel and assistance.

24. Although the violent conflict in Liberia over the past two decades has its origins in internal political disputes, it has acquired a regional dimension involving three of Liberia's neighbours: Sierra Leone, Guinea and Cote d'Ivoire. A process of disarmament and nation-building is well established in Sierra Leone and an international political initiative is now underway to resolve the current conflict in Cote d'Ivoire. The maintenance of peace and the restoration of democratic government in Liberia is key to maintaining peace in the region. Similarly, any increase in hostilities across Liberia's borders could well undermine efforts at maintaining the peace within Liberia. For this reason, the engagement of regional political institutions, particularly ECOWAS, in Liberia's transition is extremely important.

25. The planning for a UN mission to support the recovery in Liberia was completed by September 15, 2003. The UN Secretary-General reported options to the Security Council one day later and on 19 September, the Security Council established the UN Mission in Liberia (UNMIL). The current one-year mandate of UNMIL derives from Security Council Resolution 1509.

26. UNMIL's goals concentrate on establishing the rule of law in ways that respect human rights, restore national authority, reform the police force and judiciary, enable humanitarian action, and help nurture the transition to democratic governance.

27. UNMIL's plan of action includes:

- a. nationwide deployment of approximately 15,000 peacekeeping troops and their assets, provided by a range of different countries;
- b. rapid action to initiate the disarmament, demobilisation, rehabilitation and reintegration (DDRR) of an estimated 50,000 combatants;
- c. support for a capable police force (with 1,200 civilian police advisers) and a functioning judiciary and correction system;
- d. deployment of civil affairs teams (with material support) to jump-start civilian administration throughout the country.

28. UN Member States will support much of UNMIL's plan of action through an assessed budget. In addition, UN-administered trust fund mechanisms have been created to receive and disburse additional resources needed for the completion of DDRR and for re-establishing critical government institutions.

## **B: Challenges ahead**

### ***I – Security***

29. A successful transition depends on the containment of violence and the creation of secure environments in which people can go about their daily lives without fear of intimidation, extortion or personal injury. Incentives and restraints are put in place so that individual and institutional behaviour reflects respect for the rule of law and the protection of human rights. Former combatants are disarmed, demobilized, and reintegrated into society. Refugees and Internally Displaced People are enabled to return home. Revitalised community structures, functioning basic services and a government that responds to the interests and needs of all of its people are essential supports. The combination of these elements creates a climate that encourages community stability and the potential for prosperity in rural and urban areas. Particular attention is paid to the needs of vulnerable groups.

30. The action plan for DDRR was devised on November 25, 2003. An initial phase of disarmament started on 7 December 2003, with 12,664 combatants disarmed by 17 December. Progress was inhibited by several factors, including:

- the complexity of the task (ex-combatants from three groups based in different parts of the country);
- the delay in the arrival of peacekeeping troops;
- difficulties in getting accurate information to combatants so as to sensitize them to the DDRR process,
- under-estimation of the initial level of response to the call to disarm.

During early December 2003, the number of UNMIL peacekeepers available was insufficient to provide security for UN-implemented disarmament programmes outside of Monrovia. An increase in the rate of arrival of peacekeepers in late 2003 led to intensified deployment of UNMIL forces to settlements outside Monrovia as of 27 December.

31. By mid-January 2004, 9,000 of the anticipated 15,000 UNMIL peacekeepers were in-country and being progressively deployed into the interior. Two UNMIL garrisons were established in Buchanan and Gbarnga, towns that are under the control of MODEL and LURD, respectively. The next target for UNMIL deployment is Zwedru, the headquarters of MODEL. It is anticipated that the presence of international peacekeepers will substantially contribute to the restoration of a calm atmosphere and to the resumption of relief operations, and that this will facilitate the return of displaced populations and the re-commencement of normal life. There are signs that NGOs and UN agencies are ready to move into newly accessible areas with logistics teams and technical staff. As security improves, their first priority will be to establish field offices and initiate urgent humanitarian and system repair work. Late January 2004 is a critical time for advancing peace in Liberia: UNMIL will gradually reach full strength, the DDRR process will resume and previously inaccessible areas will open up.

## ***II - Humanitarian challenges***

32. Given the extent of violence, the breakdown in basic services, and the overwhelming levels of human misery of the past 14 years, humanitarian agencies have sought an active and continuing engagement with Liberia's people. They want to be in a position to contribute to a reduction in suffering, help ensure that people in need can obtain what they require for survival, and provide some measure of protection to those who have been exploited, abused, mentally scarred and physically damaged. They are particularly concerned with the plight of women and children.

33. Humanitarian assistance has been well provided through scores of NGOs that have a strong presence in Liberia. The majority are rendering services that include relevant relief and development assistance often in extremely constrained conditions. UN agencies/entities including the World Food Programme, UNICEF, UNDP, UNHCR and the World Health Organization are especially active and have all had important roles in Liberia. OCHA plays a vital coordinating role, and a series of common services (logistics, air transport and security) have been established by the UN's humanitarian agencies. At present, there is still a humanitarian emergency in Monrovia, as there are large numbers of Internally Displaced Persons (IDPs) in the city as well as significant populations of vulnerable groups affected by the war.

34. Due to security concerns, UN agencies have not, until recently, been able to have personnel permanently located outside of Monrovia. As access to the remainder of the country improves following the wider deployment of UNMIL peacekeeping forces, information gleaned from newly accessible areas is likely to reveal groups of people experiencing extraordinary levels of deprivation. The NTGL will need to respond with humanitarian assistance in these newly accessible areas. Indeed, the effective management of rapid responses to humanitarian needs is an important element of building public confidence and maintaining peace.

35. The NTGL will need to continue drawing on capacities within the UN humanitarian community, as well as from Liberian and international NGOs. As humanitarian agencies gain more access, they need the support of the NTGL to carry out their activities. They also need more resources to respond to emerging humanitarian needs, as they deploy in previously inaccessible areas. In the medium term, successful community development efforts should result in greater self-reliance (and reduced dependence on external sources of relief).

36. The 2004 Common Humanitarian Action Plan (CHAP) must be implemented, but with a gradual scaling down of the total sum of humanitarian operations as access and security improves. Implementation of the CHAP will not be possible if the current funding shortage persists. If it is to be well implemented, the international community must respond generously to the Consolidated Appeal.

## ***III - Institutional and administrative challenges***

37. The transition process consists of a set of interacting activities to be implemented sometimes sequentially, sometimes in parallel, but wherever possible, in a standardized manner. Should the context change, there must be room for rapid shifts in the implementation plan. Success depends on adequate capacity in Liberian institutions (and in the organizations that are providing support) for the transparent management of activities and resources. Such

capacity can be supplemented but not replaced by capacity within NGOs or other groups outside of the government.

38. The revenue currently available in Liberia is insufficient to pay adequate salaries to essential civil servants, let alone permit rehabilitation of basic services like water and electricity, or finance the retraining of health and education personnel. External resources—made available as grants and soft loans—are an essential pre-requisite. To secure these resources, those with responsibility for shepherding Liberia’s destiny must reassure donors that if they contribute to the transition, their resources will be properly managed and make a difference.

39. Implementation capacity throughout Liberia is undermined by insecurity, intimidation, uncertainty about the future, lack of programme management expertise, scarcity of functioning facilities and essential equipment, and insufficient numbers of in-country people with appropriate skills. From the start of the transition, some fundamental requirements must be met:

- a. stronger management capacity in local and national government institutions, so that they can absorb and use resources well, and deliver essential services where and when they are needed;
- b. better organizational skills at the local level to re-establish community-level institutions that support social development and economic growth;
- c. ensure that ex-combatants, returnees and IDPs are able to find work and shelter, meet their basic needs, and eventually be re-integrated into Liberian society;
- d. guarantee the rule of law through minimal judicial, police and corrections services and the protection of human rights;
- e. reduce uncertainty and increase confidence through the provision of accurate information (while encouraging freedom of expression) via high quality media that reach the general public, donors and private investors. It is envisaged that the RFTF can be used as a publicly accessible source of information on what is expected from the transition process;
- f. a mechanism, based on the RFTF, that has the authority to manage the transition process, enabling stakeholders to monitor progress, assess achievements, track the use of resources and obtain the information necessary to decide whether or not to release additional tranches of finance for specific purposes.

#### ***IV: Macroeconomic challenges***

40. Liberia’s military coup in 1980 followed two decades of strong growth resulting from foreign direct investment and an iron-ore and rubber export boom. Subsequently, there was a severe worsening of the economic, financial and social situation. The 1989-96 civil war and its aftermath deepened economic mismanagement and resulted in the following: a decline of real GDP, significant destruction of the basic infrastructure, flight of human and financial capital, and the accumulation of debt arrears.

41. Following the 1996 Peace Agreement, economic activity rebounded due to the recuperation of rubber, timber and small agriculture production. Although Gross Domestic Product grew by 20-30% per year during 1997-2000, basic infrastructure, which had been severely damaged during the war years, was not rehabilitated. When hostilities resumed in 2001 the post-war recovery stalled, GDP growth declined to an estimated 47% of the pre-war level, and productive capacity outside the agricultural sector (cash crops, smallholder

production, rubber and timber) practically ground to a halt, with the government barely functioning.

42. In 2002, consumer inflation averaged 14% owing to cost-push pressure from the depreciated Liberian dollar and the increase of money supply due to the war effort. On a cash basis, the fiscal deficit widened from 0.7% of the GDP in 2000/01 to 1.3% of the GDP in 2001/02. Total revenue, including grants, declined by over US\$10 million due to the drop-off in revenue from the Liberian International Shipping and Corporate Register and the curtailment of funding from Taiwan, province of China. Public expenditure fell from US\$82.5 million in 2000/01 to about US\$79 million in 2001/02.<sup>3</sup> Owing to higher rubber prices and to an estimated increase of 20% in timber production, the external current account, including grants but excluding interest payment due on public debt, narrowed from an estimated 8% of the GDP in 2001 to 2.9 % of the GDP in 2002. By end-2002, Liberia's outstanding external debt was estimated at US\$2.8 billion, of which US\$2.5 billion was in arrears.

43. Immediate control of Liberia's forests is imperative given that revenue from timber and other forest resources have been misappropriated by combatants and government officials. Timber has, at times, accounted for more than half of Liberia's exports and provided a ready source of cash for fighters. Indeed, the UN Security Council has sanctioned timber exports from Liberia in order to deprive combatants of revenue. A first priority is that Liberia's forested areas are brought under the effective control of UNMIL and the National Transitional Government of Liberia.

44. Effective control over forest areas, leading to the lifting of sanctions are an important objective for the NTGL and the international community. It will ensure that income from the sale of forest products is not used to fuel conflict. Peacekeepers will need to focus on forestry-related issues, especially in areas where disarmament is incomplete. Support for forest sector reform, including issues related to the environment, is a priority. The window of opportunity for securing control over the sector is short given the enormous pressure to reopen logging and, thus, generate both livelihood opportunities and revenue for the transition process. Similarly, control of diamonds and the lifting of diamond sanctions is a priority. In this area, too, the window of opportunity is small. Unless these natural resources are brought under control, they will continue to be exploited by different factions and fuel further conflict.

## **C: Transition strategy**

45. The NTGL recognizes that a transition strategy is essential but that, if it is to be useful, it must focus on the very highest priorities. An over-ambitious or unrealistic set of priority outcomes would be counterproductive. The transition strategy for 2004-05 was articulated by the NTGL at the New York preparatory meeting on January 15, 2004. It takes into account the macroeconomic issues and institutional realities described above. It includes credible and realistic goals, focuses on sustainable outcomes, acknowledges limited capacities, recognises absorptive constraints, and envisages implementation mechanisms that are feasible in the current institutional climate. It also envisages systems, for use by all stakeholders, to monitor implementation and results, evaluate achievements and audit the use of external resources. Elements of the strategy are spelled out in greater detail in the RFTF.

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<sup>3</sup> These levels of public expenditure do not reflect the large debt-servicing costs and other arrears the GOLB is liable for.

46. The strategic vision for the transition is to secure an enabling environment that sustains the current commitment to peace, leading to democratic elections, recovery and reconstruction through the scrupulous implementation of the Comprehensive Peace Agreement (CPA) under a cohesive, accountable and adequately resourced National Transitional Government at the service of the Liberian people.

47. The **first goal** is to maintain peace throughout the country and reduce Liberia's destabilizing impact on the West Africa region through the continuous implementation of peacekeeping actions. Relevant **strategic objectives** include:

- a. the full and effective deployment of UNMIL peacekeeping troops, so as to permit implementation of other elements of the transition programme.
- b. an appropriate role for the Liberian armed forces in building peace and supporting democratic transformation. This will include restructuring, retraining and deployment of the national armed forces in accordance with the provisions in the Comprehensive Peace Agreement.

48. The **second goal** is to disarm, demobilise, rehabilitate and reintegrate (DDRR) ex-combatants so that they become productive members of society. Relevant **strategic objectives** include:

- a. the successful disarmament and demobilisation of up to 50,000 ex-combatants and the collection and destruction of 70,000 weapons by December 2004;
- b. the demobilisation and full re-integration of child ex-combatants; counseling and referral services for all ex-combatants;
- c. at least 50% of all adult ex-combatants re-integrated into Liberian society by December 2005, with the institution of a number of community development activities to facilitate their reintegration and provide employment opportunities.

49. The **third goal** is to enable those who have taken refuge outside of Liberia, Internally Displaced Persons, and third-country nationals to return to their places of origin. Relevant **strategic objectives** include:

- a. Transport, household items and food assistance to 250,000 returnees;
- b. 73,000 third-country nationals in Liberia and up to 500,000 Internally Displaced Persons with access to social protection, legal assistance and basic social services.

50. The **fourth goal** is to establish governance institutions that promote the rule of law; respect for human rights; increased public sector capacity; effective judicial, police and correction systems; and empowered local government and civil society. Relevant **strategic objectives** include:

- a. the rebuilding of civil society within Liberian communities in ways that result in economically viable and socially cohesive communities, emphasising the promotion and realization of human rights and attention to the specific needs of women and children;
- b. the establishment of functioning institutions that are vital to maintain the rule of law and promote democratic development, including a well-vetted and managed police force, a functioning judiciary and criminal courts, and a corrections service.

51. The **fifth goal** is to set the scene for democratic elections at the end of the 2004-05 transition period, and thus launch the next phase of national development by giving Liberians

an opportunity to choose a government with a clear mandate to govern. Relevant **strategic objectives** include:

- a. an extensive voter registration and constituency demarcation effort;
- b. a nationwide education campaign launched;
- c. preparatory activities for free, fair and transparent elections.

52. The **sixth goal** is to increase access to primary health care, education, and community water and sanitation in ways that ensure access to the minimum requirements necessary for people to meet their basic needs. Relevant **strategic objectives** include:

- a. reducing the incidence and consequences of HIV/AIDS, malaria, tuberculosis, diarrhoeal diseases, and other health conditions that undermine economic productivity and social cohesion;
- b. increasing the accessibility to effective primary and secondary schooling with rehabilitation of at least 25% of school buildings;
- c. improving access to water and sanitation services in rural and urban communities;
- d. synchronizing the provision of basic services with community-based development initiatives.

53. The **seventh goal** is the restoration of productive capacity and livelihoods, with a particular focus on agriculture-based productive capacity, aquaculture and marine fisheries, community-based development activities and the creation of social safety nets for groups with specific vulnerabilities. Relevant **strategic objectives** include:

- a. facilitating the re-integration of ex-combatants, the resettlement of both IDPs and returnees and the revitalization of communities by creating meaningful employment opportunities for all (including the general population), restarting community-level systems and institutions, and providing opportunities for the construction of new shelters (to replace the many thousand of homes damaged in the conflict);
- b. Increasing access to the following: urgently needed agricultural inputs for subsistence farming and commercial production; livestock and fishery inputs where needed; wide-scale vocational training; and marketing opportunities for produce;
- c. Initiating, managing and sustaining these outcomes through a Community-based Development Initiative that is established as a nationwide movement, involves a range of agencies, clear time-bound targets and a regular monitoring mechanism, minimizes duplication and bureaucratic delay, is co-ordinated at the highest level of Government and is implemented in co-operation with major UN system entities and donor agencies experienced in such work.

54. The **eighth goal** is to lay the foundations for the rebuilding of Liberia's infrastructure, both to support community-based development and to create the environment necessary for private sector investment. Relevant **strategic objectives** include:

- a. re-establishing electrical power systems, ideally from a grid system rather than long-term reliance on power from small generators;
- b. establishing managed systems to provide safe drinking water and sanitation;
- c. gradual, planned re-establishment of essential transport systems (functioning roads, airports, and seaports that not only serve domestic needs but also provide the basic needs for trade);
- d. establishing functioning telecommunications services (telephone, fax and e-mail communications that are reliable and predictable).

55. The **ninth goal** is to increase the confidence of private investors and the donor community as to the stewardship of public finances by relevant government agencies, through ensuring adequate transparency and accountability. Relevant **strategic objectives** include:

- a. policy actions to ensure proper management of Liberia's natural resources, including diamonds and forest products;
- b. improvements in fiscal management (revenue management, expenditure control, budget preparation and execution) and the banking sector, coupled with the establishment of an effective audit regime over public entities.

56. The **tenth goal** of the transition strategy is to establish a mechanism through which the NTGL and its development partners can together oversee this transition programme, manage contributions, supervise the implementation of the RFTF, monitor its progress and report regularly on RFTF-related achievements and their impact.

57. A summary of the Results-Focused Transition Framework is presented in the following table:

<b>No</b>	<b>CLUSTER &amp; SECTOR</b>	<b>Priority Outcome by December 2005</b>
<b>1</b>	<b>SECURITY:</b>	
1.1	UNMIL DEPLOYMENT	Public and business confidence increased, and greater security ensured, through UNMIL troop deployment.
1.2	ARMED FORCES RESTRUCTURING	Establishment of armed forces' role in building peace and supporting democratic transformation; restructuring, retraining and deployment initiated in accordance with the August 2003 Comprehensive Peace Agreement.
<b>2</b>	<b>DISARMAMENT, DEMOBILISATION, REHABILITATION AND REINTEGRATION OF EX-COMBATANTS (DDRR):</b>	Successful disarmament and demobilisation of 38,000 – 53,000 female and male ex-combatants (XCs) and collection and destruction of 70,000 weapons by December 2004; child XCs demobilized and fully reintegrated; essential restorative support, counseling and referral services initiated for all ex-combatants; at least 50% of adult XCs reintegrated into Liberian society through enhanced community absorption capacity.
<b>3</b>	<b>REFUGEES, RETURNEES AND INTERNALLY DISPLACED PERSONS (IDPs):</b>	Essential restorative support (transport, household items, food assistance, etc.); social protection, legal assistance and basic social services (health, education, water and sanitation) for up to 350,000 refugee and returnees; 73,000 third-country refugees in Liberia and 490,000 IDPs with inputs to community-level institutions that encourage self-sufficiency of returnees and IDPs, and their effective reintegration.
<b>4</b>	<b>GOVERNANCE, DEMOCRATIC DEVELOPMENT AND RULE OF LAW:</b>	Immediate priority given to the establishment of institutions necessary for security and the rule of law, particularly those required by the CPA, and to the essential functions of government during the transition period.
4.1	PUBLIC SECTOR CAPACITY	Government functions implemented through streamlined, efficient national institutions, executed by a restructured, re-capacitated, professional and merit-based public sector that works as a disciplined and credible entity, made possible through focused technical assistance and rehabilitation of essential public infrastructure.
4.2	LOCAL GOVERNMENT	Improved capacity for planning, coordinating and delivering essential services at the local level.
4.3	THE JUDICIARY	Jump-starting of essential criminal courts; foundations laid for a professional, independent and credible judiciary. Mechanisms (including criminal courts) re-established to facilitate the rule of law.
4.4	POLICE SERVICE	Rapid establishment of an interim Police Force, staffed by well-vetted personnel with essential equipment and training; foundations laid for the new professional Liberian Police Service.
4.5	CORRECTIONS SYSTEM	Reform of the corrections system so that it functions more in line with international best practice.
4.6	DEVELOPMENT OF CIVIL SOCIETY	Foundations laid for a strong, vibrant and involved civil society with CSOs able to exercise their rights (freedom of opinion, expression and assembly, and no discrimination), develop community-driven accountability mechanisms and access legal aid, including for women and vulnerable populations.

<b>No</b>	<b>CLUSTER &amp; SECTOR</b>	<b>Priority Outcome by December 2005</b>
4.7	HUMAN RIGHTS	National reconciliation fostered through the establishment of the Truth and Reconciliation Commission (TRC); realization of human rights facilitated through Independent National Human Rights Commission (INHRC) and programmes addressing gender, protection and human rights concerns.
4.8	MEDIA	Fostering public dialogue, encouraging freedom of expression and promoting confidence in democratic institutions through functioning and independent public-service media.
<b>5</b>	<b>ELECTIONS:</b>	Prepare for, and ensure the holding of free, fair, and transparent elections, with full participation of the electorate in accordance with the Comprehensive Peace Agreement (CPA).
<b>6</b>	<b>BASIC SERVICES:</b>	
6.1	HEALTH AND NUTRITION	Nationwide action to increase the Liberian people's access to effective Primary Health Care (PHC) and referral services, targeting priority health conditions (HIV/AIDS, malaria, TB, diarrhoea, mental illness, childhood and maternal illness, malnutrition and violence-related conditions), and promoting health (particularly women's health) through community-based health interventions implemented through local-level organizations, civil society, functionally rehabilitated key health facilities, strengthened capacity in the Ministry of Health at central and local levels, and through the re-training and re-equipping of health personnel.
6.2	EDUCATION	Support universal access to quality education by: a) rehabilitating, supplying and revitalizing at least 25% of primary and secondary schools, and a substantial part of the vocational training and the higher education systems, b) implementing back-to-school programmes, and c) addressing gender-based inequality in education. Meet immediate needs for capacity and institution building (including supporting the MOE in defining and implementing a new education policy, strengthening teachers and education officers' training, reviewing curricula for all levels of the education system, and procuring and developing teaching and learning materials). Promote community-based involvement and action (parent teacher associations). Strengthen non-formal education programmes.
6.3	COMMUNITY WATER AND SANITATION	Improve the functioning of community-based water and sanitation systems in Monrovia and other urban areas with an emphasis on better access to water with the use of household water treatment systems, and better access to latrines; improve functioning of community-based water and sanitation systems in rural areas (with an initial focus on larger villages) with an emphasis on better access to potable water from improved sources and low-cost excreta disposal systems.

<b>7</b>	<b>RESTORATION OF PRODUCTIVE CAPACITY AND LIVELIHOODS:</b>	
7.1	AGRICULTURE	Availability of, and access to, food in rural and urban areas improved, and food security achieved through the following actions: improving vulnerable groups' access to food (via food input and cash-based safety nets); restoring agriculture-based productive capacity (including post-harvest preservation facilities), livelihoods and incomes; promoting the revival of the rural economy (via reconstruction initiatives); community-based development sustained through local capacity-building, inputs to increase food and cash crop production, skills training, rehabilitation of rural infrastructure and sustainable use of forest resources. First stages underway for the establishment of a conducive environment for domestic and foreign private investment in national resource development and both raw and processed agricultural products.
7.2	FISHERIES	Inland aquaculture revived through rehabilitation of hatcheries and fish ponds, equipment and materials and microfinance. Artisanal coastal fish production restored through provision of equipment and microfinance (grants and credit) to cooperatives and fisher groups.
7.3	COMMUNITY DEVELOPMENT	Programme to jump-start recovery of Liberia's communities—with particular attention to the needs of women and returnees—underway in selected communities, incorporating the approach to community-based planning envisaged for DDRR and 4R, and resulting in the economic revival of communities and increased earning and employment opportunities.
7.4	SOCIAL SAFETY NETS - GROUPS WITH SPECIFIC NEEDS	Options for safety nets are examined and acted on to support disabled and elderly people, pregnant women and new mothers, street and working children, and others who are vulnerable.
<b>8</b>	<b>INFRASTRUCTURE:</b>	
8.1	POWER	Rebuilt capacities of Liberia Electricity Corporation, electricity services in Monrovia restored, electricity services in rural areas developed, and options for private sector participation explored.
8.2	TRANSPORT	Restored road system and stable road management environment established, with maintenance of key paved roads, upgrading of primary network, and rehabilitation of secondary and feeder roads; improved safety of public and freight transport; improved availability and efficiency of air travel (through restoring normal operations of Roberts International Airport and domestic airports); improved operation of ports so that they serve national (and neighbouring countries) needs for sea transport and have the potential to generate revenue.
8.3	COMMUNICATIONS	Fixed telephone services restored; mobile phone network expanded; and regulatory framework established.
8.4	URBAN WATER AND SANITATION	As a priority, improve all levels of the management of systems; improve managed water, sewerage and solid waste disposal systems in Monrovia; resulting in three times the current volume of managed water and an end to sewage contamination of populated areas in Monrovia; establish managed water and solid waste disposal systems in the equivalent of six other urban areas.

<b>9</b>	<b>ECONOMIC POLICY AND DEVELOPMENT STRATEGY:</b>	
9.1	FINANCIAL MANAGEMENT AND AUDIT	Revenue collection, budgeting, and financial management practices brought into line with current best practice; strengthened accounting systems and practices following establishment of a computerised financial management system. Internal financial control mechanisms established and implemented, and independent audit agency (General Auditing Office) made more effective. De-concentration of financial management to different spending centres within the NTGL.
9.2	DEVELOPMENT STRATEGY, BUDGET AND STATISTICAL SYSTEM	Legislative control of the budget restored, ensuring the emergence of a results-oriented, accountable budget and expenditure framework laying the foundation for future work on a interim Poverty Reduction Strategy. Collection, processing and analysis of statistical information resumed.
9.3	PUBLIC SECTOR PROCUREMENT	Reform public sector procurement system to enhance transparency, accountability, value for money and reduce risk of procurement-related corruption with an initial focus on health and education.
9.4	FINANCIAL SECTOR	A functioning banking system—based on clear international prudential regulations—is restored, together with an insurance industry—also based on clear international prudential regulations).
9.5	PUBLIC ENTERPRISES	Sound financial management of public enterprises established, and the mandate of public enterprises (PES) reviewed.
9.6	FORESTRY, EXTRACTIVE INDUSTRIES AND NATURAL RESOURCES MANAGEMENT	Options for policies and improved practice in natural resource management (forestry, diamonds, water, etc.) examined; forest management practices—that balance commercial logging, community use and conservation—implemented with an adequate, transparent framework for resuming commercial forestry activities. This framework forms the basis of efforts to secure the removal of timber sanctions.
<b>10</b>	<b>CO-ORDINATED IMPLEMENTATION OF THE TRANSITION FRAMEWORK</b>	
10.1	MANAGING, MONITORING AND EVALUATING THE IMPLEMENTATION OF THE TRANSITION FRAMEWORK	A joint government, international organization and donor mechanism established to manage inputs for implementation of the RFTF (with the pooling of national revenue and international funds where appropriate) and to report regularly (to legislators, the general public and development partners) on the achievements and impact of the RFTF in a transparent and accountable manner.

## Financial requirements

### Approaches for and limitations in costing

59. The cost estimates as presented in the first table below and in the full RFTF in Annex I are based on 13 sector assessments carried out from October to December 2003 by sector teams composed of UN, World Bank Group and IMF staff, in close collaboration with technical staff at line ministries and high level representatives of the NTGL. Secondary sources have been used wherever possible to crosscheck findings. In addition, further consultations were conducted throughout January 2004 in Monrovia and New York with the Liberian Minister of Planning and Economic Affairs, and representatives from the Office of the Vice-Chairman and the Council of Economic Advisors.

60. This Needs Assessment was carried out at the same time as the preparation of the Liberia mini-cash budget for 15 October 2003 – 31 January 2004 and the subsequent five-month budget for 1 February – 30 June 2004 (yet to be adopted by the NTLA by the end of January). Although detailed figures of the five-month budget were not available at the time of the assessments, extensive discussions with various Ministries and the IMF gave the assessment team the opportunity to prioritize the needs for the two-year transition period so as to complement and avoid overlap with 2004 budget expenditure commitments.

61. The costs identified in each sector assessment are largely focused on physical reconstruction, restoration of basic services, support to national and local government institutions and technical assistance and training needs, plus the operational and maintenance costs associated with new investments. It is foreseen that all expenditures included in the five-month budget are foreseen to be financed through domestic revenues and include provisions for full coverage of the Liberia public sector payroll (though at levels still to be adjusted pending preparatory work initiated by the CSA with regard to civil servant size and pay scale). The financial requirements for the transition period hence exclude civil service salaries, with the exception of the staffing of the Liberian police force and judiciary and a select number of newly proposed public bodies with regulatory, oversight and human rights mandates.

62. Although the longer-term objective would be to enhance the government's capacity to increase its revenue stream, it is unlikely that significant revenues can be generated over the two-year transition period. Consequently, the presented funding requirements more or less equal the current funding gap; that is, the vast majority of the identified needs are likely to require external donor assistance.

63. Liberia's overall reconstruction needs today present a tall order for the Liberian people and its National Transitional Government. The total financial requirements for full implementation of the RFTF over the two-year period are estimated to be approximately US\$486 million, with US\$230.5 million allocated for 2004 and US\$255.8 million for 2005<sup>4</sup>. These figures are in addition to the needs presented in the CAP2004, amounting to US\$179.1 million.

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<sup>4</sup> Cost figures are presented in constant US Dollars over the entire two-year period (2004-2005) and are shown on a commitment basis. The proposed allocation of resources within the RFTF is based on the need to prioritize projects and does not necessarily reflect calendar-year disbursements.

64. It is well understood that no sharp dividing line can be drawn between the humanitarian needs on the one hand and recovery and longer term development needs on the other. This dictum is all the more applicable to the present situation in Liberia. The humanitarian needs in the country remain significant and have a direct bearing on the priority needs identified in the transition framework. Given the scope and sector coverage of this Needs Assessment, certain priority needs overlap with those already identified in the CAP2004 (an attempt was made to align as much as possible the CAP2004 budget lines to the RFTF structure, though clearly this has been possible only to a limited extent). In determining the financial requirements for the transition period, however, great care was given to avoid potential overlaps by abstracting already identified financial needs in the CAP2004 from the total estimated costs in each sector.

65. It is important to note that the amount of funding sought does not reflect the totality of needs likely to exist in the country today. Rather, the guiding principle in determining both the scope of the Transition Strategy and the costs of its implementation has been to tailor ambitions to what can realistically be achieved within the next two years given the limitations outlined below.

66. The timeframe and circumstances of implementation are more difficult to estimate than are the physical recovery and reconstruction needs. The figures presented in the table below reflect the best judgment on the capacity of national institutions to absorb external resources and plan and implement programmes. Assumptions were made regarding milestones of the transition period (such as the opening up of the country, the pace and patterns of return of refugees and returnees, the availability and capacity to distribute equipment and inputs necessary for reconstruction and the expected timeframe for establishing adequate financial management, accounting, reporting and monitoring systems) that have strong implications on humanitarian and rehabilitation activities. These assumptions, as well as a set of common baseline data, were used within the sector-specific Needs Assessments. It must be borne in mind, however, that absorptive capacity is not static; experience shows that it can build up quite rapidly in post-conflict situations. For example, the formation and growth of local firms in the private sector can greatly strengthen local supply and service delivery capacity.

67. Aforementioned factors will have a direct bearing on the pace of implementation and rate of project disbursements. One of the greatest challenges will hence be to formulate time-bound programmes that are well sequenced and in accordance with established procedures. The very nature of the RFTF as a time-bound action plan calls for a rapid pace of disbursements—and the start of activities in support of the transition—if the identified outcomes are to be realized. This can only be achieved if commitments are frontloaded as much as possible, in order to allow capacity to be built up quickly so that projects can be planned and initiated at the outset of the first six-month period.

68. The Needs Assessment covers the needs in all fifteen counties of the country. However, due to mobility constraints and the short timeframe for the Assessment, teams were unable to develop a detailed analysis of existing needs in the rural areas, including potential regional imbalances. Therefore, sector transition strategies offer specific recommendations about where to direct or redirect the aid effort only in those instances where these could be founded on reliable estimates/projections and/or existing data. Further consideration should be given to regional disparities in service coverage and living conditions so as to maximize programme impact and curb past biases in resource allocation.

69. Successful implementation of the RFTF in the defined timeframe will demand the establishment of effective donor coordination mechanisms to manage the new resources made available to the country. A first proposal to this effect is outlined elsewhere in this report, which includes a reference to the establishment of a rapid funding mechanism. Due consideration is to be given to the linkages between this facility and existing/newly established financial management and budgetary mechanisms, so as to allow for the proper management and monitoring of the total flow of revenues and expenditures in the country.

70. The expectations of Liberians for a peace dividend are high. So are the challenges ahead for all who want to be partners in the transition programme. Hence, the need for a strong and concerted donor effort is real and urgent. The International Conference on Reconstruction in Liberia, held on the 5 and 6 February in New York, is intended to launch this effort.

# RFTF Financial Requirements 2004 & 2005 by Cluster (in US\$ mln)\*<sup>1</sup>

Sectors		US\$ mln	US\$ mln	Total		% of total
		2004	2005	04 - 05		
1	Security	n.a.	n.a.	n.a.		0%*2
2	DDR	17.2	26.2	43.4		9%*3
3	Reintegration	69.8	42.6	112.4		23%
4	Governance	30.2	18.0	48.2		10%
	Media	2.0	7.5		9.5	*4
	Local government	2.3	2.0		4.3	
	Police reform	15.7	4.1		19.8	
	Judicial reform	1.1	0.8		1.9	
	Civil service reform	1.0	0.5		1.5	
	Civil affairs	5.5	0.6		6.1	
	Human rights	2.6	2.5		5.1	
5	Elections	0.3	4.0	4.3		1%*5
6	Basic Services	32.7	44.0	76.7		16%
	Education	18.3	14.3		32.6	*6
	Health	4.0	23.0		27.0	
	Comm. WATSAN	10.4	6.7		17.1	
7	Productive sectors	21.1	29.2	50.3		10%
	Agriculture	11.3	13.1		24.4	
	Livelihoods	9.8	16.1		25.9	
8	Infrastructure	52.8	78.1	130.9		27%
	Transport	4.6	45.1		49.7	*7
	Electricity	30.5	15.9		46.4	
	Telecom	4.5	3.9		8.4	
	Urban WATSAN	13.2	13.2		26.4	
9	Economic Man.	17.3	1.3	18.6		4%
	Forestry	8.7	0.0		8.7	*7
	Procurement	1.3	0.0		1.3	
	Public enterprises	1.0	0.0		1.0	
	Budget & financial management	2.5	1.3		3.8	
	Regulatory reform private sector	0.3	0.0		0.3	
	Statistical capacity	1.5	0.0		1.5	
	Banking & finance	2.0	0.0		2.0	
10	Co-ordination mechanisms					
	RFTF	1.6	1.3	2.9		
Grand Total		243.0	244.7	487.7		100%*8

\*<sup>1</sup> The CAP2004 sector funding allocation does not exactly correspond with the Need Assessment sectors.

\*<sup>2</sup> Financial requirements unknown at present; detailed costing pending outcome of separate ongoing needs assessment by US government. Total costs for the Military Advisory Committee are budgeted at US\$0.17 million for the 2004-05 period.

\*<sup>3</sup> Total figure is exclusive of US\$18 million for DDRR already included in the CAP2004. Firm pledges towards the UNDP DDRRP Trust fund received thus far; US (US\$2.9 million), UK (1million pounds), the EU and Sweden (contributions to date: US\$529,000).

\*<sup>4</sup> Figure inclusive of all costs related to Transition Recovery Teams (TRTs), to facilitate the reintegration process of displaced populations (Cluster 3).

- \*5 All the technical assistance components of the electoral process will be covered by the budget of the Electoral Unit, to be funded through UNMIL. The latter will also provide the majority of transportation facilities for electoral staff and equipment/supplies.
- \*6 Total figure for 2004 exclusive of the US\$30.8 million already included in the CAP2004.
- \*7 .Includes some provision for re-establishing capacity for environmental management
- \*8 More detailed information on the financial requirements can be found in RFTF annexed to this report, as well as in the individual sector reports.

## UN Consolidated Inter-Agency Appeal for Liberia 2004

Summary of requirements - by sector [in US\$ million]\*<sup>1</sup>

	Sectors	2004	% of total	
1	Security	0.2	0.1%	
3	Family Shelter & Non-Food Items	1.5	1%	
4a	Coordination & Support Services	3.5	2%	
4b	Protection, Human Rights & ROL	11.0	6%	
6a	Education	7.0	4%	
6b	Health	30.8	17%	
6c	Water & Sanitation	9.3	5%	
7	Agriculture	1.6	1%	*2
	Food	42.0	23%	
7b/8	Economic Recovery &	19.3	11%	
	Infrastructure			
10	Multi-Sector	52.9	30%	
	<b>Total</b>	<b>179.1</b>	<b>100%</b>	

\*1: Requirements as of 27 October 2003. Total Figure does not reflect pledges, commitments and disbursements received thus far, though these are estimated to amount to less than 10% of grand total.

\*2: Food requirements are reflected in the West Africa Regional Appeal.

## Macroeconomic assumptions

71. Underlying the analysis in this Assessment are some macroeconomic assumptions that require explanation.

72. **GDP:** preliminary estimates and projections of the GDP have been made for 2004 in US dollar terms, largely based on evidence collected from a number of local sources. This resulted in the development of two different growth scenarios. The "*more optimistic scenario*" projects an increase of GDP during the first half of 2004 by 43% over the second semester of 2003. This is largely because of an increase in services, construction, and selected manufacturing activities in response to rising donor activities. The "*less optimistic scenario*" assumes an increase of 16% in GDP in the first half of 2004, compared to the second half of 2003, due to a somewhat less vigorous reactivation of sectors that cater to donor activities and lack of resumption of timber production. In either case, the GDP per capita would still remain significantly below its 2002 levels, at US\$118 for the *more optimistic* and US\$99 for the *less optimistic scenario* (compared with US\$160 in 2002). These figures will need to be revised as better information becomes available.

73. **Unemployment:** though no reliable statistics on the size of the labor force and levels of unemployment are currently available, the combined rate of under- and unemployment is estimated to be as high as 85%. Employment in the public sector stands at approximately 48,000 (current payroll headcount covering all three branches of government), excluding 5,000 workers reportedly employed in the public enterprise sector and some 8,500 enlisted men in the armed forces.

74. **Population:** population size and growth estimates are based on a combination of data from several local sources, including the last population and housing census, MPEA statistics, UN organization data, and recent figures on displaced populations. Based on these sources, the current total population is estimated to be approximately 2.9 million, with a projected growth rate of 2.4% (averaged between rural and urban populations) and a 50/50% rural – urban ratio. The most recent estimate of IDPs is projected at around 490,000. Out of the total of 350,000 Liberian refugees currently thought to reside outside the country, 250,000 are estimated to return during the transition period. Figures for the number of ex-combatants have recently been adjusted upwards following the first round of disarmament and demobilisation in December 2003, and now stand at approximately 53,000.

75. More detailed information on numbers of IDPs, refugees, third-country nationals and ex-combatants, including breakdown per geographical area, can be found in the respective full-sector working papers.

	2003	2004
Per Capita GDP (US\$)	US\$ 160 (2002)	US\$99-118
Nominal GDP Growth Rate (%)		16-43
Poverty (% of pop. living on less than US\$1 per day)		80
Population (million)		2.9
Population growth (%)		2.4
IDPs (January 2004)		490,000
Expected no. of returnees 2004-2005		250,000
Public Sector Employment (incl. SOEs and armed forces)		61,500
Under/ unemployment (%)		85

## Sector priorities

### No. 1: Security

#### I. Status and key issues

76. Fourteen years of recurrent conflict, preceded by decades of mounting tension among the country's political entities, have created a highly insecure environment that most informed observers consider a lingering threat to Liberia's post-war recovery. While the Comprehensive Peace Agreement, signed in Accra on 18 August 2003, has opened a promising chapter in Liberia's history, Liberia's people can be forgiven for not easily forgetting that there have been agreements and commitments before, with mixed results. Taking heed of the lessons learned from a past filled with broken promises, both domestic and international, the signatories to the Accra peace agreement requested the United Nations to deploy a force to Liberia under Chapter VII of the UN Charter, recognizing that this measure is only the first in a series of initiatives that must involve the far-reaching transformation of the military and militia forces.

77. In its resolution of 19 September 2003 (S/RES/1509), the Security Council authorized the deployment of the United Nations Mission in Liberia (UNMIL) to *inter alia* support the implementation of the CPA, provide backing for humanitarian and human rights assistance, and support security sector reform and the implementation of the peace process. UNMIL force deployment commenced with the re-hatting of the troops of the ECOWAS Mission in Liberia (ECOMIL) on 1 October 2003. Troop deployment is taking place in four phases starting in Monrovia and is to be completed by 28 February 2004 when the total strength of 14,750 troops will be reached.

78. As important as the external troop presence in Liberia is in the short term, most Liberians agree that the fundamental challenge in attaining a satisfactory security situation is to successfully integrate ex-combatants into society, including the many child soldiers whose brief lives have known nothing but war. This can be achieved by means of extensive psycho-social, socio-economic, and vocational support. Restructuring of the armed forces should also open up an opportunity for ex-combatants to make a successful transition to life in post-war Liberia. Article VI of the CPA outlines the cantonment, disarmament, demobilisation, rehabilitation, and reintegration of all combatants, while Article VII calls for the disbandment of irregular forces and the reforming and restructuring of the Liberian Armed Forces. Article VII further states that all incoming service personnel should be screened with respect to educational, professional and medical fitness as well as prior history with regard to human rights abuses. The restructured Armed Forces will be composed without political bias to ensure it represents the national character of Liberia. The mission of the Armed Forces will be to defend the national sovereignty and, exceptionally, to respond to natural disasters.

79. UN Security Council resolution 1509 (2003) mandates UNMIL to assist the NTGL in the formation of the new and restructured Liberian military in cooperation with ECOWAS, international organizations and interested states. This task will be carried out by UN Military Observers but there are other needs, described below, that the international donor community can and should help fulfill.

## **II. Priority outcomes**

80. As in other sectors covered in this report, security is yet another in which immediate crisis response—in this case, the deployment of an international stabilization force—must necessarily be matched, simultaneously, with medium-term recovery measures that are likely to reap tangible benefits only in the post-transition period. Whereas the deployment of UNMIL will enhance security, thus boosting public and business confidence in the country, it is the restructuring of the armed forces that will lend long-term credibility to the recovery process.

81. The primary security-related needs in Liberia are: 1) to consolidate and extend the security perimeter beyond Monrovia to the rural parts of the country, 2) to restructure the armed forces into a unified and cohesive military institution, and 3) to equip the multitudes of ex-combatants who are ready to leave behind a life of war with the wherewithal to survive in a new and in most cases completely unfamiliar world of peace and order. The last issue is covered in the section of this report on Disarmament, Demobilisation, Rehabilitation and Reintegration. The first two—deployment of foreign troops and restructuring of the military—are addressed below.

## **III. Needs in 2004**

- Establish full access throughout country, in line with UNMIL troop deployment expected to be completed by 31 March.
- Launch rural public information campaigns, in close consultation with UNMIL, that alert the rural community to the presence and activities of the UNMIL troops, thereby reinforcing a shared sense of safety and security.
- Support the establishment of a Military Advisory Commission, consisting of the three Chiefs of Staff of the parties (GOL, LURD, and MODEL) and support staff, during the first quarter of 2004.
- Regional focus: increase efforts to control proliferation of weapons in West Africa, so as to enable a safe and secure environment.

## **IV. Needs in 2005**

- Complete restructuring and deployment of armed forces.
- Establish monitoring and early warning mechanisms to detect any problems in restructured force deployment.
- Regional focus: continue efforts to control proliferation of weapons in West Africa.

## **V. Costs**

82. UNMIL troop deployment and information campaign: no cost implications for the RFTF as they are financed through the regular UNMIL Peacekeeping Budget. Cost for the establishment of the Military Advisory Commission (MAC) will be subsumed in the overall financial requirements for restructuring of the military. A separate needs assessment conducted by the US Government is currently underway to identify the specific needs for this sector.

## **No. 2: Disarmament, Demobilisation, Rehabilitation and Reintegration (DDRR)**

### **I. Key issues and status**

83. Article VI of the Comprehensive Peace Agreement (CPA) calls for prompt and efficient implementation of a national process of cantonment, disarmament, demobilisation, rehabilitation and reintegration of all combatants of the Government of Liberia Forces (GOL), Liberians United for Reconciliation and Democracy (LURD), Movement for Democracy (MODEL), para-military groups and other militias. Though estimates of the total number of combatants vary, the latest data approximates that 53,000<sup>5</sup> combatants need to be engaged in the DDRR process<sup>6</sup>.

84. To this end, the CPA has established an interdisciplinary and interdepartmental National Commission on Disarmament, Demobilisation, Rehabilitation and Reintegration (NCDDRR) to coordinate and set policy on DDRR activities. The NCDDRR is comprised of representatives of the NTGL, the three former warring factions, ECOWAS, the United Nations, AU and the International Crisis Group on Liberia. The NCDDRR is co-chaired by NTGL Chairman, Charles Gyude Bryant, and SRSJ Jacques Klein. A Joint Implementation Unit, comprised of UNMIL, the UN Agencies and other partners, has been established and was tasked with the overall programme planning, design and co-ordination of implementation. UN Security Council Resolution 1509 (2003) requests UNMIL, *inter alia*, to assist in the development of cantonment sites and carry out voluntary disarmament of armed groups. The role of UNMIL in DDRR covers activities that are funded by the assessed budget of UNMIL. The initiatives proposed below are, therefore, mutually exclusive and in addition to UNMIL's mandated and fully funded activities.

85. A considerable part of DDRR programme implementation is being contracted out to local and international NGOs, as well as in partnership with various UN agencies, line ministries, private sector institutions and community-based structures. A Project Approval Committee will be established to ensure transparency in the use of donor resources.

### **II. Priority outcomes**

86. It is envisaged that through comprehensive disarmament, demobilisation and sustainable reintegration, all ex-combatants will be enabled to contribute to national development and reconciliation in Liberia, instead of posing a threat to peace and stability. It should also be emphasized that the consolidation of national security is a precondition to facilitating humanitarian assistance, restoration of civil authority, and the promotion of economic growth and development.

87. The overall DDRR programme agreed upon by the NTGL, UNMIL, UNDP and other key partners will take place over a three-year period and will cost approximately US\$75 million, a portion of which is to be covered by assessed contributions from the UN peacekeeping budget. For the purpose of this Needs Assessment sector report, which covers

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<sup>5</sup> This approximate figure is inclusive of 2,000 women ex-combatants, 21,000 child ex-combatants, and 1,400 disabled ex-combatants. This figure may also include some ex-combatants who have fled Liberia but enter the DDRR programme upon return. The estimates are based on preliminary information from the former warring factions and must continue to be repeatedly reviewed during implementation of the DDRR programme.

<sup>6</sup> S/2003/1175, para 22.

the years 2004 and 2005, the aim is to disarm, demobilise, rehabilitate and reintegrate 53,000 ex-combatants.

### **III. Needs in 2004**

- Complete the disarmament and demobilisation of 53,000 combatants, including 1,000 women, 21,000 child and 1,400 disabled combatants.
- Collect and destroy 70,000 weapons.
- Prepare demobilised ex-combatants, through validation and verification, for reintegration assistance, and provide transitional subsistence allowances.
- Initiate stopgap and quick implementation projects in cantonment sites and communities of resettlement.
- Reunify 10,500 child ex-combatants with their families through family tracing programmes or place them in community-based care.
- Undertake widespread information and sensitisation campaign through daily radio broadcasts, distribution of original pamphlets on the benefits of DDRR process and one-day workshops involving Faction Commanders in specifically designated areas.
- Establish a Joint Implementation Unit of the National DDRR Commission and five Field Offices.
- Through the DDRR process, enable peer education on HIV/AIDS, treatment of STDs, condom distribution and health information dissemination.

### **IV. Needs in 2005**

- Enroll 26,000 ex-combatants in reintegration programmes (the remaining 27,000 will be reintegrated in 2006). To the extent possible, ex-combatants should be assisted on the return to their communities of origin or preferred areas of resettlement.
- Reunify remaining 10,500 child ex-combatants with their families through family tracing programmes or place them in community-based care.
- Established field offices provide counseling and referral services to ex-combatants. Community-based programmes are tailored to address the needs of women and child ex-combatants and those associated with fighting factions.
- Information and sensitization campaign begins to focus on nationwide reconciliation and peace-building.

### **IV. Costs**

88. The total financial requirements for the DDRR programme are estimated at US\$64.4 million. Out of this amount, US\$18 million is already covered by the CAP2004. Therefore, the funding sought for DDRR in the RFTF context amounts to US\$43.4 million, of which US\$17.2 million is allocated for 2004 and the remaining US\$26.2 million for 2005. This amount excludes firm pledges received, to date, from the US (US\$2.9 million), UK (GBP 1.0 million), the EU and Sweden (contributions to date: US\$529,000).

### **No. 3: Refugees, returnees and Internally Displaced Persons (IDPs)**

#### **I. Status and key issues**

89. One of the defining attributes of Liberia's post-conflict terrain is the ubiquitous presence of refugees and IDPs, most of whom are living in makeshift, temporary, and categorically decrepit shelter, deprived of even the most basic of life-sustaining amenities. Aside from the many squalid camps, even Monrovia, what most consider a relative haven compared to the rural areas, comes across as a surreal mosaic of lives turned upside down, each with a similarly tragic story of the near-death escape from harm's way.

90. Fourteen years of armed conflict in Liberia have led to the displacement of nearly 1 million people, or one-third of the country's population.<sup>7</sup> Approximately 300,000 Liberians currently seek refuge in neighboring countries (mainly Guinea, Sierra Leone, Cote d'Ivoire, Ghana, the Gambia and Nigeria). In addition, there are an estimated 73,000 refugees from these very same countries in Liberia (with approximately 50,000 from Sierra Leone and Cote d'Ivoire alone). Indeed, in few other parts of the world are neighboring countries so tightly inter-linked through a web of mutual, cross-border refugee flows. This is testimony of the extent of instability that flourishes throughout West Africa. In this light, while the following section focuses on the immediate needs in Liberia, the problem is one that must necessarily be seen from a regional perspective.

#### **II. Priority outcomes**

91. The priority outcomes include ensuring that returnees, third-country refugees, and IDPs throughout Liberia are provided with essential basic services and protection. Efforts must focus not only on the individual concerned, but equally important, on the community, for it is the interaction between the two that will ultimately determine the sustainability of any given solution. Provision of social protection and legal support will also be essential.

92. Rebuilding communities must be based on the underlying principles of participation, ownership, inclusiveness and non-discrimination. Ensuring equal access to resources, decision-making power, opportunities and information while encouraging and supporting civic participation will be key to sustaining long-term peace and stability in Liberia, in general, and sustainable reintegration of displaced populations in their communities, in particular. Returnees having a significant role in community development and reconstruction will therefore be both an indicator as well as a catalyst for sustainable recovery. Moreover, while the provision of social and legal protection for those returning is important, equal access to judicial or acceptable community-based remedies and services as needed by anyone in the community should be the ultimate objective.

93. As interventions by the international community will focus on sectoral inputs, there is a need to coordinate interventions, integrate them across sectors and link relief to development activities. Building the capacity of local government to plan and oversee the recovery process should be a related priority. The deployment of Transition Recovery Teams and the initiation of Town Community Development Council (TCDC) programmes, two innovations that are described in detail in the Needs Assessment sector reports, will facilitate coordination as well as local capacity-building at the community level.

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<sup>7</sup> Liberia CAP2004, p. 30.

### **III. Needs in 2004**

- Provide assistance and protection for returnees, IDPs and refugees, including basic services, food, and transportation when applicable.
- Provide psycho-social support to the most vulnerable groups in all major districts of return.
- Identify and reunite with their families unaccompanied and separated children.
- Establish programmes aimed at sensitizing communities on sexual and gender-based violence, as well as on HIV/AIDs, in eight counties of return.
- Support community mobilization activities.
- Introduce Community Empowerment Projects (CEPs) in all nine major counties of return.
- In line with the 4R8 concept, ensure that there is a coordinated and integrated recovery approach across sectors and that the capacity of local government is built through the deployment of Transition Recovery Teams (TRTs) to all nine major counties of return. 9
- Initiate Town Community Development Council (TCDC) programmes in communities throughout the country.
- Use media and community-based communication channels to facilitate sensitization on issues surrounding 4R.

### **IV. Needs in 2005**

- Continue to expand support programmes for additional refugees, returnees, and IDPs.
- Conduct returnee monitoring exercises and protection workshops for law enforcement in all major return areas.
- Hold protection workshops in at least 10 counties of return.
- Operationalise community mobilization throughout the country.
- CEPs should be evaluated in the above nine counties, as well as expanded and carried out in all of the remaining 15 counties.
- Undertake evaluations of TRT and TCDC experiences, for application of lessons learned and make required changes to existing programmes.

### **V. Cost**

94. The total financial requirements for Cluster 3 reintegration are estimated at US\$112.4 million, out of which US\$69.8 million and US\$42.6 million have been allocated for 2004 and 2005 respectively. This amount includes US\$58.3 million for food assistance, benefiting IDPs, refugees, returnees as well as other vulnerable groups within in society. This component is over and above the already identified food requirements for Liberia in the 2004 West Africa Regional Appeal. The costing for the deployment of the Transition Recovery Teams has been included in the financial requirements for Local Governance in Cluster 4 (priority outcome 4.2).

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<sup>8</sup> Repatriation, Reintegration, Rehabilitation and Reconstruction. 4R is a programme concept referring to the related repatriation, reintegration, rehabilitation and reconstruction processes of a given operation. Its aim is to ensure linkages between all four processes so as to promote durable solutions for refugees, ensure poverty reduction and help create good local governance. The concept provides an overarching framework for institutional collaboration in the implementation of reintegration operations allowing maximum flexibility for field operations to pursue country specific approaches.

<sup>9</sup> As of January 2004, these are: Montserrado, Grand Cape Mount, Lofa, Bong, Nimba, Grand Gedeh, Maryland, Bomi, and Gbarpolu.

## **No. 4: Governance and rule of law**

### **I. Status and key issues**

95. The present situation of Liberia with regard to governance and rule of law is grim yet hopeful. The conflict in Liberia gave rise to widespread violation and abuse of human rights and international humanitarian law by all parties to the conflict. This included: deliberate and arbitrary killings; disappearances; torture; widespread rape and sexual violence against women and children; arbitrary detention; forced recruitment and use of child soldiers, systematic and forced displacement; indiscriminate targeting of civilians; and forced recruitment. There has also been serious deterioration of the institutions responsible for protecting and promoting human rights. Civil society at present is weak and lacks the capacity to be effective.

96. All of this has combined to pose a formidable challenge to the future of recovery in Liberia. Without a major overhaul and re-engineering of the institutions and practices that underpin the relationship between State and civil society, the healing process, and by extension, the recovery and reconstruction process in Liberia is bound to be a disappointment. At present, for example, Liberia's 3,500 police officers lack training and most have not been paid since early 2002.<sup>10</sup> In his report to the Security Council of 11 September 2003, the Secretary-General wrote, "the judiciary sometimes does not enjoy public confidence and has suffered from corrupt practices and political interference. Most courts are not functioning and much of the infrastructure has been destroyed or looted. It also appears that various prisons throughout the country are empty and dilapidated, and that former prisoners are on the loose".<sup>11</sup>

97. The human rights situation is similarly bleak.<sup>12</sup> Of the estimated 250,000 who have died in war-related circumstances since 1989, at least half were civilian non-combatants. Eyewitness reports of mass graves and civilian massacres reach back to the early 1990s. Estimates suggest that one out of ten children in Liberia may have been recruited at some time or another into the war effort.

98. Overall, this sector is characterized by: i) a weak human resource base in the civil service, which has been debilitated due to highly subjective recruitment and accountability criteria; ii) physical facilities in poor condition; and iii) lack of revenue to cover basic administrative running costs. To cope with insufficient human resources in the civil service departments/units, the realization of a census—addressing *inter alia* qualifications, recruitments, and salary scales—is needed. Rehabilitation of physical facilities and procurement of office equipment and supplies is also deemed necessary to facilitate transition to a normal running of central administration services.

### **II. Priority outcomes**

99. **Public Sector Capacity.** The establishment of an institutional framework for sound relations between state authorities and civil society is the overarching outcome in governance. Capacity-building needs are paramount at all levels of government, including

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<sup>10</sup> S/2003/875, para 24.

<sup>11</sup> S/2003/875, para 24.

<sup>12</sup> S/2003/875, paras 26-27.

national, country and district levels. Not only is there a need for upgrading and revitalizing the civil service, but even more challenging will be to align state practices according to the norms of transparent and law-abiding governance. Without improved capacity for planning, coordination and delivery of essential services, the recovery effort, particularly at the local level, will be slow and ultimately unsustainable. External support will be essential.

100. **Rule of law and human rights.** A key outcome is increased transparency and credibility of the police, corrections service, and judiciary. The Comprehensive Peace Agreement calls for a broad range of restructuring and training initiatives under the banner of “professional orientation that emphasizes democratic values and respect for human rights, a non-partisan approach to duty and the avoidance of corrupt practices”. Indeed, years of particularly brutal warfare and the systematic violation of fundamental human rights have eroded the institutional and internalized mechanisms for respecting both official and traditional law. National reconciliation will be possible only to the extent that the human-rights related provisions of the CPA are fully implemented. The government institutions looked to by civil society as the standard bearers of justice have often been those most integrally involved in violations. Revamped and improved judiciary, policing, and corrections services are essential. This should go hand-in-hand with the establishment of a Truth and Reconciliation Commission (TRC).

101. **Civil society and media.** Fostering public dialogue, encouraging freedom of expression, and promoting confidence in democratic institutions are essential means of ensuring the rule of law and the protection of human rights. Civil society organizations and the independent media are central to this process.

### **III. Needs in 2004**

To support national and local institutions:

- Carry out assessment of structure and mandate of government institutions/agencies, public corporations and autonomous agencies; establish a Governance Reform Commission as envisaged in the CPA.
- Assess civil service capacity and systems at the county, district, and town levels. This should include a census of civil servants and necessary actions for eliminating redundant posts and ensuring proper payment to all active civil servants.
- Initiate process of establishing a competent and motivated civil service through re-training and streamlined, transparent recruitment of civil servants.
- Develop the capacity of the Civil Service Agency (CSA), including the provision of required hardware and training.
- Selection and deployment of Transitional Recovery Teams to county superintendent offices with attention given to urban management, land management and restitution, effective shelter delivery.

To support rule of law and human rights:

- Expedite efforts to revamp two criminal courts in Monrovia; physical rehabilitation of Supreme Court, equipped with necessary human and material resources to operate effectively.
- Conduct census of judicial personnel, with information on qualifications, process of hiring, etc.

- Develop Liberian Police Service, including nationwide recruitment campaign. Begin police academy instruction.
- Rehabilitate correctional institutions, including improved management practices in Monrovia Central Prison, and develop Penal Reform Plan.
- Establish safe and secure separate detention facilities for women and for children.
- Initiate establishment and operations of a Truth and Reconciliation Commission, including the launch of national consultations with all stakeholders on the drafting of enabling legislation.
- Initiate national consultations on adopting enabling legislation for the establishment of an Independent National Human Rights Commission (INHRC).
- National consultations towards the adoption of three-year national human rights action plan.
- Establish a fully functioning Ministry of Gender and Development, with a strategy for mainstreaming gender into all line ministries.

To support civil society and the media:

- Prepare a compendium of civil society organizations in Liberia.
- Provide training for civil society organizations, including on human rights and protection monitoring and reporting.
- Review NGO accreditation procedures.
- Develop civic society education programmes, in consultation with civil society organizations, including human rights and women's organizations.
- Conduct consultative process on media policy and legal reform to secure freedom of expression and a free press.
- Initiate capacity-building of media professionals and strengthening the development of independent media and the interface between media, civil society and political authorities.
- Facilitate transformation of state media into independent service.
- Rehabilitate infrastructure and equipment, strengthen organizational/management structures, and promote local content programming.

#### **IV. Needs in 2005**

To support local and national institutions:

- Undertake efforts to restore transparency to the functioning of government.
- Launch training programmes for civil servants at the local level.
- Develop and consider implementation of decentralization options.

To support rule of law and human rights:

- Carry out a comprehensive review of the judicial system.
- Undertake comprehensive public information campaign to educate public on judicial system.
- Establish a national Law Reform Commission.
- Truth and Reconciliation Commission to carry out hearings with nationwide fact-finding and research, interviews with victims and witnesses, and public hearings. TRC should conclude its work before end-2005 with the issuing of a public report.
- At the time of the national elections, have approximately 2,000 new police officers trained, equipped and deployed in all parts of the nation. Raise national police force membership to 3,500 trained professionals.

To support civil society and the media:

- Provide training to NGOs and CSOs to establish capacity to monitor and report on human rights.
- Enact necessary changes to laws, rules and regulations that apply to NGOs and CSOs.
- Rehabilitate media infrastructure, enhance local content production, and strengthen independent print media and community radio.
- Build capacity of media professionals through training and strengthen the development of independent media and the interface between media, civil society and political authorities completed.

## **V. Costs**

102. The total financial requirements for the various components under Governance and Rule of Law total US\$48.2 million, out of which US\$30.2 has been allocated for 2004 and US\$18 million for 2005. The breakdown is as follows:

- Police Reform: US\$19.8
- Media: US\$9.5 million
- Civil Affairs: US\$6.1 million
- Human Rights: US\$5.1 million
- Local government: US\$4.3 million (including US\$3.9 million for TRTs)
- Judiciary Reform: US\$1.9
- Civil Service Reform: US\$1.5 million

## **No. 5: Elections**

### **I. Status and key issues**

103. The culmination of Liberia's post-conflict transition will be the holding of state and local elections, which must take place, according to the Comprehensive Peace Agreement by October 2005. Fair and transparent elections will involve the Transitional Government handing over the reins of political decision-making to a democratically elected government, and as such, will mark a milestone, if not the starting point in political terms, in Liberia's post-war recovery.

104. The institutional focal point for this process will be a National Elections Commission, which according to Article XVIII of the Comprehensive Peace Agreement, shall be independent, operate in conformity with UN standards, and have integrity. Its primary function is to oversee, with UNMIL, preparations for elections at both national and local levels. Appointments to the Commission are to be made by the Chairman of the NTGL with the consent of the National Transitional Legislative Assembly (NTLA). Article IXX states that the NEC will carry out voter education and registration programmes under the supervision of the UN. An extensive voter registration and constituency demarcation effort will unfold in 2004-05, as no population census is anticipated before the elections.

### **II. Priority outcomes**

105. The sole outcome anticipated is the holding of free, fair and transparent elections, with the full participation of the electorate, in accordance with the CPA.

### **III. Needs in 2004**

- Carry out the necessary preparations to ensure the holding of free, fair, and transparent elections at both the national and local levels, including the development of a methodology for the registration of voters and demarcation of constituencies, which should be approved by the legislature. If necessary, review and amend the Elections Law.
- Complete demarcation of constituencies and initiate voter registration.
- Initiate a nationwide voter education campaign to be completed by mid-2005.
- Set up an electoral unit, within UNMIL, in the first quarter of 2004, responsible for carrying out an assessment and finalizing the terms of reference for a National Electoral Commission (NEC).
- Provide training for NEC Commissioners and staff members.

### **IV. Needs in 2005**

- Complete necessary preparations for the holding of elections, including procurement of required equipment and other elections material, printing of ballots, registration and database of voters, recruitment and deployment of elections monitors, and electoral offices opened up in all 15 countries.
- Complete nationwide voter education programme.
- The UNMIL electoral division should supervise and monitor the conduct of the vote to ensure that free and fair elections are carried out according to international standards; the division will also participate in the counting of the ballots.

## **V. Costs**

106. Total costs for the October 2005 election are estimated at US\$4.3 million. The figure is based on the European Union standard budgeting for elections, assuming an amount of US\$1 per capita. An additional amount has been added to make allowances for a possible re-run as well as additional purchases of equipment. All the technical assistance components of the electoral process will be covered through the budget of the Electoral Unit, to be financed by UNMIL. The latter will also provide the majority of transportation facilities for electoral staff and equipment and supplies.

## **Cluster No 6: Basic services**

### **No. 6.1: Health and nutrition**

#### **I. Status and key issues**

107. It is estimated that less than 10% of Liberians—mainly those in urban and safe areas—have access to any kind of health care.<sup>13</sup> In 1999 and 2000, prior to the latest round of violence, infant and under-five mortality rates were estimated at 134 per 1,000 live births and 235 per 1,000 live births, respectively. Today, such figures would rank Liberia at 43<sup>rd</sup> of 46 sub-Saharan countries.

108. Communicable diseases, especially malaria, diarrhoea, acute respiratory infections and measles, are the major causes of morbidity and mortality. No population-based incidence data is available for morbidity, but cholera is nonetheless known to be endemic. Malaria is the leading cause of morbidity and mortality, accounting for over 10%<sup>14</sup> of all deaths and 36% of diagnoses in health facilities. Schistosomiasis and Lassa fever are prevalent in the most productive agricultural areas, adding a negative economic impact to the direct health consequences. The prevalence of HIV/AIDS, presently estimated at 10-12%, is on the rise, also as a result of the widespread sexual exploitation and gender-based violence that occurred during the conflict.

109. Inadequate access to antenatal care, a high proportion of home deliveries (63%), lack of emergency obstetric care and poor nutritional status of pregnant women have all adversely affected maternal care. Prior to the recent outbreak, maternal mortality rates in Liberia were 578 per 100,000 live births -one of the highest rates in the world.<sup>15</sup>

110. Malnutrition in Liberia is widespread: 39% of children under five are stunted, 26% underweight and 6% are severely wasted.<sup>16</sup> Higher figures have been recorded in IDPs camps and outside Monrovia. Micronutrient deficiencies are common among children and women. These include iron deficiency (pregnant women: 62%, children aged 6-35 months: 87%), vitamin A deficiency (pregnant women: 12%, children aged 6-35 months: 53%) and iodine deficiency (3.5% of children)<sup>17</sup>. Breastfeeding of two-month children is low at only 50%.<sup>18</sup>

111. Little of the health infrastructure that existed before the war is currently functioning: 242 out of 293 public health facilities have been looted or forced to close because of lack of staff and supplies. A large proportion of the private health infrastructure has also been damaged or destroyed. Communication and transport systems are limited and obsolete. Monrovia, which hosts about 40% of the population, is relatively well served, with two public sector hospitals supported by NGOs, three private hospitals, and a network of PHC centres and clinics. Outside of Monrovia, however, the little health care that is currently provided is concentrated in towns with relatively better security and working conditions. In other words, in large parts of the interior, no health care is available to the population.

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<sup>13</sup> From 30% before the war.

<sup>14</sup> MOHSW surveillance system

<sup>15</sup> DHS, 2000.

<sup>16</sup> NNS, 2000.

<sup>17</sup> MOHSW/SW, 1999.

<sup>18</sup> DHS, 2000.

## **II. Priority outcomes**

112. The most urgent priority outcome is to restore to Liberia a Primary Health Care (PHC) system that could deliver health and nutrition services across the country, and in particular, to the under-served rural areas. The strategy proposed consists of laying the groundwork for a comprehensive reconstruction of a PHC sector that would address the most urgent health needs of returnees and the rural population through the re-activation of key health facilities and the expansion of priority health programmes that target the main determinants of disease. Among them, special attention will be given to HIV/AIDS, taking into account that its spread could be increased by population movements and the re-integration of high-risk groups into their communities of origin. Given the risk of water and food-borne illness, people must be able to access soap and other hygiene materials. Actions to tackle urgent health needs will be carried out in parallel to the strengthening, in the medium term, of the MOHSW at the central and county levels. During the transition period, community level involvement will be actively sought to carry out rehabilitation and the management of peripheral health units. This approach is likely to also ensure sustainability of investments and greater transparency in funding allocations.

## **III. Needs in 2004**

- Develop and initiate a rehabilitation programme for the revitalization of PHC and maternity wards throughout the country.
- Implement community-based health and nutrition programmes (including those targeting micronutrient deficiencies) in selected areas of the country, with emphasis on health/hygiene promotion activities (including the distribution of hygiene items).
- Introduce accelerated capacity-building programmes for key categories of staff, starting with in-service training.
- Re-activate the cold chain system beginning with a massive increase in the import of vaccines, the re-equipment of health facilities and stations and the strengthening of transport means at county level.
- Develop a master plan (including health infrastructure, human resources, drugs, medical supplies and funding levels) with a five-to-10 year timeframe, which will guide the allocation of resources for future investments and development.
- Provide institutional support to the Ministry of Health and Social Welfare (MOHSW), with a strong competency-building component, aiming at strengthening key developmental functions.
- Expand the coverage and improve the quality of existing health programmes, focusing on communicable diseases, surveillance, EPI, HIV/AIDS (possibly including ARV) malaria, TB and reproductive health.
- Address the main determinants of maternal mortality with feasible urgent measures (antenatal care, provision of equipment and supplies, transport for referral, training and supervision), while medium-term interventions are being implemented (infrastructure and equipment, human resources, etc.).
- Initiate mental health and substance-abuse psychosocial programmes.

## **IV. Needs in 2005**

- Continue rehabilitation of PHC and community-based clinics throughout the country.
- Improve community health indicators; improve the coverage and quality of the health surveillance system for monitoring health needs.

- Increase the access of rural populations to basic health care and to a strengthened referral system through the functional rehabilitation of regional hospitals.
- Address main causes of maternal mortality by expanding maternity wards, including EOC, and strengthening the capacity to provide antenatal care.
- Rehabilitate and equip four key training institutions: the Medical School, the Tubman National Institute of Medical Arts, the Mother Pattem College of Health Sciences and the Phebe School of Nursing. These institutions have been identified in view of their strategic role in training key categories of health professionals, currently in short supply.
- Continue competency-building activities to strengthen the MOHSW technical capacity, at the central and county level, in key areas of its mandate.

## **V. Costs**

113. The total financial requirements for the health sector for 2004 and 2005 are estimated to be around US\$57.8 million. As US\$30.8 million is already covered by the CAP2004, the end balance for the RFTF priority outcomes amounts to US\$27.8 million; US\$4.0 million for 2004 and US\$23 million for 2005. Main components to be funded include; rehabilitation of PHCs, clinics and training institutes; institutional support to the MOHSW; support to health programmes; and the development of a national health master plan.

## **No. 6.2: Education**

### **I. Status and key issues**

114. Liberia's education system has been among the weakest in Sub-Saharan Africa for the past two decades due to a lack of adequate resources, poor infrastructure, and limited expenditure in national budgets. While there is limited reliable data for recent years, evidence indicates that violence, widespread destruction of infrastructure, displacement of large sections of the population, and the continued degradation of the institutions have had a devastating impact on virtually all components of the education sector in Liberia.

115. According to estimates from the Ministry of Planning and Economic Affairs, there are 1,329,342 school attendees between the ages of 5 and 24. Almost half (48%) are concentrated at the primary level, suggesting a key priority at the lower levels of education. With a primary school Net Enrolment Rate (NER) of 46%, more than half of Liberian children of school-age are out-of-school. In addition, the stark gender-based differentials (NER for boys is 61.41% and girls is 34.12%) is further reflected in the relatively larger number of girls out of school.

116. The prolonged violence and instability has only exacerbated the situation, leaving more children out of schools. In addition, the drop out rate is high with only 35 % of boys and 27 % of girls reaching grade five. Gender-based violence and sexual exploitation have exacerbated gender differentials, with comparatively fewer girls enrolling and more dropping out of school. According to a 2001 Monitoring Learning Achievement report, even if children do complete primary education, only 42% attain the minimal levels of learning achievement<sup>19</sup>, highlighting the poor quality of the education system. Given the high illiteracy rate, the importance of non-formal education opportunities is underscored.

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<sup>19</sup> UNICEF, Master Plan of Operations (MPO), p. 15, 1999.

117. The impact of war—as well as peace—on education in Liberia is self-evident. Between 1998 and 2001, which are now seen as a period of relative calm in Liberia, there was an unprecedented increase in the number of schools (from 1,507 to 3,135), enrolment rates (from 289,883 to 794,337), and number of primary school teachers (from 9,659 to 17,210). After those years, the situation sunk into unrest, with a noticeable impact on these categories. Due to disruption of conflict on their education, 65% of boys and 62% of girls are now over-aged for primary school. This trend is repeated for secondary school, where almost 45% of boys and 27% of girls are between 20–24 years old.

## **II. Priority Outcomes**

118. In post-conflict Liberia, priority outcomes in education can be expressed in three broad categories: to rehabilitate at least 25% of the primary and secondary schools in need; to improve access to quality basic education also by implementing back-to-school type of programmes; and to define and implement a new policy in education that will serve Liberia for generations to come.

119. The challenge in Liberia is not only to ensure basic security, reconstruct infrastructures, and jump-start economic productive activities. It also includes redesigning some basic services so they better meet the needs of the population. The delivery, financing and management of education services need priority attention. The education policy context, decentralisation of functions and building the capacity of critical institutions should also be taken into account in reconstruction. These actions require a profound transformation of the current system, with special focus on increasing access to basic education, stability in educational cycles, and gender balance.

## **III. Needs in 2004**

- Immediate rehabilitation of primary and secondary schools throughout the country.
- Expand access to education through provision to children of emergency education supplies.
- Initiate curriculum review and revision for all levels of the education system around five key subjects: language, mathematics, science, social studies and reading.
- Introduce teaching modules on health promotion, with emphasis on HIV/AIDS and sanitation preventive measures.
- Promote community-based involvement and action—e.g., parent teacher associations.
- Assess the potential for and create, or strengthen existing, non-formal education programmes.
- Expand teachers and education officers' training activities.
- Review and re-print essential teaching and learning materials for the primary grades.
- Promote the education of vulnerable groups, including learning programmes for over-age children, especially demobilized children.
- Support the restart of and access to higher education, by recommencing the academic cycle.
- Review the policies and organization of the MOE to identify opportunities for the strengthening of the policy and institutional framework, and address the challenges of reconstructing the education sector.

#### **IV. Needs in 2005**

- Continue and expand schools rehabilitation.
- Construct new schools.
- Finalize the curricula for the primary, secondary, vocational and higher education and appropriate and complementary in-service training of teachers.
- Expand accelerated programmes for out-of-school, over-aged children, ex-child combatants and girls associated with the fighting forces.
- Procure and distribute teaching and learning materials for secondary, vocational and higher education.
- Continue capacity-building and support for the MOE.

#### **V. Costs**

120. The total financial requirements for the education sector are estimated at US\$32.6 million, with US\$18.3 allocated for 2004 and US\$14.3 million allocated for 2005. The costs for physical reconstruction of schools, training institutes, vocational training centers etc. included in this sum account for approximately 25% of the total identified needs. The main expenditure items are the following:

- US\$22.9 million for capital investments;
- US\$5.6 million for teaching materials;
- US\$3.9 million for technical assistance;
- US\$ 0.2 million for incremental recurrent costs.

### **No. 6.3: Community water and sanitation**

#### **I. Status and key issues**

121. Liberia's water and sanitation (WATSAN) facilities are in a very poor state of repair. This has been a direct result of the fourteen years of conflict exacerbated by limited resources to adequately manage systems that were in place. Two types of management of WATSAN systems exist: those managed by State agencies and those managed by the communities. In general, the State-managed systems are limited to some parts of the main urban areas and the community-operated systems are limited to all rural areas and also in some parts of the urban areas. This section deals with community-operated facilities. State-managed facilities are covered under "Infrastructure".

122. In Liberia, the main causes of mortality and morbidity are malaria, diarrhoea, acute respiratory infections and HIV/AIDS. Appropriate hygiene practices, together with access to safe water supplies and an environment free of sanitary contamination, can have a significant impact on the reduction of diarrhoea. Improved WATSAN facilities also help to reduce the incidence and impact of many other diseases.

123. The main focus of community-managed WATSAN facilities is water supply and its use, as well as appropriate excreta disposal.

124. Liberia has great potential in water resources. Both precipitation rates and the water table are sufficiently high to allow for easy exploitation of underground water resources. Only part of this potential was tapped by either State-managed or community-operated systems before the civil war. This was partly because implementation was driven more by

political choices than by objective county-wide assessments even though a water policy was articulated in 1970. Political motivation in policy implementation also meant that existing policy was not systematically and uniformly applied across agencies and ministries.<sup>20</sup>

125. Since the civil war, there has been a gradual decline in available resources and deterioration in urban State-managed water systems. In addition, insecurity has led to a general migration of people away from the more insecure rural areas to the more secure urban areas. In addition to leaving rural facilities unattended the above has resulted in increased burden being placed on the community/private operated systems in urban areas.

126. It is probable that there has been widespread theft of water equipment and malicious damage to wells. Some hand pumps may have been removed and hidden by the population prior to fleeing, but it is unsure if the hidden pumps will still be in working order. It is likely that wells will also have been damaged. Some rural dwellers will have relied on creek water.

127. With regards to excreta control, people living in rural areas rely on pit latrines or open defecation. The availability of pit latrines is not currently known but it is reasonable to assume that many of the pit latrine superstructures will have been damaged (malicious or otherwise). In the less populated areas, open defecation at a reasonable distance from homes or water sources may be regarded as the appropriate solution to excreta disposal, particularly if a shallow hole is first made and then covered up after defecation.

128. People living in urban areas (except for parts of Monrovia) have also to rely on pit latrines and a form of open defecation where faecal matter is placed into plastic bags that are then deposited onto rubbish heaps or into open areas. In addition, some urban residents use systems connected to septic tanks. Outside of Monrovia, the availability of these methods is not known but is likely to be in a similar state of repair as those in the rural areas.

129. The above has created an environment where populations have an increased risk of exposure to endemic WATSAN-related illness and disease.

## **II. Priority outcomes**

130. For communities living in the more densely populated urban areas (Monrovia and six potential urban areas), the priority outcomes include improved levels of community-based water and excreta disposal facilities. There will be a focus on the establishment of household level water treatment (75% regularly used by the end of 2005), improvement in well accessibility and improvement in latrine accessibility.

131. For communities living in the rural areas, the priority outcomes include improved levels of community-based water and excreta disposal facilities with a focus on the improvement in well (with high water quality) accessibility and improvements in latrine accessibility.

132. Limited absorption capacity will mean that the needs resulting from a significant countrywide return of people will not be able to be met all at once. As such, all responses

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<sup>20</sup> Before 1990, about 45% of the urban population enjoyed access to safe drinking water (state-managed water systems or improved hand pump wells) compared to 23% in the rural population.

will need to be targeted to those at greatest risk of outbreaks of disease whilst maintaining a reactive capacity to respond to any outbreaks that may occur.

133. Community-based health/hygiene promotion activities will form an important element of all activities. Some activities will be carried out at the start of each project but the main activities have been included within "Health and nutrition".

134. Sustainable recovery will require a shared effort involving external partners, the State, communities and individuals, with the common aim of improving water and sanitation facilities in communities throughout the country. Actions to address identified needs must be implemented in such a way that long-term environmental, economic, social and technical sustainability is ensured. All interventions should, thus, be shaped according to the opinions of user groups. Community groups will carry out as much of the work as practicable. In this sense, it may be necessary to provide food to those directly involved, as a facilitating component to ensure maximum participation in any project.

135. The above actions will contribute towards creating a more stable environment in which to hold the elections—an environment where people are less exposed to the risks of WATSAN-related diseases and are able to live in more dignified and secure surroundings.

### **III. Needs in 2004**

- Launch a campaign that informs the urban population that relies on non-managed water supplies of the advantages and methods of household level water treatment.
- Rehabilitate wells and latrine drop holes in and around Monrovia and six other urban areas, as well as in rural areas.
- Within Monrovia, build trial-enhanced public sanitation blocks (community washing facilities and latrines).
- Build water test labs.
- Establish a centralised database to record available information on the WATSAN situation.

### **IV. Needs in 2005**

- Increase the level of population in Monrovia and other urban community centers regularly carrying out household water treatment.
- Build or rehabilitate more wells and drop holes throughout the country.

### **V. Costs**

136. The total financial requirements for community water and sanitation sector total US\$17.1 million with the majority of spending, US\$10.4 million, foreseen for the first 12 months. The remaining US\$6.7 million is for the second year of the RFTF. Funding is primarily destined for the following three key priority outcomes:

- Strengthening Monrovia's community-based water and excreta disposal facilities (US\$3.8 million);
- Strengthening of urban (non-Monrovia) community-based water and excreta disposal facilities (US\$6.5 million);
- Enhancing the rural community-based water and excreta disposal facilities (US\$6.8).

## **Cluster No 7: Restoration of productive capacity and livelihoods**

### **No. 7.1: Agriculture and food security**

#### **I. Status and key issues**

137. Agriculture<sup>21</sup> has long served as the backbone of Liberia's economy and the key to food security and poverty eradication in both the rural and urban areas. Before the conflict, approximately 80% of the population derived their livelihoods from farming alone. However, only 10% of the 4.6 million hectares of arable land is currently cultivated. The problem for Liberia is not land availability. Rather, it is the challenge faced by returnees and existing small-scale farmers in re-establishing their livelihoods, having lost the majority of their assets. This sector is the linchpin for post-war recovery and development because of the importance of agriculture, and its associated trades and industries, to the vast majority of the Liberian population, and the potential of natural endowments that have not been exploited.

138. Nonetheless, any optimism regarding the potential of this sector is matched by a sobering sense of urgency due to widespread food insecurity. In the aftermath of the prolonged civil conflict, Liberia is one of the most food-insecure countries in the world, with more than one-third of the population undernourished and two in five children under the age of five stunted.

139. In normal times, domestic production of the country's main staple foods, rice and cassava, relies on a low input/low output, shifting-cultivation, mixed-cropping system. During the lull in fighting from 1997 to 2000, production of rice and cassava reached 70% of the pre-war level. This growth was wiped out by the escalating conflict from 2001 to 2003, during which the gap between production and requirements widened. Many farmers were unable to cultivate in the 2003-planting season due to the conflict and loss of seed, tools and livestock. Meanwhile, the small and large rubber, cocoa and coffee plantations, which are important sources of income and employment, have been abandoned and become choked with undergrowth. Most fisher folk have lost the means to fish. Most of the artisans and processors who serve the agriculture sector have lost their equipment. As a result of the above, agricultural production, incomes, employment and nutrition have declined drastically.

140. To help bridge the food deficit, the food assistance strategy proposed for Liberia in the CAP2004<sup>22</sup> combines decreasing free food distribution with a targeted approach that encourages development of self-reliance strategies, including food for rehabilitation of agricultural assets and skill development. The food aid needs, which are comprehensively described in the CAP2004, are not reiterated below. What is emphasized here is support for input supply and capacity building to jump-start food and cash crop production, but while doing so, broaden the basis for sustainable food security, agro-industry, employment and income generation.

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<sup>21</sup> Agriculture embraces smallholders and commercial operations in food and cash crop production, livestock, fisheries, and forestry, as well as the linked input services, processing and marketing. Food security is a function of availability and access through food production, income generation and purchasing power.

<sup>22</sup> See Consolidated Appeals Process (CAP) for Liberia 2004, prepared by the UN Office for the Coordination of Humanitarian Affairs (OCHA), New York and Geneva, November 2003.

141. The 2004-05 period should begin with a crisis orientation. Failure to meet the urgent needs for seeds and tools to plant the main rice crop in April 2004 would result in the need for another large and expensive appeal for food aid in 2005. On the other hand, if adequate agricultural inputs are provided on time, the focus from mid-2004 into 2005 would transition to recovery and reconstruction mode.

## **II. Priority outcomes**

142. The priority outcome is improved food security and self-reliance in rural and urban Liberia, by the restoration of agricultural productive capacity and incomes. Food production in 2004 may be much less than required, as cultivation of rice and cassava will be possible only in areas made secure by March/April 2004. Nevertheless, the need for food aid in 2005 could be reduced significantly if the unmet demand, from an estimated 10,000 returning families and 60,000 resident farming families, for seeds and tools is supplied in time for the 2004 planting season. Food security, nutrition, incomes and employment would be enhanced further through complementary support for rehabilitation of tree crops, livestock, fishing, and the associated trades and infrastructure. Concurrently, the capacity of relevant government institutions at central and local levels would be rebuilt and self-sustaining farmer groups promoted.

## **III. Needs in 2004**

- Sufficient food supply and nutritional intake in rural communities and urban areas.
- Seeds and tools provided for food production by over 70,000 families.
- Vegetable seeds and tuber planting materials provided for over 10,000 women to establish home and market gardens in urban and peri-urban areas.
- Breeding livestock distributed (20,000 chickens, 1,000 goats, 1,000 pigs, 200 cattle).
- Training of trainers initiated for capacity-building of field workers and farmer groups.
- Vegetable gardens established at 50 schools and health/feeding centres.
- Clearing of swamps that can be prepared immediately for food cultivation.
- Food/cash-for-work provided for under-brushing and inputs for harvesting of tree crops.
- 500 artisanal fishing families equipped, fish hatcheries and fish ponds rehabilitated.
- Four vocational schools refurbished, 10 artisan workshops and 100 blacksmiths equipped.
- Food security and market information system set up including rapid assessments of food supply and crop production and for community-based agro-employment generation.
- Government capacity supported in coordination and policy formulation for agriculture.
- Reviews of food and tree crops, livestock, forestry, fisheries, and agro-processing, to identify comparative advantages, opportunities and constraints.

## **IV. Needs in 2005**

- Capacity-building support intensified for food production and income generation.
- Outreach of field workers expanded to 2,900 farmer groups involving 73,000 farmers.
- Community-based agro-processing strengthened through 20 new cassava mills, 50 drying floors, 65 grain mills, and 150 hectares of woodlots.
- Another 500 artisanal fishing families equipped, and fish pond development extended.
- All four vocational schools operational, 20 workshops and 300 blacksmiths equipped.
- Second food supply and crop assessment undertaken.
- Essential government coordination and support services rehabilitated.
- Sector policy for agriculture prepared, including a National Food Security Strategy.

- More attractive environment for private investment in natural resource development and agro-processing established through regulatory and policy reform.

## **V. Costs**

143. The total costs for the agriculture sector component in the RFTF is budgeted at US\$24.5 million. Out of this amount, US\$11.3 million has been allocated for 2004 and US\$13.2 million for 2005. The identified financial requirements relate to the following four priority outcomes:

- Food security and food production (US\$11.6 million)
- Agriculture-based income generation (US\$2.6 million)
- Skills development (US\$1.8 million), and
- Institutional capacity-building (US\$8.5 million)

## **No. 7.2: Livelihoods and employment generation**

### **I. Status and key issues**

144. Three defining attributes of the employment situation in Liberia should be kept in view when assessing priority outcomes and needs in 2004 and 2005: first, the predominance of the agricultural sector both in terms of the proportion of the labour force involved therein and its accessibility to many of the returnees and demobilized combatants; second, the growing number of youth in need of education, skills development and gainful employment; and third, endemic market distortions created by the war and the monopolistic tendencies of past political regimes.

145. Economic growth in Liberia remains sluggish, averaging less than 50% of its pre-war GDP level. Under- and unemployment in the formal sector has risen up to 85% of the total labour force of about one million people. Poverty levels continue to rise at 76.2% and 52% in absolute and extreme poverty terms, respectively.

146. In Liberia, as in most countries, sustainable recovery will depend, in the medium term, on the development of a vibrant private sector. The problem is that three essential prerequisites remain unmet in Liberia, and are likely to remain so into the foreseeable future: (i) a sound macroeconomic framework, (ii) a functioning financial system, (iii) a range of basic infrastructure (iv) a clear legal and regulatory framework, and (v) security. Efforts to rectify these weaknesses in the Liberian economy must be initiated during the transition if the medium-long term expectation is for sustainable, private-sector-led growth.

### **II. Priority outcomes**

147. Of immediate importance is to bring down the high rate of under- and unemployment (85% in the formal sector) in a manner that is not dependent on progress in the areas mentioned above. Given the high expectations for a peace dividend throughout post-war Liberia, the need grows by the day to quickly create jobs, and to sweep away the profound sense of hopelessness.

148. Quick impact programmes could usefully have as their primary objective the transfer of cash in a rapid and efficient manner. One opportunity for widespread employment

generation is in labor-intensive reconstruction and rehabilitation. It is noteworthy that, in Liberia, an estimated 50% of the rural houses are in need of reconstruction. This sector could, through on-the-job training lead to the emergence of various micro-enterprises for sustainable production. The same could be said for road-building and repair, another central need among the many that constitute the building blocks of Liberia's future.

149. In addition to rapid employment generation and cash-for-work schemes, Liberia will need to create job opportunities for the vulnerable (particularly IDPs, demobilised soldiers, and youth). These groups are addressed at length in other sections of this report. In the case of youth, though no recent census has been undertaken, it is believed that Liberia is similar to other countries in West Africa insofar as more than 50% of the population is believed to be below the age of 16. Any post-conflict recovery strategy must therefore take into account their employment needs and prospects in the years ahead.

150. The decision of refugees and IDPs to return to rural areas and to engage in productive farming will be governed by perceptions of physical security, the availability of inputs, and their arrival prior to March 2004 to allow enough time for land preparation before the onset of the planting rains. Returnees face two important tasks upon return that will compete for their time: ensuring food for the family and shelter. The house they lived in before is likely destroyed, damaged or, at best, occupied and they will either have to rehabilitate their house or build a new house if the entire family returns. If they return when the time for land preparation is too short, they are likely to concentrate on shelter and cultivate less land.

151. Employment could also be generated through community-based social and economic infrastructure rehabilitation programmes, such as social investment fund programmes that rehabilitate schools, roads, health clinics, and water supply networks, usually according to priorities set by local communities. In addition to creating employment through use of local labor and materials, these programmes also address small-scale infrastructure bottlenecks and foster community participation and ownership. The programmes can help strengthen local institutions and improve links between communities and local governments and between local and central governments, both of which are key in the case of Liberia.

### **III. Needs in 2004**

- Provide support to rural livelihoods with an emphasis on agro-processing, the rehabilitation of rural infrastructure, and the provision of key inputs.
- Launch an extensive public works programme that implements Quick-Impact labour-intensive initiatives with a clear focus on employment generation.
- Carry out preparatory work, including rapid assessments, for community-based agro-employment generation, for full operational completion in 2005.
- Establish nationwide rural skills development programme, beginning with the construction of community-oriented Resource Centers, with initial micro-finance projects implemented before end-2004.
- Refurbish Ministry of Youth and provide income generation and training support to youth groups in high vulnerability and high return areas.
- Distribute improved livestock breeds (vaccinated chicks and cockerels for poultry), and inexpensive heat-resistant drugs that farmers could apply by themselves for de-worming and for vaccination of chickens.
- Re-capacitate artisanal maritime fishing industry with equipment and support in preserving and distributing products.
- Replenish grants programme for fishing families.

#### **IV. Needs in 2005**

- Launch nationwide housing construction programme, complete with on-the-job skill training component.
- Provide support in vocational training and skills development catered specifically to returnees and vulnerable groups.
- Establish and provide adequate seed funding to institutions with the capacity to vocationally train, mentor, and support youth groups in high vulnerability, rural and return areas.
- Initiate preparatory work for Integrated Coastal Zone management policy (with emphasis on protection of mangroves and estuaries), Coastal Water Quality programme (and pollution control strategies) and plans for the preservation of fish stocks.
- Rehabilitate rural infrastructure, including feeder roads linking supply areas to markets.

#### **V. Costs**

152. The total cost for the 2004-2005 for livelihoods is currently projected at US\$25.9 million, with US\$9.8 million allocated for 2004 and US\$16.1 million for 2005. This is a tentative figure at present that may change as more detailed information becomes available once the country opens up. This would then also allow for further refinement and integration of the common CDD approach and related livelihoods activities. Included in the total sum is US\$13 million for physical reconstruction and rehabilitation of damaged housing, representing approximately 16% of the required funding for full rehabilitation of this sector. The remainder is allocated for support to SME's and development of local markets, resource centers and vocational training and specific activities targeting the youth population.

## **No. 8: Infrastructure**

### **I. Status and key issues**

153. The extent of the destruction to Liberia's infrastructure is overwhelming:

- The present power generation capacity of the electricity utility (LEC) is 1 (one) MW.
- Insufficient supplies of safe water from managed sources are available for urban populations (limited for the 800,000 inhabitants of Monrovia and non-existent for other urban areas) and, as such, many rely on community-managed systems (covered elsewhere).
- In Monrovia, the sewage treatment plant has been out of operation for more than ten years. Where the pipework exists, raw sewage is currently deposited into the sea. Blockages in the pipework regularly occur, causing raw sewage contamination in some populated areas.
- In Monrovia, solid waste management systems have been impacted by theft and damage to vehicles and an inappropriately designed dump site. Solid waste systems do not exist in other urban areas.
- The road network has not benefited from any routine or periodic maintenance for decades.
- The railways and port infrastructure that facilitated the once vibrant exports of iron ore and timber has simply collapsed.

154. The recent destruction of facilities and equipment is compounded by years of neglect, deferred maintenance and defective governance and management of the public utilities and of the ministerial departments in charge of infrastructure. The utilities operate now on an emergency mode, thanks to some in-kind or financial support provided by donors and agencies. Very little information on their precarious financial position is available and most of them have not issued financial statements for some time. The human resources and skills greatly suffered from the recent events and the number of staff actually reporting for work decreased by more than 90% in most of the utilities and agencies.

155. The present coverage of services amounts to a small fraction (less than 10%) of the level reached at the beginning of the 1980s. Wherever those services are available (mostly Monrovia), they are rendered in substandard conditions. The port of Monrovia and Roberts International Airport (RIA) are open to a limited traffic that is restricted by safety hazards and the lack of adequate equipment and international certification. A combination of State-run, private and humanitarian initiatives provides piecemeal power, water and sanitation services, with instances of service provision at considerable costs. From a supply perspective, the telecommunications sector is somewhat of an exception, as the privately managed and financed mobile phone services (which started in 1997) followed, against all odds, the explosive growth path observed in the region. There are now about 50,000 mobile phone customers in Liberia, i.e., five times the number of conventional phone subscribers in 1990.

156. Reconstruction creates a multi-faceted challenge for Liberia's absorptive capacity. First, whereas the rehabilitation of the pre-existing facilities requires an adequate and realistic programming of capital expenditures, the country's planning and design capabilities have been scattered by the recent events. Second, no substantial and transparent procurement and contract management activity (and contract supervision) took place during the past five years. Third, the supply response of the contracting industry to an immediate flow of demand for infrastructure contracts will be lukewarm, as long as the security situation is not stabilized.

## **II. Priority outcomes**

157. Ensuring basic infrastructure services to people outside of Monrovia, as well as within the city, is an overarching priority. It would be achieved, to an extent through community-based activities. To complement those programmes, it will be essential to support the restoration of road management capacities and implementation capacities and to pave the way for the rehabilitation of the primary road network.

158. A second set of priority outcomes is sustainable capacity, and planned development of systems, for restored service delivery. These would be based on strategies for utilities to cover a significant portion of their operating costs by the end of the transition period. A rehabilitation programme covering power generation and distribution, water supply and sanitation in Monrovia and other urban areas will jump-start a revenue base for the utilities, while technical assistance and training will be used on a transitional basis to revive the planning, managerial, financial and technical skills of the agencies. This would be accompanied by a more detailed assessment of the countrywide rehabilitation needs for primary infrastructure (roads and power generation).

159. A third—and equally essential—priority outcome is to meet the needs of economic actors and priority users that will manage and deliver the reconstruction efforts. For this to materialize, the port of Monrovia and RIA should return to more acceptable levels and standards of operations, whereas minimal fixed phone services (allowing for data transmission and Internet) should be provided to businesses and government, in and outside of Monrovia.

## **III. Needs in 2004**

- Conduct feasibility studies for planned improvements to basic infrastructure.
- Initiate provision of basic infrastructure (water, sanitation, feeder roads) to rural areas and small towns, some of which will be instigated through 4R and CDD programmes (see Community Water and Sanitation sector).
- Strengthen capacities in road management and complete detailed design for the rehabilitation and upgrade of the primary road network.
- Assess detailed needs of airport operations and initiate contracts for port improvements.
- Restore availability of minimal power generation and distribution in Monrovia.
- Restore accounting and commercial functions, as well as strengthen management, for electricity, water, sewerage, solid waste management, and telecommunications.
- In Monrovia, increase water production to 8,000 m<sup>3</sup>/day, reduce (in overall percentage terms) the levels of unaccounted water and eliminate sewage overflows in populated areas.
- In Monrovia, establish one environmentally sound solid waste system, including a new dump site, to ensure that all solid waste is cleared within one week.
- In two other urban areas, establish water and environmentally sound solid waste systems, includes new dump sites, to ensure that all solid waste is cleared within one week,.
- Restore normal operations of the international earth station and the phone switching exchange.

#### **IV. Needs in 2005**

- Continue provision of basic infrastructure (water, sanitation, feeder roads) to rural areas and small towns, some of which will be instigated through 4R and CDD programmes (see also Community Water and Sanitation sector).
- Establish contracts for periodic maintenance and the upgrade of the primary road network.
- Remove safety hazards in the port of Monrovia and licensed domestic airports.
- Increase power generation capacity to 10-15 MW and complete two pilot rural electrification schemes.
- Complete master plan for the development of the electricity sector and explore options for the participation of the private sector.
- Increase Monrovia's water consumption to 18,000 m<sup>3</sup>/day and continue to reduce (in overall percentage terms) the levels of unaccounted water.
- Maintain the water and sanitation systems established during 2004.
- Complete study for Monrovia's long-term sewerage solutions.
- In four other urban areas, establish water and environmentally sound solid waste systems, including new dump sites, to ensure that all solid waste is cleared within one week.
- Set up a sound regulatory framework for the telecommunications sector.
- Expand fixed phone services to four cities and increase capacity to 10,000 lines.

#### **V. Costs**

160. The total financial requirements for the Infrastructure sector are estimated at US\$130.9 million, representing 27% of the total costs for the RFTE. US\$52.8 million has been allocated to 2004 and the remaining US\$78.1 million to 2005, reflecting the higher-than-average lead times for implementing larger infrastructure projects. The breakdown of the separate components can be summarized as follows:

- Roads: US\$12.0 million
- Airports: US\$9.1 million
- Ports: US\$28.6 million
- Telecommunications: US\$8.4 million
- Urban Water and Sanitation: US\$26.4 million
- Power: US\$46.4 million

## **No. 9: Economic management and development strategy**

### **I. Status and key issues**

161. Liberia's comparatively small economy has a relatively rich history of modest economic progress and development. A resilient, albeit predominantly subsistent, agriculture bolstered by foreign direct investment and, at various times, booming timber, rubber and iron ore industries were the mainstays of decades of strong economic growth. But since the first military coup in 1980 and the sustained conflict that followed, and particularly since 1986, there has been a marked deterioration of the economic, financial and social situation.

162. Recent macroeconomic trends underscore the difficulty of sustaining economic and social progress in the context of widespread insecurity and erratic institutional environment. In 2001 alone, acute deterioration of the security situation and the massive disruption of people's lives and livelihoods resulted in an estimated 53% slump in GDP growth, which over the 1997 – 2000 period, had averaged 25%. Productive capacity outside agriculture was, practically, completely destroyed while basic infrastructure, already in perilous state, basically collapsed. The UN ban on timber exports caused a further drop in the GDP by about 45% in the second half of 2003, despite some recovery in the productive activities around Monrovia in the latter part of 2003.

163. The economy was practically prostrate, characterised by a lax regulatory environment and a mushrooming of financial institutions, a derelict public administration and unwieldy procurement and financial management systems, and a large para-public sector that enjoyed inefficient and unsustainable monopolies. This was compounded by the official arbitrariness and corruption that hallmarked the war period. The pervasive view was that there are widespread governance problems that needed to be tackled as a first priority. Apart from subduing the GDP, these issues also provided the seedbed for considerable flight of human and financial capital, as well as the accumulation of additional external debt, estimated at US\$2.8 billion (in 2002), of which US\$2.5 billion was in arrears.

164. In spite of its massive destruction and the considerable erosion of public, business and development assistance confidence in the war-battered economy, there are good prospects in relaunching the economy on a path towards growth and poverty reduction. To achieve this, Liberia counts on the following: a dedicated NTGL leadership, substantial national and international goodwill, high salvage potential of public service capacity, and above all, the Comprehensive Peace Agreement. Already, the NTGL which took office in October 2003, has taken initial steps to re-establish order and control over the economic management process through the promulgation of Executive Order 2 and preparation of a cash-based "mini-budget" for the administration's first 100 days. The initial results are very gratifying. Since then, revenue collection has recorded appreciable improvement, rising 25% beyond NTGL's projections to US\$4.2 million in November 2003.

165. With demonstrated and sustained commitment to the steady course of probity and accountability, enhanced and pervasive security, and the corollary goodwill of the international financial and development community, the outlook is very promising.

### **II. Priority outcomes**

166. During the reconstruction period, the priority outcome will be to promote rapid and sustainable economic growth and structural reforms aimed toward the liberalization of the

economy and to establish a properly functioning financial system. These actions must be coupled with sound systems and procedures for budgeting, financial management, procurement, accounting, auditing and reporting that not only function in line with current best practice and the avowed desire for transparency and accountability, but are consistent with the overarching need to reposition the economy for longer-term transformation. The Government will also need to focus on market-oriented approaches that are critical to re-establishing and restoring efficient and credible state apparatus and service delivery.

167. External support in terms of catalytic resources and technical assistance will be crucial to obtain the desired outcomes. External support will be presented in the form of contingent spending plans that will be activated once external funding is forthcoming. Given the current limitations to the absorptive capacity, it will be crucial that technical assistance is properly coordinated and that investment projects are properly prepared and appraised, sequenced, coordinated and executed. Thus, appropriate implementation and donor coordination mechanisms are also a priority action over the transition period.

168. The IMF has prepared two possible growth scenarios, depending on progress in re-establishing security and resumption of economic activities throughout the country. The *“more optimistic” scenario* envisions the lifting of the UN ban on timber exports as of March 2004, which coincides with the onset of the new farming season. This scenario projects an increase of the GDP by 43% during the first half of 2004 over the second semester of 2003, largely because of an expected increase in services, construction, and selected manufacturing activities in response to rising donor activities. The *“less optimistic” scenario* assumes a less accelerated DDRR process, a continuation of the UN ban on timber exports and a somewhat slower inflow of external support. This scenario foresees an increase of 16% of GDP in the first half of 2004 compared to the second semester of 2003. However, GDP per capita under either scenario would still remain significantly below its 2002 levels—at US\$118 for the more optimistic and US\$99 for the less optimistic scenario (compared with US\$160 in 2002).

### **III. Needs in 2004**

- Resource mobilisation.
- Robust, PC-based computerized accounting system.
- Strengthening of budget preparation, execution and reporting.
- Daily reconciliation of accounts with Central Bank of Liberia (CBL) and production of annual consolidated financial statements.
- Internal financial control mechanisms.
- Independent audit agency operating on basis of new audit law.
- Assessment of national statistical and information system needs.
- Review of banking and insurance regulations.
- Review and audit of all banks; and liquidation of State-owned banks.
- Institutional and financial assessment of public enterprises (and implementation of recommendations).
- Comprehensive forest inventory and review of national resource management options.
- Establishment of accounting system and implementation of appropriate fiscal system in relation to forestry and other natural resources.
- Preparatory work for Contract and Monopolies Commission.

#### **IV. Needs in 2005**

- One-year review of RFTF results and its impacts.
- Three additional treasuries in three regions.
- Immediate work on PER/MTEF.
- Initiation of interim Poverty Reduction Strategy.
- Operational national statistical and information system.
- Approved and operationalised public procurement law.
- Implementation of regulations for accountable and environmentally sustainable forestry and natural resource management.
- Continued monitoring and evaluation.
- Implementation of recommendations on SOEs.

#### **V. Costs**

169. The total financial requirements for the cluster Economic policy and Development strategy are estimated at US\$ 21.5 million, with US\$18.9 million allocated for 2004 and the remaining US\$ 2.6 million for 2005. Together with the identified investments for the governance sector, these carry the bulk of the costs for the institutional capacity building outcomes, which underpin the implementation framework for the RFTF. This also explains the relatively high level of investments early on compared to many of the other clusters. The breakdown is as follows;

- Forestry: US\$ 8.7 million
- Procurement: US\$ 1.3 million
- Public Enterprises: US\$ 1.0 million
- Budget and financial management: US\$ 3.8 million
- Regulatory reform private sector: US\$ 0.3 million
- Statistical capacity: US\$ 1.5 million
- Banking and finance: US\$ 2.0 million

## **No. 10: A mechanism for co-ordination and implementation of the Transition Framework**

170. Preliminary discussions were held with NTGL representatives in Monrovia and New York in regards to the management and coordination framework within the context of the RFTF. Agreement was reached on a first draft outline of the key principles and elements to be included in such a mechanism.

### **I. Agreed principles**

- The nature of the RFTF calls for the rapid establishment of a mechanism through which nations and institutions can be partners in the transition process, reviewing progress against the Results-Focused Transition Framework (RFTF); coordinating implementation activities; examining and changing management and implementation arrangements as appropriate; monitoring the flow of financial contributions and reporting regularly on RFTF-related achievements and their impact.
- The primary function of the coordination and management framework is to facilitate the successful implementation of the RFTF within the given two-year time period.
- A rapid funding mechanism is to be linked to, though not necessarily integrated with, such a coordination mechanism in order to enable the NTGL and the international community to steer and monitor the direction of funds towards the identified priority outcomes in an effective and efficient manner.
- Although the NTGL prefers to have resources channeled and managed through the government apparatus for financial management, it realizes that it will need to gain the confidence of the international community prior to this. Currently, donors are likely to prefer to channel their resources through established systems and procedures, which guarantee the necessary transparency and leverage in participation and decision-making.
- For the NTGL to have sufficient levels of oversight of overall expenditures within the country, a clear line of communication needs to be established between the funding mechanism and any existing (or to be established) structures within the government responsible for overall financial and budget management.
- In order for the coordination mechanism to be effective, it will require the active participation of the highest levels of government, as well as the involvement of key international stakeholders in the transition process.

### **II. Agreed upon mechanism**

- A two-track coordination framework is proposed, consisting of a Policy-level Planning Board (PPB) and a number of Technical-level Working Committees (TWCs), structured along the outline of the RFTF with possible consolidation of the nine clusters.
- The PPB is expected to convene on a monthly basis, and will be responsible for the provision of general policy orientation and direction throughout the RFTF implementation process. Over the transition period, the PPB will serve in a capacity similar to that of the National Planning Council (NPC).
- The NTGL, through the PPB and in consultation with its partners, will fulfill a “trigger” function by determining the timing and allocation of funds towards specific RFTF priority outcomes, thereby ensuring that activities take place in a properly sequenced manner and preventing duplication or gaps.
- The TWCs will be responsible for the day-to-day coordination, oversight, monitoring, evaluation, and reporting of progress at the cluster level. Via a dedicated Secretariat, the TWC will prepare the necessary documentation for reporting to the PPB.

- The full-time Secretariat will be established to function as the bridge between the PPB and the TWCs. This Secretariat will ensure that TWCs give proper attention to all cross-cutting issues. A possible scenario is to transform and re-activate the existing, but weakened, NPC secretariat in the Ministry of Planning and Economic Affairs into the new RFTF secretariat.
- A direct link is to be established between the new RFTF secretariat, the Budget Office, the Ministry of Finance and the Central Bank of Liberia.

### **III. Costs**

The total costs for the establishment and operations of the new coordination and implementation mechanism over the full 2-year period is calculated at US\$2.9 million.

## **Cross-cutting issue 1: HIV/AIDS as a priority issue**

### **I. Status and key issues**

171. The illness caused by HIV infection is fatal if the infected person is unable to receive life-long care, including treatment with anti-retroviral therapy. Since the detection of the first case of HIV in Liberia in 1986, the prevalence of HIV has increased at an exponential rate. The infection affects persons of all ages, with women now at greatest risk. The increase has been fuelled by the civil war and its consequences.

172. Prior to the crisis the HIV prevalence in Liberia was 2%. By end 2002, the prevalence was 8.1%. The most recent estimates (for December 2003) suggest the prevalence at 11-12%. These estimates are based on statistics from women attending antenatal care clinics: the infection rates in the general population are not known. Although there is widespread popular awareness of HIV-related illness and its consequences, many people do not understand the modes of transmission or the ways in which infection can be prevented.

173. Low education levels—particularly among women—and the widespread acceptance of practices associated with the abuse of women create an environment that favours the rapid spread of infection through sexual transmission. In other sub-Saharan African countries, women and the youth in the 15-24 age group are most affected by HIV/AIDS. The rate of increase in women is more than three times that in men, and women in the 15-19 age group are five-to-six times more affected than their male counterparts.

174. The fight against HIV infection and AIDS in Liberia is led by the National AIDS Control Programme. The five major action areas are: a) increasing the availability of counseling and testing; b) provision of reliable information through education and mass media; c) prevention and treatment of sexually transmitted infections, which increase the risk of HIV transmission; d) Epidemiological Surveillance; and e) efforts to improve the safety of transfused blood. However, effective action to reduce HIV transmission involves all sectors of society, and the problem must, therefore, be addressed within all the different elements of the Liberia transition programme.

175. The Liberian National AIDS Commission reflects the need for a multi-sectoral response. Established in 2000, it is made up of Ministers, Government Agency heads and other key stakeholders. But it lacks the visibility and effectiveness that is needed by the body responsible for helping Liberians deal with what is now the greatest threat to their lives and livelihood.

176. Continuous efforts will be needed to ensure that each institution or organization concerned with implementing the transition programme pays due attention to the potential for HIV to undermine Liberia's recovery and acts accordingly. The national response will be substantially strengthened as a result of a recent grant awarded to Liberia by the Global Fund to fight AIDS, TB and Malaria (US\$7.65 million for HIV/AIDS prevention and control activities over the next two years).

177. The activities to be supported through this grant anticipated a government infrastructure (including health facilities) that has generally been destroyed. Many of the programmes which would have been strengthened through the project have been either halted or scaled back as a result of the consequences of the violence—including the lack of skilled personnel to implement them.

## **II. Priority outcomes**

178. A number of actions must now be implemented within the transition programme to enable people and societies to confront HIV and AIDS as they work for national and community-level recovery:

- Readily accessible post-exposure prophylactic treatment (PEP) for all persons who may be exposed to HIV, including through forced sex (rape) or accidental contact with body fluids (e.g., by health personnel or family members), as soon as possible after the suspected exposure.
- Functioning population-based surveillance to assess trends in HIV infection, including in IDP settlements, refugee camps and their host communities.
- Readily accessible treatment for persons with symptoms of sexually transmitted infections—including all IDPs and persons in refugee camps, all security personnel (including peacekeeping troops), and their host communities.
- Accurate information provided to communities through education and communications media—with the targeting of IDP, refugee, and host communities, as well as all security personnel (including peacekeeping troops) and both rural and urban communities.
- Peer education for persons who are particularly vulnerable to HIV infection, such as those who offer sex in return for cash or favours, all security personnel, IDPs and refugees, as well as all women and young people (both in and out of school).
- Improved access to community-based (and home-based) care, as well as access to anti-retroviral care, for people living with HIV and AIDS.
- Improved access to HIV testing through Voluntary Counseling and Testing (VCT) centers in all health facilities (including centers serving IDPs and refugees, military and para-military personnel, and host community health facilities).
- Readily accessible condoms (and other commodities, including personal hygiene items) that enable women and men to reduce the risk of acquiring HIV through sexual relations.
- A targeted programme of community-based operational research to help identify the most promising routes for effective action to reduce the risk that Liberian people, particularly women, become infected with HIV and die from AIDS.

## **III. Transition strategy**

179. Efforts to tackle HIV/AIDS—through increasing access to accurate information and preventive measures—should certainly concentrate on scaling up actions that are already underway and are effective. The challenge that HIV poses for Liberia's recovery—particularly the risks faced by Liberia's women—must now be tackled with far greater urgency.

180. The transition programme and the Global Fund's grant, together, provide a window of opportunity. It is hoped that this will be recognized by participants in the Reconstruction Conference. The design of the transition programme will be finalized and monitoring systems will be established within the next two months. Leaders of the various sectors are expected, now, to mainstream HIV/AIDS issues into their transition plans. They should refine their plans so as to make substantive contributions to expanding the coverage and accessibility of services that help all people (especially women) prevent infection through sexual activity, accidental exposure or therapeutic use of blood and blood products. These refinements should be reflected as HIV-related expected results, not only in the health sector, but also in planning for security; disarmament and demobilisation, refugees, returnees and IDPs; governance; education; livelihoods and infrastructure development.

## Cross-cutting issue 2: Human rights, protection and gender

### I. Status and key issues

181. Currently the people of Liberia face a protection and human rights crisis. This must be addressed within all elements of the planned transition process. If it is, implementation of the results-based transition framework could contribute to sustainable peace and prevent the recurrence of conflict. If the crisis does not receive attention, mistrust is inevitable, and a return to violent conflict may be inevitable. Hence analyzing the needs of Liberia's post-conflict transition through a human rights and protection lens should contribute to decision-making that leads to durable community-driven solutions to the crisis. The overarching human rights and protection principles that inform the transition strategy are: protection of the right to life, liberty and security of person; equality and non-discrimination; participation and inclusion; accountability and the rule of law. A human rights and protection checklist helped those involved in strategy development for individual sectors to focus their research, analysis and recommendations on the fulfillment of these principles.

182. The most urgent human rights and protection priorities for Liberia for 2004-05 are reflected in the sector-specific papers and RFTF. They are highlighted here for special emphasis, as are other priorities that did not easily fit into the sectors identified for the needs assessment.

183. **Protection and monitoring.** Despite enhanced protection for the safe return of displaced populations resulting from improvements in the overall political, security and socio-economic situation, many at-risk Liberians will continue to face protection problems. Threats to their life, dignity, human rights and well-being continue to persist. Enhancing protection for at-risk civilians in Liberia during the transition phase requires targeted programmes to assist women, vulnerable groups, including children, elderly, disabled, minorities or others who are directly affected by violence and human rights violations and whose rights and well-being are threatened as a result of hardship and discriminatory or other abusive practices. Priority outcomes include:

- Strengthened protection capacity—including through improved information collection, analysis and exchange—of the humanitarian community, LRRRC, as well as UNMIL peacekeepers, at the policy and operational level, to safeguard and promote the rights and protection requirements of at-risk civilians.
- Improved human rights and protection of civilians, including women and children, through the deployment of a human rights monitoring presence throughout the country. Establishment of parallel community-driven protection and human rights monitoring mechanisms, serving as preventive protection mechanisms.
- Community-driven protection and service delivery mechanisms respond directly to immediate needs and facilitate the participation of women and vulnerable groups in the planning and organization of the interventions intended for them.
- Comprehensive family tracing and reintegration services for children separated from their families.
- Policies and related medical, psycho-social and economic interventions and legal redress for victims of sexual and gender-based violence.
- Establishment of community monitoring mechanisms and advocacy campaigns against all gender-based violence, promoting reproductive health and addressing HIV/AIDS.
- Special attention to the livelihoods of young and female headed households.
- Special interventions to ensure equal access to education for girls and disabled children and accelerated learning programmes for older youth without primary school education.

- Increased capacity of all civilians to make informed choices about their lives on the basis of comprehensive information campaigns, through formal media and informal communications channels.

184. **Transitional justice and peace building.** Article XIII of the Comprehensive Peace Agreement identifies addressing impunity and the facilitation of genuine healing and reconciliation as a priority for ensuring peace in Liberia. The transition strategy recognizes that egregious human rights violations are amongst the most serious consequences of armed conflict. At the same time, persistent human rights violations constitute root causes of the conflict. They must be addressed in order to prevent a relapse. Documenting conflict-related human rights violations and “knowing the truth” is a crucial element in reconciliation: as the UN Secretary-General has often said “without justice there is no lasting peace”. Priority outcomes include:

- A nationwide inclusive reconciliation process through a Truth and Reconciliation Commission with broad-based national consultations, involving women and vulnerable groups.
- Broad-based national consultations on appropriate mechanisms to address impunity for war crimes, crimes against humanity and serious violations of international human rights law through.
- Support to community-driven peace-building programmes based on traditional methods of conflict resolution.
- Fully functioning administration of justice, including an independent judiciary and a police service in conformity with international human rights standards in particular relating to juvenile justice and the protection of women’s rights.

185. **National capacity building in the field of human rights, protection and gender.** The strengthening of a national human rights protection system during the transition period requires the strengthening of those Government branches with primary responsibility for human rights protection and the establishment of permanent democratic institutions, such as the Independent National Human Rights Commission (ref. Article XII of the Comprehensive Peace Agreement). This is a crucial element of a successful transition strategy. The creation of an enabling environment for Liberian civil society with access to information and an ability to act freely and without fear in the defense of human rights is a priority for the immediate future. Priority outcomes include:

- Access to redress for victims of human rights violations through the establishment of a fully functional Independent National Human Rights Commission in accordance with the Paris Principles.
- Adequate Government capacity to promote and protect human rights, including women’s rights, through the strengthening of the Ministry of Justice and the Ministry of Gender and Development.
- Promotion and protection of the human rights of groups in need of special protection by providing critical services to children separated from their families, children in institutions, disabled persons and other groups through strengthening the capacity of the Ministry of Health Bureau of Social Welfare, in cooperation with non-governmental organizations.
- Ensuring the organizational, human rights and protection capacity of Liberian human rights, child welfare, and women’s civil society organizations in order to create a culture of accountability.

### Cross-cutting issue 3: Environment

186. It is crucial that environmental concerns are properly addressed during the current period of transition in Liberia. Focused, effective and timely action will help prevent the unjust and illegal exploitation of natural resources that has contributed to the destabilisation of the country and the region. It will also help lay solid foundations for the sustainable development of the country's natural resources. This is crucial for the sustainable rebuilding of Liberia's economic and social fabric.

187. The following concerns must be addressed:

- a. **Environmental issues relating to human health.** The inadequate provision of freshwater, sanitation, and waste management services currently pose a real risk to human health and environmental quality. A proliferation of temporary wells (in excess of 5500 in Monrovia and 2700 in Buchanan) is creating problems in relation to the management of water quality. The future development of well-based community water systems should be based on hydro-geological information such as aquifer recharge rates, direction and rate of ground water flow, and proximity to sources of contamination. This would enable more systematic approaches to water management, disinfection and source protection zones.
- b. **Identification of environmental “danger zones”.** Locations that are likely to increase risks to human health should be kept under surveillance, and remedial action taken as indicated. These include Freeport Harbour (where sunken vessels and extensive pollution around the fuel storage installations were found on a site inspection), the oil refinery and associated pipeline, the “defecation” fields in major urban areas, unmanaged latrine pits and septic tanks, industrial sites, former landfills and areas of uncontrolled dumping, and areas where mine tailings have been dumped.
- c. **Environmental governance.** Existing legislation—and the associated institutional framework—should allow for the sustainable management of Liberia's environmental resources. There is an Environmental Protection Agency (EPA) Act, an Environmental Protection and Management Law, and a National Environmental Policy. The Forestry Development Authority (FDA) is the key government institution responsible for environmental administration (albeit with a focus on the forestry sector). However, the FDA has been looted and is left with almost no implementation or enforcement capacity. It needs to be re-equipped and re-skilled.

188. The EPA should be staffed, equipped, and made functional because environmental management entails more than forest management. The National Environmental Commission for Liberia (NECOLIB) should be incorporated into the EPA. Adequate capacity in the key areas of monitoring and enforcement and environmental impact assessment must be developed as soon as possible. A programme to create public awareness of environmental issues (to address issues such as the sustainable harvesting of bushmeat and the maintenance of biodiversity) must be implemented urgently. Given the urgent needs for reliable data, environmental research facilities (such as the School of Forestry and the Agro-Meteo Station) need to be re-equipped and staffed.

189. **Forestry management.** Much of Liberia is forested, and the country has the largest remaining portion of upper Guinean Rain Forests. Forestry is the economic sector that could have the greatest, and most immediate, impact on the nation's recovery. However, links between the timber industry, the arms trade and national and regional instability have led to UN sanctions over the timber industry in Liberia. Any progress towards the removal of these sanctions—seen by the NTGL and others to be critical to the success of the country's

transition—would depend on sound management of the forestry sector (reform of forestry concessions, auditing and transparency, the chain of custody over timber and good governance of forest resources). The commercial aspects of forest management are not the only ones that need attention. The majority of the population relies on fuel wood or charcoal for energy requirements. Many rural people's livelihoods depend on agroforestry, tree crops and community forests. Substantial ecological importance is attached to Liberia's forests, yet the practice of shifting cultivation and the commercial potential of Liberia's timber mean that forest resources are constantly under threat. Hence, three components of the forest sector need attention during the transition: commerce, community and conservation. The proper management of Liberia's forests will assist in the preservation and maintenance of biodiversity, and will include a focus on reforestation (including the use of woodlots for fuel wood), agroforestry, and bushmeat use. The need to end the timber sanctions as soon as possible should be tempered with the recognition that a comprehensive and balanced approach is necessary. At the same time, the undeniable effects of the sanctions should not be ignored during the transition period.

190. **Enhanced regional environmental cooperation.** Several practical opportunities exist: the proposed Sapo-Tai conservation corridor on the Liberia Côte d'Ivoire border; the transboundary park around Mount Nimba on the Liberian, Côte d'Ivoirian and Guinean borders; and the management of the Lofa-Mano area on the borders of Liberia and Sierra Leone. At the same time, Liberia should seek to become an active member of the Africa Forest Law Enforcement and Governance (AFLEG) and African Ministerial Conference on the Environment (AMCEN) processes.

191. **Liberia as a Flag State.** Although the environmental impacts of the fleet of vessels using Liberia as a Flag of Convenience are not borne by the country itself, the current transition period provides an opportunity to improve vessel inspection and the enforcement of environmental standards within the shipping registry.

192. Immediate attention should be given to the possible environmental impact of the transition process (in accordance with the existing legislation). All new facilities and projects, including water and sanitation provision, and waste management, should be subject to Environmental Impact Assessment. Special attention should be paid to the impact of returning IDPs and refugees, including deforestation due to fuel wood requirements around settlement areas; the clearance and subsequent degradation of new farming lands; water pollution (due to misuse of water resources and poor waste management); and siltation of water courses due to topsoil loss. UNHCR's Environmental Guidelines should be adopted as fully as possible. As community development programmes are implemented and populations in some rural sites start to expand, attention must be given to the way in which energy sources are used (encouraging the use of fuel-efficient stoves, efficient charcoal manufacture, better fish smoking techniques, as well as re-forestation and the use of woodlots for fuel wood). Users of diesel generators should be required to pay attention to environmental issues (safe storage, handling and ultimate disposal of diesel and engine oil, and prevention of fuel leaks and spills). As many as 18 000 landmines have been deployed in Liberia. These, along with other ordinance, should be disposed of in an environmentally acceptable manner.

193. The foundation should also be laid for longer-term efforts to develop environmental policies and legislation. This ought to cover the following: Rural Development; Sustainable Development and Water Protection and Utilisation; Marine, Coastal and Freshwater Pollution and Quality Monitoring; Land Policy and Management (including the control of development

in restricted areas such as nature reserves, aquifer protection zones, and mangrove areas to reduce coastal erosion).

#### **Cross-cutting issue 4: Forestry**

194. Reform of the forest sector in Liberia is imperative to prevent combatants from misappropriating revenue to further conflict. Indeed, United Nations Security Council Resolution 1521 (2003) prevents the international trade of “all round logs and timber products originating in Liberia” to contribute to depriving combatants of revenue from timber. It is widely felt, in Monrovia, that a series of actions must be implemented, urgently, with a view to securing the lifting of these Security Council sanctions. This momentum provides a window of opportunity to effect forestry sector reform.

195. Fortunately, the National Transitional Government of Liberia has already begun the forest sector reform process. The NTGL has established a committee to address the UN sanctions: this committee has been charged with developing a reform strategy. The Committee reported to the Chairman of the NTGL in late December. Their recommendations are comprehensive and appropriate.

196. The NTGL needs the support of the international community to implement these recommendations (in the form of financial, technical and related assistance). The February International Conference on Reconstruction in Liberia presents an opportunity for interested parties to indicate both a strategic interest in the sector and a willingness to support the reforms. Discussions hosted by the US Embassy in Monrovia during December 2003 led to preliminary proposals on expected results for the forest sector that can be taken forward by the NTGL, and other stakeholders, within the context of the Conference. These are being incorporated, as appropriate, into the ongoing Needs Assessment and RFTF process.

197. The NTGL has identified the following areas that require immediate reform:

- a. Regulatory reform (institution building of human and technical capacity within the FDA to ensure legitimate management/exploitation);
- b. Revenue reform (taxation and auditing systems to ensure legitimate use of forest revenue);
- c. Concession review (to assess tenure conflicts and determine legitimate ownership);
- d. Inventory to determine the potential value of forest resources (timber, non-timber forest products, including medicinals, biodiversity, recreation, etc.) and provide information for monitoring, taxation, and enforcement;
- e. Parks (to ensure adequate protection, to promote the reconciliation process with neighboring countries, and offer FDA an opportunity to demonstrate legitimate management).

198. In the transition period, the international community should consider the following priorities:

- a. Ensure that, as they are deployed throughout Liberia, peacekeepers support enforcement of the rule of law in forested areas.
- b. Request UNMIL peacekeepers to monitor ports to ensure compliance with timber sanctions.
- c. Assist the NTGL to ensure legitimate flows of revenue from timber.
- b. Assist the FDA in building institutional capacity to manage forests, such as providing adequate equipment, training, and salaries for employees.

- c. Assist the FDA in a comprehensive audit and review of concession ownership.
- d. Assist the FDA and the conservation community to establish management of Liberia's two parks. This could include pursuing UNESCO World Heritage Status for Nimba Park as a symbol of international cooperation.

**Costs**

199. The total estimate of financial requirements for the Forestry sector has been estimated at US\$8.7 million and is included in the aggregate costing for cluster 9, Economic Management and Development Strategy. The bulk of expenditures is targeted at strengthening the capacity of the FDA (US\$7.7 million), with additional cost allocations for concession review, forest inventory, park protection & development and transparency & accountability enhancement.

## Cross-cutting Issue 5: Shelter and urban management

200. Liberia post-conflict reconstruction challenges for the shelter, housing and human settlements sector are enormous. Resettlement is a pre-requisite for economic recovery: consolidation of the peace process makes shelter delivery a reconstruction priority. Eighty per cent of the pre-war housing stock is reportedly affected by the war. Communities in which they are situated generally lack access to basic infrastructure and social services, land tenure security, and physical planning. The massive displacement of population that accompanied the 14 years civil conflict worsened the situation, increased poverty and weakened institutional capacities for the delivery of shelter and basic services.

201. Monrovia bears the brunt of the consequences, with infrastructure and social services already weakened by decades of economic and social mismanagement. In addition, the crisis doubled the population to approximately 1.2 million, stretching the already outdated and poorly managed utility services and infrastructure facilities that were originally designed to meet the needs of 200,000 inhabitants. As with other municipal corporations in the counties, Monrovia City Corporation is incapable of managing and delivering basic urban services.

202. Addressing the shelter priority needs for Liberia reconstruction over the transitional period is an enormous but not insurmountable task. It does not require large-scale infrastructure investment works, but rather the provision for basic shelter assistance to IDPs, vulnerable groups and communities. Development of appropriate shelter strategies that would evolve into a policy framework is crucial to the successful implementation of the reconstruction programme. The housing crisis in Liberia has two dimensions: (i) basic shelter and delivery of community services and (ii) capacity-building for effective housing delivery, land and urban management systems. Addressing these priority needs will provide an accelerated process to consolidate peace and enhance sustainable re-integration of ex-combatants, displaced populations and local communities within the context of “Productive Resettlement”, a policy goal of the NTGL.

203. **Basic Shelter and Delivery of Community Services.** Priority concerns are the reconstruction of basic shelter and urban facilities, restoration of national institutions and social infrastructures including - health, educational and public facilities in order to accelerate socio-economic recovery and consolidate the peace process. Providing skills training and employment opportunities for demobilized ex-combatants and youths to enable effective reintegration and participation in the reconstruction programme.

204. County Resource Centers (CRC) have been identified as an integrated community-based approach to facilitate implementation of Quick Impact Labour Intensive activities, in order to provide employment opportunities and engage demobilized ex-combatants, IDPs and other vulnerable groups in productive reconstruction activities, such as the manufacture of construction materials, agricultural tools, and various blacksmith products. The CRC will be established in all 15 administrative counties in Liberia. Two existing centers—formerly Building Materials Production and Training Centers (BMPTC)—will be upgraded, rehabilitated and transformed into CRCs. Liberia’s lack of skilled artisans in the construction and manufacturing sector will be addressed in the short-term, consolidating the peace process and accelerating the re-integration of ex-combatants. The above could be achieved through a programme that jump-starts the recovery of Liberia’s communities, with particular attention to the needs of women and other vulnerable groups in all fifteen counties through a community-based approach engaging the people as prime movers of the reconstruction

process. This was successfully demonstrated in a previous community-based housing reconstruction programme. Priority outcomes include:

- Establishment of county resource centres (CRC) equipped with training facilities and capacity to deliver advisory services for youth focused activities, including grants and credits schemes; training of community-based organisers; and the establishment of community tool banks.
- Provide skills training in building materials production and construction for de-mobilized ex-combatants, job creation through labor-based infrastructure rehabilitation and construction related to micro-enterprise development.
- Training and micro-credit schemes for small scale rural construction and production of building materials and tools, design and construction of rural shelters, community settlements planning and labour-intensive rehabilitation of feeder roads, markets and other rural public works projects.

205. Capacity building for effective housing delivery, land and urban management systems is needed. During the crisis, basic shelter, housing and social infrastructure including public buildings were extensively damaged in cities, towns and villages. The depressed economic and investment climate, coupled with lack of strategies and policy formulation, impairs the ability of national and local government institutions to respond to critical shelter reconstruction needs. Key institutions are not adequately represented at the county, district and village levels. The major reason attributed to this poor performance of the shelter sector is the policy vacuum in which housing delivery has taken place, compounded by the effects of the conflict.

206. Land tenure, management and administration are critical problems that have emerged as key issues that require attention during the transitional period. The rights of many IDPs, other vulnerable groups and individuals have been usurped during the conflict; protection and restoration of their land and property is required. The lack of an appropriate land use policy framework underscores the need for effective participatory planning, good governance and management processes.

207. Existing systems for management and governance of urban and rural settlements are weak. Major urban centers throughout Liberia are experiencing physical and social decay, dwindled economic activities and inadequate capacity to provide and manage basic urban services. Stakeholders from all sectors of the population attest that urban governance and management in Liberia has been poor, and attribute the cause of the civil crisis to persistent bad governance. Improvement in urban governance and management systems is a key reconstruction requirement, which calls for institutional capacity-building at all levels. Priority outcomes include:

- Strengthened local level institutional capacity for development of shelter strategies, housing policies and delivery systems in view of the post-war reconstruction needs and to facilitate decentralization.
- Enhancement of capacity of the key responsible institutions to rehabilitate physical infrastructures and public buildings.
- Capacity-building for development and implementation of appropriate land restitution mechanisms to ensure the protection of land and property rights of vulnerable groups affected by the conflict through an effective land management system with accessible registers, cadastral and mapping facilities.
- Enhanced capacities of municipal corporations and local authorities, to ensure effective planning, local governance, urban water and sanitation management.

- Development of urban micro-projects that will foster local enterprise involvement, private sector participation in the delivery of urban services to facilitate adequate levels of employment creation, income generation and poverty reduction.
- Establishment of Transition Recovery Teams (TRTs) in the counties and development of a framework to guide the physical reconstruction, preparation of action plans and investment programmes for the counties.

208. The institutional framework for effective shelter and human settlements delivery takes into account the need for the coordination of multi-sectoral activities. The development and implementation of programme activities of the principle actors (public, private and community sectors) for the transition period will be synchronized and coordinated by the Ministry of Planning and Economic Affairs. The transition strategy is, therefore, guided by the following:

- Productive resettlement:** A commitment, on behalf of the Government, to provide an enabling environment for shelter delivery through improved access to land, finance, infrastructure, and technology transfer. The construction of affordable housing will be facilitated through environmentally safe and controlled use of indigenous building materials, and engendering participation of the community and private sectors in shelter delivery and urban development. The effective participation of demobilized ex-combatants; IDPs, women groups and youths in the reconstruction process should be ensured through their engagement in labour-intensive activities that generate employment and income. This constitutes the cornerstone of the Liberia Poverty Reduction Strategy.
- Institutional capacity building:** Special attention will be given to bridging the gaps in all sectors, particularly capacity-building and institutional support in the public sector. This includes the provision of equipment, short-term human resource development and logistics, all of which be complimented by specialized expertise in order to strengthen absorptive capacity and optimize resource utilization and productivity. Additional attention will be demanded by local implementing partners (i.e., CSOs, NGOs and local authorities for effective participation in the reconstruction programme).

## **Annex 1: Results-Focused Transition Framework – RFTF – (all costs in US\$ million)**

No	CLUSTER & SECTOR	Priority Outcome	Results June 2004	Results Dec 2004	Results June 2005	Results Dec 2005
	<i><b>VISION: A secure and enabling environment leading to democratic elections, recovery and reconstruction through the scrupulous implementation of the Comprehensive Peace Agreement (CPA) under a cohesive, accountable and adequately resourced Transitional Government at the service of the Liberian people.</b></i>					
<b>1</b>	<b>SECURITY</b>					
1.1	UNMIL DEPLOYMENT	<p>Greater security is ensured, access to the interior improved and public and business confidence increased, through full UNMIL troop deployment.</p> <p><b>Costs: Financed through regular UNMIL Peacekeeping Budget</b></p>	Troop deployment completed by 31 March 2004 (14,750 troops) with clear personal code of conduct for ex-combatants and peacekeepers. Main routes throughout country accessible.	Country fully accessible for national authorities and international groups supporting the transition process.		
1.2	ARMED FORCES RESTRUCTURING	<p>Establishment of armed forces' role in building peace and supporting democratic transformation; restructuring, retraining and deployment initiated in accordance with the CPA.</p> <p><b>Costs: pending outcome separate ongoing needs assessment by US government.</b></p>	Military Advisory Commission established during the first quarter of 2004.	Military Advisory Commission report presented to Government.	Armed Forces restructured in keeping with new functions.	Armed forces deployed.

No	CLUSTER & SECTOR	Priority Outcome	Results June 2004	Results Dec 2004	Results June 2005	Results Dec 2005
2	<b>DISARMAMENT, DEMOBILISATION, REINTEGRATION AND REHABILITATION OF EX-COMBATANTS</b>					
2.1	Disarmament, Demobilisation, Reintegration, and Rehabilitation Programme (DDRRP)	<p>Successful disarmament and demobilisation of 53,000 female and male ex-combatants (XCs), including children and disabled; collection and destruction of 70,000 weapons by December 2004; counseling and referral services initiated for all ex-combatants; at least 50% of adult XCs reintegrated into Liberian society by December 2005 and productive. Community absorption capacity enhanced.</p> <p><b>Costs:</b>  <b>2004: US\$17.2</b>  <b>2005: US\$26.2</b>  <b>Total: US\$43.4</b></p>	Up to 21,000 ex-combatants in DD process, including 8,400 child, 550 disabled and 1,000 women XCs; 30,000 weapons collected and destroyed; 550 disabled XCs are medically rehabilitated. Information campaign with daily radio broadcasts; distribution of pamphlets and visits to the field with relevant Faction Commanders to sensitize all ranks about DDRR process; National Commission on DDRR and the Joint Implementation Unit (JIU) established, including 5 Field Offices fully operational. 10 Referral counselors are deployed. Management Information System established and operational.	32,000 more XCs in DD, including 12,600 children, 1,000 women and 850 disabled; 850 disabled XCs are medically rehabilitated; Initiation of quick implementation projects in cantonment sites and resettlement communities. 40,000 more weapons collected and destroyed. Information campaign continues. DD fully completed. 10,500 child XCs are reunited with families or placed in community-based care.	13,000 XCs in reintegration programmes. XCs assisted to return to communities of origin or preferred areas of resettlement. Field offices provide counseling and referral services to XCs. Information campaign focuses on national reconciliation and peace-building. 10,500 child XCs are reunited with families or placed in community-based care.	13,000 more XCs in reintegration programmes. Field offices continue to provide counseling and referral services to XCs. Information campaign continues to focus on reconciliation and peace-building. In 2006, all remaining XCs will be reintegrated. Ongoing integration and follow-up for child XCs.

No	CLUSTER & SECTOR	Priority Outcome	Results June 2004	Results Dec 2004	Results June 2005	Results Dec 2005
	<b>REFUGEES, RETURNEES and INTERNALLY DISPLACED PERSONS (IDPs)</b>					
3.1	REFUGEES, RETURNEES AND INTERNALLY DISPLACED PERSONS IDPs.	<p>Essential restorative support (transport, household items, food assistance), social protection and legal assistance and basic social services (health, education and WATSAN) for up to 250,000 returnees, 73,000 third-country refugees in Liberia and 490,000 IDPs with continuing support to IDP camps and the establishment of stepping stone (transit) camps as necessary; inputs to community-level institutions for effective, sustainable reintegration.</p> <p><b>Costs:</b>  <b>2004: US\$50.1</b>  <b>2005: US\$30.4</b>  <b>Total: US\$80.6</b></p>	<p>60,000 returnees provided with transport to return to Liberia. 100,000 IDPs provided assistance to return to their counties of origin. 2,500 Sierra Leone refugees provided with transport to return home. Household items provided to 32,500 refugee and IDPs families*. Food is distributed to 32,500 returnee/IDP families.</p> <p>*average family size of 5 family members</p>	<p>40,000 returnees provided with transport from Guinea, Sierra Leone, Ivory Coast and Ghana to return to Liberia. 150,000 IDPs provided with assistance and transport to return to their counties of origin. 2,500 Sierra Leonian refugees in Liberia provided with transport to return. Household items provided to 38,500 returnee and IDP families. Food distributed to 72,000 returnee/IDP families and other food insecure populations.</p>	<p>75,000 returnees provided with transport to return to Liberia. 100,000 IDPs are provided with assistance and transport to return to their counties of origin. 2,500 Sierra Leonian refugees are provided with transport to return. Household items provided to 35,500 returnee and IDP families. Food is distributed to 35,000 returnee/IDP families and other food insecure populations.</p>	<p>75,000 refugees provided with transport to return to Liberia from the region. 140,000 IDPs are provided with assistance including transport to return to their counties of origin. 2,500 Sierra Leone refugee's in Liberia are provided with transport to return to their country in December 2005. 43,500 returnee and IDPs families are provided with household items. Food is distributed to 35,000 returnee/IDP families and other food insecure populations.</p>
3.2		<p>Social protection and legal support for returnees, refugees and host communities.</p> <p><b>Costs:</b>  <b>2004: US\$13.0</b>  <b>2005: US\$5.0</b>  <b>Total: US\$18.0</b></p>	<p>Refugee counseling teams established in all major counties of return. Unaccompanied and separated children are identified and reunited with their families. Protection training conducted for Law enforcement units in 9 counties of return.</p>	<p>Unaccompanied children are unified with their families or given foster care. Psychosocial programmes operational in all major districts of return. Programmes aimed at sensitizing the community on Sexual and Gender-based Violence (SGBV) are operational in 8 counties of return.</p>	<p>Counseling cells are operational in the community structures. Protection workshop conducted in 10 counties of return. SGBV awareness campaigns integrated in all women groups in the districts.</p>	<p>Returnee monitoring conducted in all major return areas. Protection workshops for law enforcement units conducted in all the 15 counties.</p>

No	CLUSTER & SECTOR	Priority Outcome	Results June 2004	Results Dec 2004	Results June 2005	Results Dec 2005
3.4		Communities mobilized and implementing community-based actions, with community-level democratic institutions rebuilt and functioning.  <b>Costs:</b> <b>2004: US\$4.6</b> <b>2005: US\$5.2</b> <b>Total: US\$9.8</b>	Selection, training and deployment of up to 100 community mobilizers with UNMIL support. Contracting of international NGOs to support community mobilization activities and catalyze long-term community development programmes (with local government and NGO partners) in at least 80 communities.	Support for community mobilization activities and catalysis of long-term community development programmes (with local government and NGO partners) in an additional 160 communities.	Community mobilization underway in an additional 240 communities; evaluation and lessons learnt of the initial programme with 80 communities; lessons applied to new programming.	Community mobilization underway in additional 240 communities; re-evaluation of community mobilization in Liberia with participation of all stakeholders.
3.5		Returnees playing a significant role in the community development and reconstruction process.  <b>Costs:</b> <b>2004: US\$2.0</b> <b>2005: US\$2.0</b> <b>Total: US\$4.0</b>	Community groups (including returnees) in place and have identified project proposals.	60% of the Community Empowerment Projects (CEPs) proposals implemented by the communities. CEPs introduced in all the nine major counties of return.	CEPs project proposals approved for all the 15 counties. CEPs feasibility report on the remaining 5 counties of return. Evaluation and monitoring report for 2004 CEPs.	Evaluation for CEPs programme. Working session with communities to discuss experiences. CEP projects underway in counties.
<b>4</b>	<b>GOVERNANCE, DEMOCRATIC DEVELOPMENT AND RULE OF LAW</b>					
4.1	PUBLIC SECTOR CAPACITY	Government functions implemented through streamlined, efficient national institutions and operated by a restructured, recapacitated, professional and merit-based public service that functions as a disciplined and credible entity.	Complete census of civil servants actually present and working, including information on qualifications & process of hiring.	Persons absent removed from payroll. All others paid salaries on a regular basis.		
			Preparatory work initiated to develop the capacity of the Civil Service Agency (CSA) so that it performs essential functions.	Required systems and hardware established in CSA. Any required training completed.		
			Preparatory work initiated for streamlining of civil service rules and procedures for recruitment, promotion, conduct, discipline, pay scale fixation, performance evaluation.	Report prepared and presented to NTGL. Government takes action on report presented.	CSA issues new regulations CSA starts systematic testing for recruitment according to the rules/ procedures adopted by NTGL. CSA starts to perform other required functions restoring transparency.	

No	CLUSTER & SECTOR	Priority Outcome	Results June 2004	Results Dec 2004	Results June 2005	Results Dec 2005
			Preparatory work initiated to review the structure and mandate of government institutions/agencies, Public Corporations and autonomous agencies and to establish a Governance Reform Commission (as envisaged in the CPA).	Report prepared and submitted and NTGL Government takes action on recommendations.		
			Short-term support for functioning of line ministries through technical assistance, a focused rehabilitation programme and in-service management training for civil servants and others in Government.	Support programme implemented. Essential buildings reconstructed, vehicles supplies, IT equipment set up and operational on a country-wide basis Technical assistance made available and monitored; in service management training operational.	Impact of support reviewed.	
		<b>Costs: 2004 &amp; 2005: \$1.5</b>				
4.2	LOCAL GOVERNMENT	Improved capacity for planning, coordinating and delivering essential services at the local level. Effective returnee monitoring in all resettlement areas established.	<p>Preparatory work initiated to assess existing capacity at local level. Selection and deployment of four Transition Recovery Teams (TRT's) to 4 county superintendent offices (10% of the county districts).</p> <p>Attention given to urban management, land management and restitution, together with systems for effective shelter delivery and housing development.</p>	<p>NTGL approves changes in systems. Training and other capacity-building activities for county, district officials and other stakeholders are initiated.</p> <p>Selection and deployment of five additional TRTs to 5 other districts (10% of the county districts). District Recovery Plans drafted for four counties where TRTs deployed.</p>	<p>First round of training completed.</p> <p>Examination of options for decentralisation of government is initiated. District Recovery Plans drafted for five additional counties where TRTs deployed.</p> <p>Draft national housing policy and shelter strategy prepared</p> <p>Mechanisms for land and property restitution developed</p>	NTGL considers decentralisation options.

No	CLUSTER & SECTOR	Priority Outcome	Results June 2004	Results Dec 2004	Results June 2005	Results Dec 2005
		<p></p> <p><b>Costs:</b> <b>2004: US\$1.9</b> <b>2005: US\$2.0</b> <b>Total: US\$3.9</b></p>	Short-term support for functioning of local government through technical assistance, a focused rehabilitation programme and in-service management training for Government personnel.	Support programme implemented. Essential buildings reconstructed, vehicles supplies, IT equipment set up and operational on a country-wide basis. Technical assistance made available and monitored; in service management training operational.	Impact of support reviewed.	
		<p>Projects supported by external donors integrate local governments into their implementation plans.</p> <p><b>Costs:</b> <b>2004: US\$0.4</b> <b>2005: US\$0.0</b> <b>Total: US\$0.4</b></p>	Common approach and implementation plan with respect to local government involvement developed and agreed by key donors and NTGL. Community mobilization framework agreed by key donors and government.	Approach implemented.		

No	CLUSTER & SECTOR	Priority Outcome	Results June 2004	Results Dec 2004	Results June 2005	Results Dec 2005
4.3	THE JUDICIARY	Jump-starting of essential criminal courts; foundations laid for a professional, independent and credible judiciary and mechanisms (including criminal courts) re-established to facilitate the rule of law.	Jump-start 2 criminal courts in Monrovia (2 chambers per court – 1 for murder and aggravated assault cases & 1 for armed robbery cases) with equipment, texts, and manpower resources. Support to office of Solicitor-General in the Ministry of Justice (MOJ) and 16 prosecutors in the ministry. Refresher training courses for prosecutors, and police personnel and judges of the 4 criminal court chambers. UNMIL advisors and monitors located in the courts, monitoring the performance of criminal courts (trials), the prosecutors, and the police. Refurbishing of premises and provision of reference library facilities.	Supreme Court physically rehabilitated and equipped with material and human resources and facilities to become functionally effective. Civil and other courts (magistrate, tax, probate, and juvenile courts) made functional in Monrovia and selected counties. Training of circuit court judges, magistrates and justices of peace; compilation and indexing of unreported supreme court opinions; improving court reporting and record keeping; training prosecutors and public defenders and other members of the bar; establishment of legal aid schemes and clinics; establishing / improving communications between courts and prosecutors in Monrovia and those in the counties, rehabilitating the law school facilities.	Setting up of a national Law Reform Commission. Advanced full-fledged legal training for judges, prosecutors and members of the bar.	Comprehensive review of the status of judicial system; training, public trust and confidence building initiatives. Mass education to sensitize the public to win and sustain public trust in the judicial system and rule of law.
		<b>Costs:</b> <b>2004: US\$1.1</b> <b>2005: US\$0.8</b> <b>Total: US\$1.9</b>	Preparatory work to streamline judicial personnel rules and regulations and procedures for recruitment, promotion, conduct, discipline and pay scale fixation.	Government action on results of this preparatory work.	New rules and procedures are enforced.	

No	CLUSTER & SECTOR	Priority Outcome	Results June 2004	Results Dec 2004	Results June 2005	Results Dec 2005
4.4	POLICE	<p>Rapid establishment of an interim Police Force, staffed by well-vetted personnel equipped with essential equipment and training (including on human rights); foundations laid for the new professional Liberian Police Service.</p> <p><b>Costs:</b>  <b>2004: US\$15.7</b>  <b>2005: US\$4.1</b>  <b>Total: US\$19.8</b></p>	<p>Restructuring, consolidation and reorganization of principal law enforcement services in Liberia</p> <p>“Interim Police” to be vetted, certified and trained; UNMIL CIVPOL members co-located with Interim Police; Interim Police fast track training in fleet management, IT systems developments, homicide investigation, internal investigations quality assurance methods, data base management, administrative functions, women and child protection and human rights. Fleet acquisitions made (vehicles, bicycles, river and sea-worthy boats).</p>			
			<p>Preparatory work to develop “Liberian Police Service”; nationwide recruitment campaign (national and gender representation) ; candidates scrupulously vetted to ensure character, lack of corrupt or other adverse influences Crime prevention efforts implemented . Police academy classes begin (100 students in 2 sections of 50 each) and students graduate. Police station facility rehabilitation in the Monrovia area will be completed.</p>	<p>Community stations completed spreading outward from Monrovia. Family support and/or women child protection units set up. 600 new recruits begin police academy instruction. Successful students graduate. Facility construction work will near completion.</p>	<p>Police academy continues to induct and graduate 100 students per month. Specialized courses in supervision mid level management and executive leadership. All facility construction work will complete by 30 June 2005.</p>	<p>2,000 new police officers trained, equipped and deployed in all parts of the nation and working in functioning police facilities. Police force at full 3,500 member strength.</p>
4.5	CORRECTION SYSTEM	<p>Reform of the correction system so that it functions more in line with international best practice.</p> <p><b>Costs: Included in budget priority outcome 4.4 (above)</b></p>	<p>Rehabilitation and improved management practice in Monrovia Central Prison (with full attention to human rights).</p>	<p>Penal Reform Plan developed and initiated with vetting and training of all correction officers.</p>	<p>Trained correction staff with streamlined management procedures.</p>	

No	CLUSTER & SECTOR	Priority Outcome	Results June 2004	Results Dec 2004	Results June 2005	Results Dec 2005
4.6	DEVELOPMENT OF CIVIL SOCIETY	Foundations laid for a strong, vibrant and involved civil society with civil society organizations enabled to exercise their rights (freedom of opinion, expression and assembly; no discrimination), develop community-driven accountability mechanisms and access legal aid, including for women and vulnerable populations.  <b>Costs: included in 4.7</b>	Screening of existing NGOs/CSOs and review of “accreditations” procedures. Review of the laws, rules and regulations for NGOs/CSOs.	Possible changes in rules and regulations for NGOs/CSOs considered by NTGL. Drafts of new laws, rules and regulations presented to the government.	New laws, rules and regulations implemented.	
			Preparatory work to develop civic education programme and public information campaigns.	Procurement of materials completed.	Implementation of civic education programmes started.	
			Capacity-building in administrative, financial, managerial and substantive areas for NGOs. Develop project for the provision of free legal aid clinics, including for women and vulnerable populations.	Training on project management and fund raising. Training on human rights and protection monitoring and reporting.	Increased human rights and protection monitoring and reporting capacity by human rights NGOs.  Capacity to submit cases to Independent National Human Rights Commission (INHRC).	
4.7	HUMAN RIGHTS  <b>Total costs 4.7: 2004: US\$2.6 2005: US\$2.5 Total: US\$5.1</b>	National reconciliation fostered through the establishment of the Truth and Reconciliation Commission (TRC).	National consultations, drafting of legislation, public information, secretariat, and implementation of project to map conflict-related human rights violations.	Selection and appointment of Commissioners (min. 30% women); meeting of TRC experts, to include expertise on child protection and gender issues. Inauguration and initiation of the TRC.	Interviews with victims and witnesses. Public hearings commenced.	Conclusion of the TRC and issuing of public report.
		Human rights related provisions of the Peace Agreement implemented. Permanent national human rights protection mechanism established as a means of redress for victims of human rights violations: Independent National Human Rights Commission (INHRC).	National consultations with all stakeholders. Amending and adopting enabling legislation. Expert meeting of national HR commissioners. Development of a technical advisory programme to support the Ministry of Justice. National consultations towards the adoption of a 3-year national human rights action plan. Establishment of an inter-ministerial Task Force of Legal Counsels chaired by MoJ.	High-level national public information and sensitization campaign. Development of advocacy strategy and legal literacy campaign. Human Rights Documentation Centre accessible to civil society and NGOs. Liberia able to implement obligations under international human rights treaties, including periodic reporting. Revival of the National Child Rights Observatory Group.	Functional and working INHRC, providing equal access to all segments of the population. Realization of human rights facilitated through programmes addressing gender, protection and human rights concerns.	One year-review process of the implementation of the national human rights action plan.

No	CLUSTER & SECTOR	Priority Outcome	Results June 2004	Results Dec 2004	Results June 2005	Results Dec 2005
		Fully functioning and capacitated Ministry of Gender and Development.	Technical advisory programme to support the Ministry of Gender and Development (including training of staff). Development of two-year work plan. Revival of gender focal points network within the ministries.	Develop a strategy to mainstream gender into all line Ministries plus nationwide public information and awareness on implementation of projects; support for persons affected by conflict-related sexual violence. Establishment of a children's unit.	Mid-term review of work plan. Planning, policies and strategies developed by line ministries informed by gender-disaggregated data; focusing on protection and human rights concerns of women and girls, also other vulnerable groups.	
		The creation of a sub-committee in legislature addressing human rights, protection and gender issues.	Comprehensive and inclusive national consultations on the review of national legislation relating to human rights, protection and gender.	Training on international human rights obligations. Drafting of laws or amendments to existing laws. Parliamentary debates.	Increased legal literacy and rights awareness rate amongst rural and urban women. Harmonization of international human rights treaties (to which Liberia is a State party) into national legislation and the Constitution.	
4.8	MEDIA	Fostering public dialogue, encouraging freedom of expression and promoting confidence in democratic institutions through functioning and independent media. Development of media content for awareness raising and advocacy purposes.  <b>Costs:</b> <b>2004: US\$2.0</b> <b>2005: US\$7.5</b> <b>Total: US\$9.5</b>	Consultative process on media policy and legal reform to secure freedom of expression and a free press completed. Capacity-building of media professionals and strengthening the development of independent media and the interface between media, civil society and political authorities initiated.	Programme for transformation of state media into independent service 80% executed. Rehabilitation of infrastructure and equipment, strengthening organizational/management structures, local content programming promoted (DDRR; HIV/AIDS; Human Right information and awareness raising).	Mid career training, Training of Trainers, business management training initiated and training institutions strengthened. Infrastructure rehabilitated, local content production enhanced, independent print media and community radio strengthened.	Capacity-building of media professionals and strengthening the development of independent media and the interface between media, civil society and political authorities completed.

5	<b>ELECTIONS</b>					
		<p>Prepare for and ensure the holding of free, fair, and transparent elections with full participation of the electorate in accordance with the Comprehensive Peace Agreement (CPA).</p> <p><b>Costs:</b>  <b>2004: US\$0.3</b>  <b>2005: US\$4.0</b>  <b>Total: US\$4.3</b></p>	<p>New membership of the National Electoral Commission (NEC) appointed by Chairman in consultation with the NTLA, as per CPA provisions. Technical Assistance and capacity-building of the NEC provided via UNMIL.</p> <p>Elections law reviewed and adjusted. Methodology for registration of voters and demarcation of constituencies adopted by legislature.</p> <p>Electoral unit set up and staffed at UNMIL.</p>	<p>Demarcation of constituencies completed and voters registration initiated. Civic and voter sensitisation started.</p> <p>List of contesting political parties approved by NEC. Required training for Commissioners and staff of NEC conducted.</p>	<p>Hardware procured. Registration of voters completed and data base established for voters. Electoral staff recruited and trained.</p> <p>Electoral offices opened and staffed in all 15 counties. Elections materials procured and positioned for the elections.</p> <p>Voter education completed.</p>	<p>Campaigns conducted by political parties. Election monitors recruited and fielded.</p> <p>Ballots printed and ballot boxes available at various polling centers around the country. Elections held, ballots counted and results announced in accordance with the CPA timetable.</p>
6	<b>BASIC SERVICES:</b>					
6.1	HEALTH AND NUTRITION	<p>Revitalization of Primary Health Care (PHC) system to deliver community-based health and nutrition programmes in 70 locations; 50 community clinics rehabilitated; training for health care providers to staff clinics.</p> <p><b>Costs:</b>  <b>2004: US\$0.9</b>  <b>2005: US\$2.8</b>  <b>Total: US\$3.7</b></p>	<p>Communities selected and mobilized, grant funds made available for specific community-based health and nutrition action (20 selected); staff training programmes initiated.</p>	<p>Progress underway in first group of 20 (clinics under rehabilitation, staff trained, activities being implemented); further 50 identified, informed and mobilized.</p>	<p>20 clinics rehabilitated and operational; 50 more clinics under rehabilitation; training programmes for health care providers in place.</p>	<p>Rehabilitation and equipping completed; committees for supervision and management in place.</p>

	<p>Improvement in key health and nutrition indicators through support to programmes that deliver priority health and nutritional outcomes at the community level, involving community and NGO groups where possible, backed by a nationwide health surveillance system.</p> <p><b>Costs:</b>  <b>2004: see CAP2004</b>  <b>2005: US\$2.4</b>  <b>Total: US\$2.4</b></p>	<p>Programmes initiated focusing on immunization, communicable disease (including health and hygiene promotion,, diarrhea control and distribution of essential hygiene items inc soap and sanitary towels), sexual and reproductive health, blood screening for HIV/AIDS, condoms and VCT, better TB treatment and increased use of insecticide treated nets for malaria prevention, and treatment for the malnourished. Mental health and substance programmes initiated. Initial work on surveillance system</p>	<p>Surveillance system partial functional; most urgent community health needs better addressed with sustained emphasis on HIV/AIDS , malaria, improving micro-nutrient and nutrition status, TB and immunization; services for mental health and substance abuse provided in key areas</p>	<p>Gradual improvement in key community health indicators; demonstrable advances in efforts to reduce the extent and impact of AIDS, TB and malaria. Increased emphasis on nutrition and maternal health programming. Mental health and substance abuse programmes expanded.</p>	<p>Most urgent community health needs better addressed with gradual overall increase in all key community health indicators. Nationwide health surveillance system in place.</p>
	<p>Strengthened capacity of Ministry of Health and Social Welfare for planning and implementation at central and local levels (technical assistance, training, equipment). Develop a master plan for Health and Nutrition.</p> <p><b>Costs:</b>  <b>2004: US\$1.5</b>  <b>2005: US\$1.2</b>  <b>Total: US\$2.7</b></p>	<p>Technical assistance in place, procurement of equipment; MOHSW taking increased responsibility for health programme co-ordination; operational studies underway for health and nutrition planning. Plans developed and agreed for implementation of actions supported through grants from the Global Fund to fight AIDS, Tuberculosis and Malaria (GFATM).</p>	<p>In-service training underway, equipment procurement and physical rehabilitation finalized; MOHSW leading in development of health and nutrition “masterplan”. Implemented of planned GFATM-supported actions starts, and is demonstrated to be an effective use of resources.</p>	<p>Skills transfer underway, MOH technical capacity in key areas strengthened: “Masterplan” presented, by Ministry of Health and approved by NTGL Cabinet.</p>	<p>MPH fully responsible for operationalising master plan.</p>
	<p>Repairing critical elements of health systems; rehabilitating part of JFK and up to six other key hospitals, 25 Primary Health Care Centers (PHCs) and 4 training institutions.</p> <p><b>Costs:</b>  <b>2004: US\$ 1.6</b>  <b>2005: US\$16.7</b>  <b>Total: US\$18.3</b></p>	<p>Project design underway, tender documents finalized; 2 training institutions rehabilitated, equipped and instructors located and provided refresher course as needed.</p>	<p>Start of improved access to health care with a more predictable referral system (5 PHCs rehabilitated, staffed and equipped, one hospital rehabilitation started).</p>	<p>10 more PHCs rehabilitated, staffed and equipped; 1 more hospital rehab project started; 2 more training institutions rehabilitated, staffed and equipped.</p>	<p>Part of JFK Hospital in Monrovia, up to 4 other hospitals, 10 more PHCs rehabilitated and equipped. Access to health care expanded nationwide and referral system in place.</p>

6,2	EDUCATION	<p>Rehabilitation and revitalization of at least 25% of public and private primary and secondary schools, vocational training system and part of higher education system.</p> <p><b>Costs:</b>  <b>2004: US\$ 9.3</b>  <b>2005: US\$11.6</b>  <b>Total: US\$20.9</b></p>	<p>150 Primary and Secondary schools rehabilitated and functional; 50 badly damaged schools are reconstructed; 50% of the facilities in the University of Liberia are rehabilitated; 1 Teacher Training institute (TTI) rehabilitated; basic rehabilitation of the Ministry of Education completed. Basic equipment and furniture delivered to 200 schools.</p>	<p>125 more Primary and Secondary schools rehabilitated and functional; 150 more badly damaged schools are reconstructed; 3 vocational institutes are rehabilitated and functional; continued support to the University of Liberia; 10 county and district education offices rehabilitated. Basic equipment and furniture delivered to 275 more schools.</p>		<p>175 more Primary and Secondary schools rehabilitated and functional; 300 more badly damaged schools are reconstructed; 30 New schools constructed; 3 more vocational institutes are rehabilitated and functional; additional support to higher education institutes; 2 Teacher Training Institutes rehabilitated; Basic equipment and furniture delivered to 505 more schools.</p>
		<p>Access to quality basic education: teaching and learning materials and teacher education.</p> <p><b>Costs:</b>  <b>2004: US\$7.5</b>  <b>2005: US\$2.0</b>  <b>Total: US\$9.5</b></p>	<p>Community participation and partnerships for education; 300 Parent Teacher Associations, awareness campaigns about girls education; 375,000 children receive emergency education supplies; first proposal for a revision of the curriculum for teachers and learners; 200,000 copies of textbooks reprinted after review (4 per subject) and 13,000 teachers receive reorientation. 3 vocational training institutes receive learning materials.</p>	<p>375,000 children receive emergency education supplies; consultations ongoing on revision of the curriculum for teachers and learners; 300,000 more primary and 100,000 secondary textbooks reprinted after review and 5,000 additional teachers are trained. 20,000 students in vocational institutes receive learning materials. The other three vocational institutes receive materials. 50 computers installed in the higher education system.</p>	.	<p>Activities initiated in the last period are maintained. In addition, learning programmes are completed for 8000 more disarmed children; the revised curriculum for teachers and learners is distributed; 500,000 more textbooks are reprinted after review and 10,000 teachers in in-service training, 500 pre-service teachers in training.</p>
		<p>Support to the policy and institutional framework for education.</p> <p><b>Costs:</b>  <b>2004: US\$1.5</b>  <b>2005: US\$0.7</b>  <b>Total: US\$2.2</b></p>	<p>Institutional capacity for education is assessed; policy papers on key issues (vocational, girls, decentralisation, quality, standardisation, higher education) developed; short term training of 200 education officers completed; project management unit set up in the Ministry of Education; technical assistance plan prepared.</p>	<p>Policy papers discussed among stakeholders in 15 counties; short term training of 200 more education officers completed; project management unit in the Ministry of Education expands to cover policy issues and planning; technical assistance underway RALs conducted in the remaining 8 counties.</p>		<p>Overall strategy updated; short term training of 300 more education officers completed; project management unit in the Ministry of Education continues; transfer RALs to the MOE EMIS system established in MOE.</p>

6.3	COMMUNITY WATER AND SANITATION	Improved levels of community-based water and excreta disposal facilities in Monrovia.  <b>Costs:</b> <b>2004: US\$1.9</b> <b>2005: US\$1.9</b> <b>Total: US\$3.8</b>	Household water treatment campaign reaches 90% of those relying on non-managed supplies. 400 wells rehabilitated. 400 drop holes rehabilitated or built.	30% of population relying on non-managed water supplies regularly treat their household water. 700 wells rehabilitated. Rehabilitate or build 760 drop holes.	50% of population relying on non-managed water supplies regularly treat their household water. 700 wells rehabilitated. Rehabilitate or build 760 drop holes.	75% of population relying on non-managed water supplies regularly treat their household water. 700 wells rehabilitated. Rehabilitate or build 760 drop holes.
		Improved levels of community-based water and excreta disposal facilities in six urban areas outside Monrovia.  <b>Costs:</b> <b>2004: US\$3.4</b> <b>2005: US\$3.1</b> <b>Total: US\$6.5</b>	Household water treatment campaign reaches 90% of those relying on non-managed supplies in six urban areas outside Monrovia. 300 wells rehabilitated. 1200 drop holes rehabilitated or built. 2 water test labs.	30% of population relying on non-managed water supplies regularly treat their household water. 500 wells rehabilitated. 2000 drop holes rehabilitated or built. 4 water test labs.	50% of population relying on non-managed water supplies regularly treat their household water. 500 wells rehabilitated. 2000 drop holes rehabilitated or built.	75% of population relying on non-managed water supplies regularly treat their household water. 500 wells rehabilitated. 2000 drop holes rehabilitated or built.
		Improved levels of water and excreta disposal facilities in rural communities.  <b>Costs:</b> <b>2004: US\$5.1</b> <b>2005: US\$1.7</b> <b>Total: US\$6.8</b>	Centralized database to record information on WATSAN situation in rural areas. Rehabilitate 500 wells, build 100 wells. Build 1000 drop holes.	Rehabilitate 1500 wells, build 150 wells. Build 2000 drop holes.	Build 250 wells. Build 3000 drop holes.	Build 250 wells. Build 3000 drop holes.

7	<b>RESTORATION OF PRODUCTIVE CAPACITY AND LIVELIHOODS:</b>					
7.1	AGRICULTURE	<p>Availability of, and access to food in rural and urban areas improved, and food security achieved; by improving vulnerable groups' access to food, restoration of agricultural-based productive capacity and enhanced capacity of farmers.</p> <p><b>Costs:</b>  <b>2004: US\$ 4.5</b>  <b>2005: US\$ 7.1</b>  <b>Total: US\$11.6</b></p>	<p>1745 tons of seed, tools, equipment, and training distributed to returnees and residents.</p> <p>Smallholder tree plantations cleared of undergrowth through food for work.</p>	<p>Yield of 35,000 tons of rice; improved nutrition; swamps rehabilitated and cultivable area increased; 219 farmer field schools operating with 5,500 farmers trained in 73 districts, all in time for 2005 planting season; vegetable seeds and tools provided for 10,000 home gardens and 50 school gardens.</p>	<p>160 hectares of swamps cleared; 20,000 chickens, 200 cattle; 1000 goats; 1000 pigs distributed for restocking.</p>	<p>73,000 farmers reached by farmer training programmes; 2,900 farmer groups established, and food security ensured for 400,000 formerly vulnerable people.</p>
		<p>Promotion of agriculture-based livelihoods creates income and employment opportunities within rural communities through stimulation of agro-processing, reactivation of plantations, rehabilitation of rural infrastructure, urban and peri-urban vegetable gardens. Post-harvest preservation facilities in place.</p> <p><b>Costs:</b>  <b>2004: US\$1.1</b>  <b>2005: US\$1.5</b>  <b>Total: US\$2.6</b></p>	<p>Preparatory work and actions initiated through community-based programmes.</p>	<p>Cassava and Rice mills ordered  Up to five tree nurseries established.  Preparatory work for construction of grain stores and drying floors undertaken.</p>		<p>20 Cassava Mills operational;  24 Rice Mills operational  150 hectares of new forestation in degraded areas.  40 community-level grain stores and 50 drying floors constructed and in operation.</p>

		<p>Rural skills development through refurbishing 4 vocational training schools, establishing 40 rural artisan workshops, training 400 blacksmiths.</p> <p><b>Costs:</b>  <b>2004: US\$0.8</b>  <b>2005: US\$1.0</b>  <b>Total: US\$1.8</b></p>	<p>Preparatory work for skills development programme.</p>	<p>Microfinance projects implemented, 10 community workshops constructed, apprentices in training, 10,000 tool made; reconstruction of vocational training institutions initiated.</p>		<p>30 community workshops established; 20,000 more tool sets made; all 4 vocational training institutions operational.</p>
		<p>Institutional capacity in relevant Ministries rebuilt (at central and local level).</p> <p><b>Costs:</b>  <b>2004: US\$4.9</b>  <b>2005: US\$3.6</b>  <b>Total: US\$8.5</b></p>	<p>Coordination and monitoring capacity-building of Ministry of Agriculture initiated.</p> <p>Improving capacity of Liberian Hydrological Service to generate essential planning information.</p> <p>Planning of food security and market information system.</p> <p>Annual assessments of crop and food supply situation initiated</p>	<p>First rapid crop and food supply assessment completed. Early warning system in place. Improved planning capacity in place and used to determine food and non-food requirements in 2005; Mechanism established for co-ordination of agricultural activities. Subsector reviews of agriculture sector completed.</p>	<p>Comprehensive policy for agricultural sector – including a National Food Security strategy - developed and presented to NTGL. Support to Central Agricultural Research Institute (CARI) to identify suitable rice strains for multiplication in the country.</p>	<p>Second rapid assessment completed.</p> <p>Agreement on (a) facilitating and streamlined role for government in the agriculture sector, and (b) enabling policies for promoting private investment in agriculture and natural resources development.</p>

7.2	FISHERY	Inland aquaculture revived through rehabilitation of hatcheries and fish ponds, equipment and materials and microfinance. Artisan coastal fish production restored through provision of equipment and microfinance (grants and credit) to cooperatives and fisher groups.	Setting up co-operatives initiated for support to Artisan maritime fishing; import and supply of equipment, preservation and distribution of products; credit scheme to enable procurement of fishing equipment and reactivation of aquaculture industry (fishpond rehabilitation or construction and management, fish feeding).	Re-equipping grants to 500 fishing families in 2004, increasing sea-fish yield by 1500 tons; 150 fishing groups supported; 50 co-operatives assisted in boat building. Boat equipped co-ops increase productivity by 1000 tons in 2004; 6 fish culture ponds rehabilitated in 2004.	Integrated Coastal Zone management policy (with emphasis on protection of mangroves and estuaries), Coastal Water Quality programme (and pollution control strategies) and plans for the preservation of fish stocks developed.	Re-equipping grants to 1000 fishing families in 2005, increasing sea-fish yield by 3000 tons in 05; Boat equipped co-ops increase productivity by 3000 tons in 2005; 15-20 fish culture ponds rehabilitated in 2005
7.3	COMMUNITY DEVELOPMENT	Programme to jump-start recovery of Liberia's communities, with particular attention to the needs of women, and returnees, underway in selected communities, incorporating the approach to community-based planning envisaged for DDDR and 4R – see 3.4, and resulting in the economic revival of communities and increased earning and employment opportunities.	<p>Programme design – including management and monitoring mechanisms – still to be developed, but likely to include</p> <ul style="list-style-type: none"> <li>○ Labour-intensive schemes to improve rural environments; rehabilitate feeder roads; reconstruct local markets (for sales of fish, crops, vegetables and dry goods);</li> <li>○ Training and credit schemes for small scale rural construction (manufacture of construction materials; tool production; construction enterprises), design and construction of rural shelters;</li> <li>○ Rapid support facilities for development of small scale mining enterprises, marketing and trading enterprises and other formal or informal SMEs;</li> <li>○ Membership networks for youths' and womens' employment (with dedicated training and credit schemes) to support members' efforts to devise and take forward income-generating, sporting and leisure activities;</li> <li>○ Rehabilitation of training institutes;. support to students (subsistence grants and fees); tools &amp; material start-up packages for graduates; job placement assistance for graduates;</li> <li>○ Reconstruction and upgrading of county resource centres; advisory service on grants and credits; training of Community-based Organizers; establishment of community tool banks;</li> <li>○ Monitoring and outreach work on livelihood development</li> <li>○ Ministry of Youth re-capacitated.</li> </ul> <p>The programme design process will indicate the substantial community-based investments that are to be completed and operational by December 2005 – including 15 community resource centers, at least xx% of feeder roads and up to yy markets rehabilitated; up to x,000 individuals trained in construction techniques, up to y00 Community-based Organizers trained, and z thousand rural shelters built. Exact figures cannot be provided at this time as these will be based on the actual needs and priorities of communities.</p>			

7.4	SOCIAL SAFETY NETS –GROUPS WITH SPECIFIC NEEDS  <b>Costs 7.2-7.3:</b> <b>2004: US\$9.8</b> <b>2005: US\$16.1</b> <b>Total: US\$25.9</b> <b>(this figure is exclusive of several related CDD activities that are costed elsewhere; f.e. CEPs in cluster 3 and TRT’s in cluster 4).</b>	Examine options for safety nets to support disabled and elderly people, pregnant women and new mothers, street and working children, and others who are vulnerable.	To be designed but likely to be built around community development approaches (community- and peer-based outreach) supplemented by rapid systems for identification of caseloads and provision of non-stigmatizing support services, as appropriate: mechanisms established to enable those in need to access services from accredited providers, linked to other sector areas. Careful attention to the needs of survivors of sexual violence, children using sex-work to support their families and teenage mothers of children fathered by former combatants. Capacity built in the Bureau of Social Welfare at the Ministry of Health through improved and expanded training of social workers.			
8	INFRASTRUCTURE					
8.1	POWER  <b>Costs:</b> <b>2004: US\$30.5</b> <b>2005: US\$15.9</b> <b>Total: US\$46.4</b>	Rebuild capacities of Liberia Electricity Corporation, electricity services in Monrovia restored, electricity services in rural areas developed, options for private sector participation explored.	Management study completed with recommendations on management structure and future role of private sector. Planned expansion of supply to customers in Monrovia, other towns, rural areas.	Restoration of accounting and financial capacities. 2 MW of reliable power available to consumers in Monrovia.	Improved working conditions for LEC staff. New tariff structure.	LEC fully operational in Monrovia. Completion of Master Plan. 10 to 15 MW of reliable power available to consumers in Monrovia. 2 pilot rural electrification systems established.
8.2	TRANSPORT	Restored road system and a stable road management environment established, with maintenance of key paved roads, upgrading of primary network, and rehabilitation of bridges, secondary and feeder roads.	Road sector strategy development.	Preliminary work to establish priorities, assess capacity, devise strategic and implementation options. Identify skills gaps and development of training programmes.	Definition of medium-term sector strategy.	
			Plan for periodic maintenance of paved roads: -Monrovia-Guinea border (300km) -Monrovia-Robertsfield (84km)	Completion of detailed design and bidding documents		Contracts signed

			Plan for rehabilitation & upgrade of primary network: -Robertsfield-Buchanan, Careysburg-Whiteplains-Freeport ( 135km) -Barclayville-Harper-Cavalla Customs (100 km) -Ganta-Yepeka, Saniquelle-Duleh Post, Saniquelle-Loguato (140 km)	Completion of detailed design and bidding documents.		Contracts signed.
			Plan for rehabilitation of secondary roads Ghbanga-Zorzor-Voinjama-Guinea border (175 km).	Completion of detailed design and bidding documents.		Contracts signed and executed at 30%.
		<b>Costs:</b> <b>2004: US\$2.4</b> <b>2005: US\$ 8.9</b> <b>Total: US\$11.3</b>	Plan for rehabilitation through labor-based methods: Secondary roads Phase I (100km)Feeder roads Phase I (100 km).	Completion of detailed design and bidding documents.		Secondary roads completed at 15%. Feeder roads rehabilitation completed.
		Improve safety of public and freight transport. <b>Costs:</b> <b>2004: US\$0.3</b> <b>2005: US\$0.4</b> <b>Total: US\$0.7</b>		Definition of awareness and training programme.		Training of taxi and bus operators.
		Improve availability and efficiency of air travel through restoring normal operations of Roberts International Airport and domestic airports. <b>Costs:</b> <b>2004: US\$0.8</b> <b>2005: US\$8.3</b> <b>Total: US\$9.1</b>		Assessments completed and management contracts signed.		RIA Contracts executed at 30%; 15 licensed runways in domestic airports.
		Improve operations of Ports so that they serve national (and neighbouring country) needs for sea transport and have the potential to generate revenue. <b>Costs:</b> <b>2004: US\$1.1</b> <b>2005: US\$27.5</b> <b>Total: US\$28.6</b>	Enhance capacity of the National Ports Authority. Develop a plan for restoring normal operations of the port of Monrovia; explore options for Buchanan Overhaul and replace tug boats of the ports of Monrovia and Buchanan.	Definition and implementation of NPA training programme NTGL initiates an assessment of options for improvement of ports, completes and reviews it; contracts for port improvement signed and work starts. Contracts for tug boat purchase and/or overhaul signed		Completion of NPA restructuring and staff training programme. Safety hazards (shipwrecks, petroleum storage) removed from Monrovia. Other contracts (equipment and wharfs) executed at 30% One operational tug boat in each of Monrovia and Buchanan.

8.3	TELE-COMMUNICATIONS	Restoration of fixed telephone services; expansion of mobile phone network; establishment of regulatory framework.  <b>Costs:</b> <b>2004: US\$4.5</b> <b>2005: US\$3.9</b> <b>Total: US\$8.4</b>		Restoration of normal operations of the earth station and switching exchange. Restoration of fixed phone services to business customers in Monrovia. Expansion of mobile phone services to secondary cities.		Capacity of fixed phone service expanded to 10,000 lines in Monrovia.  Completion of regulatory framework studies.
8.4	URBAN WATER SUPPLY AND SANITATION	Sustainable and strengthened governance, co-ordination, revenue control and transparency in the WATSAN sector.  <b>Costs:</b> <b>2004: US\$1.3</b> <b>2005: US\$1.0</b> <b>Total: US\$2.3</b>	Review of state systems initiated; external support provided to operational WATSAN management structure.	Options for development of sector reviewed and agreed; WATSAN managers start in-service management training .	Structural changes completed: continued external technical support.	20 WATSAN managers complete training.
		Increase by three times the volume of managed water in Monrovia and improve services to consumers.  <b>Costs:</b> <b>2004: US\$2.7</b> <b>2005: US\$3.1</b> <b>Total: US\$5.8</b>	Full use of present production capacity (4mgd). Two new water testing laboratories established. 6,000 m <sup>3</sup> /d production maintained. Reduce, in overall percentage terms, levels of unaccounted water.	Restore piped water service to priority users Water production increased to 8,000 m <sup>3</sup> /d. Reduce, in overall percentage terms, levels of unaccounted water.	Production increased to 12,000 m <sup>3</sup> /d. Reduce, in overall percentage terms, levels of unaccounted water.	Water consumption increased to 18,000 m <sup>3</sup> /d. Managed water system extended, increase in acceptable distance of supply. Reduce, in overall percentage terms, levels of unaccounted water.
		Establish managed water and solid waste disposal systems for six urban areas outside of Monrovia.  <b>Costs:</b> <b>2004: US\$2.0</b> <b>2005: US\$4.1</b> <b>Total: US\$6.1</b>	Assessment and designs of two systems completed.	Two piped water and solid waste systems rehabilitated and serving 70,000 people: Assessment and designs of next two systems completed.	Four piped water and solid waste systems rehabilitated and serving 140,000 people. Assessment and designs of next two systems completed.	Six piped water systems rehabilitated and serving 210,000 people.
		Improve Monrovia sewerage system and eradicate sewage contamination in populated areas of Monrovia.  <b>Costs:</b> <b>2004: US\$2.9</b> <b>2005: US\$1.7</b> <b>Total: US\$4.6</b>	Rapid assessment of sewerage system and emergency sewage disposal options; safe disposal location for sewage tankers identified.	No sewage overflows in populated areas. Start technical assessment and preparation of medium and long term strategic sewerage plan.	No sewage overflows in populated areas. Medium and long-term options assessment completed.	No sewage overflows in populated areas. Completion of strategic sewerage plan including outline designs for selected medium term option pipe and treatment systems.

		Improve solid waste disposal and surface water drainage systems in Monrovia. <b>Costs:</b> <b>2004: US\$4.4</b> <b>2005: US\$3.2</b> <b>Total: US\$7.6</b>	Identification and assessment of dump sites. Assessment of suitable institutional arrangements one dump site established; ten bin trucks purchased; all surface water drains kept clear; solid waste cleared within one week.	All surface water drains kept clear; solid waste cleared within one week. Contracts for garbage collection signed. If required, one addition dump established.	All surface water drains kept clear; solid wastes cleared away within one week. If required, 10 more bin trucks purchased.	All surface water drains kept clear; solid wastes cleared away within one week.
9	<b>ECONOMIC POLICY AND DEVT. STRATEGY</b>					
9.1	REVENUE MOBILISATION; BUDGET PREPARATION AND EXECUTION; FINANCIAL MANAGEMENT AND AUDIT	Enhance revenue collection, budgeting, and financial management practices strengthened and brought into line with current best practice; accounting systems and practices strengthened following establishment of a computerized financial management system.	TOR for integrated financial management system approved External audits of all customs manifests as of October 2003. Assessment of the impact of revenue exemptions; review of customs processes. Streamlining of budget preparations. System to integrate donor and EBF data into budget established. Comprehensive budget prepared.	Report on options for improved revenue collection prepared and submitted to NTGL; government takes required actions. Strategic options for customs management assessed; System to monitor in-year budget execution established; Introduction of a robust PC-based computerized accounting system.	Recommendations for improved revenue collection implemented. Cash planning system introduced. Streamlined budget reporting process. Reconciliation with Central Bank on a daily basis and annual consolidated financial statements produced by September 2005.	
		Internal financial control mechanisms established and implemented and auditor General's Office properly capacitated.	Internal audit mechanism established, staff vetted and selected. Draft audit law prepared and submitted to legislature. Audits of agencies collecting fiscal revenues (Bureau of Maritime Affairs, Forest Development Authority and LPRC) and of the CBL completed.	Internal audit unit is operational; audit law enacted and Auditor General reports to legislature. Audits' recommendations are implemented.		
		De-concentrate financial management to different spending centers within NTGL. <b>Costs:</b> <b>2004: US\$0.0</b> <b>2005: US\$0.1</b> <b>Total: US\$0.1</b>			Delegation of financial management powers to line ministries.	

9.2	DEVELOPMENT STRATEGY, BUDGET AND STATISTICAL SYSTEM  <b>Costs: 2004 &amp; 2005: US\$2.0</b>	Legislative control of the budget restored; ensuring the emergence of a results-oriented, accountable budget and expenditure framework laying the foundation for future work on a interim Poverty Reduction Strategy. Collection, processing and analysis of statistical information resumed.	Bureau of Budget presents a budget to Chairman of NTGL by 31 May 2004. Chairman submits budget to NTGL for approval by 15 June. Appropriations communicate to Ministries by 30 June 2004.	Budget operational. Detailed assessment of data collection needs and organization of statistical system.	Initiate work on interim Poverty Reduction Strategy and medium-term expenditure framework. Resumption of collection of priority data.	
9.3	PUBLIC SECTOR PROCUREMENT  <b>Costs: 2004 &amp; 2005: US\$1.3m</b>	Reform public sector procurement system to enhance transparency, accountability, value for money and reduce risk of procurement-related corruption with an initial focus on health and education	Procurement Procedures Manual (PPM) prepared Procurement and Supplies Units established in ministries of Health and Education. Draft public procurement policy developed.	Competent and trained procurement staff recruited in the two units. Draft public procurement law enacted.	Public procurement law approved by Parliament. Sound public procurement institutions established	
9.4	FINANCIAL SECTOR	A functioning banking system - based on clear international prudential regulations – restored.  <b>Costs: 2004: US\$1.6 2005: US\$0.0 Total: US\$1.6</b>	Prudential regulations enforced by CBL. Submission of time-bound plans for corrective actions, as needed and acceptable to CBL.	Only solvent banks permitted to operate. Capital deficient operations dealt with supervisory sanctions and interventions.		
	<b>Costs: 2004 &amp; 2005: US\$2.3 (incl. US\$0.3 for review of regulatory framework for private sector).</b>	A functioning insurance industry based on clear international prudential regulations restored.  <b>Costs: 2004: US\$0.4 2005: US\$0.0 Total: US\$0.4</b>	Prudential and regulatory framework for the insurance industry reviewed and updated.	New regulations for the insurance industry are implemented.		

9.5	<b>PUBLIC ENTERPRISES</b>  <b>Costs: 2004 &amp; 2005: US\$1.0</b>	Sound financial management of public enterprises established, and the mandate of public enterprises (PEs) reviewed.	Institutional and financial assessment of each PE.	Start implementation of specific recommendations for each PE.	Continue implementation. Of specific recommendations for remaining Pes.	
9.6	<b>FORESTRY, EXTRACTIVE INDUSTRIES AND MANAGEMENT OF NATURAL RESOURCES</b>  <b>Costs: 2004 &amp; 2005: US\$8.7</b>	Options for policies and improved practice in natural resource management (forestry, diamonds, water etc) examined; forest management practices that balance commercial logging, community use and conservation implemented, with an adequate, transparent, framework for resuming commercial forestry activities which forms the basis of efforts to secure the removal of timber sanctions.	Comprehensive forestry inventory and thorough review of all the concessions Establishment of a transparent accounting system. Review of national resource management options. Preparatory work initiated for the CPA-prescribed Contracts and Monopolies Commission. Work to lift timber and diamond sanctions. Appropriate capacity-building support planned for the Environmental Protection Agency so that it provides appropriate functions as the Environment Governance Body in Liberia.	Adoption and implementation of appropriate fiscal system in relation to forestry and to other natural resources; include provisions for audits of the use of forest products and of other natural resources.	Design/implementation of regulations with respect to forestry and other natural resources that respond to environmental concerns and minimize corruption.	

