



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

LIBERIA – Complex Emergency

Situation Report #13, Fiscal Year (FY) 2004

May 21, 2004

Note: The last situation report was dated April 1, 2004.

BACKGROUND

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

NUMBERS AT A GLANCE		SOURCE
Internally Displaced	500,000	U.N. High Commissioner for Refugees (UNHCR), May 2004
Refugees	320,000 – Liberians in Guinea, Sierra Leone, Ghana, and Côte d'Ivoire 12,000 – Sierra Leoneans in Liberia	UNHCR, May 2004 UNHCR, May 2004

Total FY 2004 USAID/OFDA Assistance to Liberia (To Date).....\$19,399,875
Total FY 2004 USG Humanitarian Assistance to Liberia (To Date).....\$58,196,576

CURRENT SITUATION

General state of humanitarian conditions. According to USAID/OFDA program officers in Monrovia, there has been little change in humanitarian emergency conditions in Liberia since January 2004. Although non-governmental organization (NGO) implementing partners are providing health care services in camps for internally displaced persons (IDPs), the provision of, and access to, health care services countrywide is inadequate, despite international and NGO assistance to the interim government. Sexual and gender-based violence (SGBV) remains a serious problem, and services to victims are inadequate due to the limited capacity of national and international organizations to respond.

Disarmament and demobilization campaign. By May 12, UNMIL disarmed 26,000 ex-combatants out of an expected 60,000. Earlier UNMIL estimates indicated that 40,000 ex-combatants would be targeted for disarmament, demobilization, rehabilitation, and reintegration (DDRR). The DDRR program, which was suspended on December 17, resumed on April 15 in four cantonment centers. UNMIL plans to open six additional cantonment centers in remote parts of Liberia as soon as peacekeeping troops are deployed countrywide.

On April 21, the U.N. Office for the Coordination of Humanitarian Affairs (UN OCHA) reported that approximately 15 percent of the combatants disarmed by UNMIL have been children. According to Amnesty International, there are an estimated 21,000 child soldiers in Liberia, many in areas beyond the current reach of UNMIL.

deployment. As of May 3, UNMIL had disarmed 366 boys and 72 girls in Buchanan and 195 boys and 28 girls in Tubmanburg.

The number of weapons collected during the first month of the DDDR program is significantly less than the number of ex-combatants entering the cantonment centers. The Director of the National DDDR Commission received reports from combatants in Buchanan that senior MODEL commanders began collecting weapons in advance of the UNMIL DDDR campaign. U.N. officials and others in the international community fear that weapons from both MODEL and LURD forces are being smuggled out of Liberia to Côte d'Ivoire and Guinea, respectively. In contrast, according to local sources, some former combatants are supplying non-combatants with weapons and ammunition, which can be exchanged for cash under the program.

Status of UNMIL deployment. As of May 12, there were 14,127 UNMIL troops, out of the expected 15,000, on the ground in Liberia, according to UN OCHA. The U.N. High Commissioner for Refugees, Ruud Lubbers, stated that the deployment of UNMIL troops has allowed humanitarian access to extend throughout Liberia. UNMIL is expected to be at full operational capacity by mid-May. Despite UNMIL's presence, multiple incidents of looting and harassment of NGOs were reported in April.

Liberian Police Service. On May 5, Chairman Bryant and the Special Representative to the U.N. Secretary General (SRSG) Jacques Klein formally launched the recruitment campaign for the Liberian Police Service, which will be comprised of 3,500 officers within two years. The U.N. Civil Police are working with the NTGL to reopen Liberia's police academy by July. The reformation of a strong police service is viewed as essential in preparation for the national elections scheduled for October 2005.

Returnees. Liberian refugees in Sierra Leone are spontaneously returning home in increasing numbers, but the U.N. is urging returnees to wait for an organized repatriation program, scheduled to begin after the end of the rainy season in October. UNHCR plans to facilitate the return of 320,000 Liberian refugees living throughout the region once UNMIL is fully deployed. In 2004, UNHCR estimates that as many as 100,000 Liberian refugees will return from Guinea, Sierra Leone, Ghana, and Côte d'Ivoire

On April 25, UNMIL and UNHCR completed the repatriation by air of 239 Liberian returnees who had been stranded at the Mali-Guinea border after departing from Ghana. By May 7, UNHCR and the U.N. World Food Program (WFP) had registered 7,481 returning Liberians from Sierra Leone. Of these, more than 4,000 are now living in Perry Town IDP camp with assistance from UNHCR. According to UNHCR, as many as 50,000 refugees have returned to Liberia spontaneously from neighboring countries in recent months.

IDPs. According to UN OCHA staff in Monrovia, overcrowded conditions in Liberia's IDPs camps following

influxes of returning refugees are straining the provision of adequate levels of healthcare and water and sanitation services. The preliminary results of a survey released in May by the Humanitarian Information Center (HIC) indicate that 261,886 IDPs are living in official camps in Liberia. Liberian refugees spontaneously returning from Sierra Leone to Perry Town and Seigbeh IDP camps (5,000 and 2,500 respectively) have exceeded the capacity of implementing NGOs to meet camp standards. According to UN OCHA, 9,000 out of the estimated 20,000 spontaneous returnees from Sierra Leone since January 2004 are living in IDP camps.

On May 6, UNHCR announced that only another 5,000 returning Liberian refugees could be accommodated at Perry Town and Seigbeh IDP Camps in Montserrado County. To accommodate additional returnees, UNHCR and partner organizations are discussing establishing new camps near Salala, Bong County. At present, there are 20 official IDP camps in Bong, Montserrado, and Margibi counties. Residents in Blamasee Camp, Montserrado County, have granted permission to the more than 1,500 IDPs who have been living in transit shelters in Blamasee Camp since December 2003 to construct individual shelters. In exchange, the humanitarian community has agreed to replenish the trees, a principle source of local revenue, harvested during shelter construction.

Refugees. On March 2, UNHCR resumed overland convoys to repatriate refugees to Sierra Leone following UNMIL deployment to the border area. Overland repatriation was suspended in April 2002 due to insecurity, but air and sea repatriation efforts continued through 2003. UNHCR plans to repatriate all Sierra Leonean refugees by the end of June, when the provision of UNHCR assistance will be suspended.

More than 12,000 Sierra Leonean refugees were registered in the Banjor, Samukai Town, and the Voice of America (VOA) refugee camps in April, according to UN OCHA. The situation of Ivorian refugees in the east is mostly unknown given the insecurity; many are thought to have moved back to Côte d'Ivoire, which continues to be marked by internal insecurity.

Ongoing food distributions. WFP increased beneficiary numbers for food distributions from 482,501 in January to 643,860 in April. The number of targeted beneficiaries in all programs is expected to peak in June at 744,017 and then decline to 362,828 in August as a result of school vacations and the onset of the rainy season.

In addition to IDPs, WFP food distributions are provided to returning Liberian refugees, registered by UNHCR as well as demobilized combatants in the cantonment centers. The ex-combatants are also provided with a one-month ration upon completion of the DDDR process to assist in reintegration. Under the Emergency School Feeding program, WFP and implementing partners have provided food rations to more than 280,000 children in 743 institutions.

During the last week in April, WFP distributed food to 13,966 IDPs in spontaneous settlements in Liberia. This marks a

break with a policy agreed to in January by the IDP Committee that sought to limit the proliferation of spontaneous settlements by restricting food distributions to official camps, according to UN OCHA. UNHCR also began distributing soap and shelter materials to IDPs in spontaneous settlements between Monrovia and Kakata.

Food security. According to WFP, the food security situation in Bong, Margibi, and Bomi counties is serious but not as urgent as expected. These areas had been inaccessible to humanitarian agencies prior to the recent expanded deployment of UNMIL. The results of WFP's Rapid Vulnerability and Mapping Assessment (VAM) surveys, conducted in eight counties in 2004, revealed moderate levels of global acute malnutrition of below six percent. According to WFP, these results indicate that despite the long period of isolation from humanitarian assistance, the populations of the areas surveyed did not suffer from starvation. According to the head of WFP in Liberia, the provision of food assistance should transition from general distributions, which often encourage or prolong displacement, to targeted programs such as school-feeding, food for work, and therapeutic feeding, as well as the provision of seeds and tools to encourage self-sufficiency.

Measles campaign. A total of 1,233,000 children between 6 months and 14 years of age have been immunized against measles in accessible areas of Liberia through a joint campaign launched by the U.N. Children's Fund (UNICEF), the World Health Organization (WHO), and the Ministry of Health (MOH) in June 2003. The campaign has been completed in Bomi, Cape Mount, and parts of Lofa and Grand Gedeh counties and is ongoing in Grand Kru, Maryland, and River Gee counties. According to Save the Children-U.K. (SCF-UK), years of protracted conflict in Liberia prevented thousands of children from receiving immunizations, and vulnerability to disease increased further as a result of poverty, frequent displacement, lack of health services, and overcrowded camp conditions.

Yellow fever campaign. In response to reports of an outbreak of yellow fever in eight counties in Liberia in early 2004, the MOH implemented an emergency mass immunization campaign in February in cooperation with the following organizations: UNICEF; Médecins Sans Frontières (MSF) Belgium, France, Holland, and Switzerland; the International Committee of the Red Cross (ICRC); and other NGOs. Between February 26 and March 31, approximately 200,000 people were immunized in Bong and Nimba counties. A total of 522,000 people will be targeted countrywide for immunization, according to UN OCHA. In response to the outbreak, USAID/OFDA facilitated the deployment of a three-person team from the U.S. Department of Health and Human Services/Centers for Disease Control (CDC) to assist efforts by UNICEF, WHO, and the MOH.

Documenting sexual violence. The National Human Rights Center of Liberia is implementing a three-month project to document the extent and consequences of sexual violence perpetrated during the 14-year civil war. As part of the

project, which is funded by the U.N. Development Program (UNDP) and World Vision International (WVI), 22 human rights monitors are interviewing 4,000 randomly selected individuals. Initial findings, based on interviews with 600 people, indicate that 40 percent of the civilian population were victims of some form of sexual abuse. The final results of the project will be released to the planned Truth and Reconciliation Commission.

USG HUMANITARIAN ASSISTANCE

Non-food assistance. In FY 2003, USAID/OFDA provided more than \$5.5 million to support humanitarian needs in Liberia. A USAID Disaster Assistance Response Team (DART) was based in Monrovia from August through October to assess humanitarian needs and coordinate the provision of U.S. Government (USG)-funded assistance to vulnerable populations in accessible areas.

To date in FY 2004, USAID/OFDA has provided approximately \$19.4 million. USAID/OFDA supported health programs through implementing partners Concern, the International Medical Corps (IMC), the International Rescue Committee (IRC), Lutheran World Relief (LWR), Medical Emergency Relief International (Merlin), Northwest Medical Teams International, Oxfam-Great Britain (Oxfam-GB), and UNICEF. To support nutrition and agricultural programs, including the provision of seeds and tools, USAID/OFDA provided funding to Action Contre la Faim (ACF), Catholic Relief Services (CRS), and the U.N. Food and Agriculture Organization (FAO). To address water and sanitation needs, USAID/OFDA funded ACF, Christian Children's Fund (CCF), Concern, Merlin, Oxfam-GB, and UNICEF. To support camp management activities, the provision of non-food items (NFIs), IDP protection, and SGBV programs, USAID/OFDA provided funding to the American Refugee Committee (ARC), IRC, Merlin, Oxfam-GB, and the United Methodist Committee on Relief (UMCOR). USAID/OFDA also funded multiple U.N. agencies to support humanitarian coordination, logistics, and programs in health and water and sanitation.

Emergency food assistance. In FY 2003 USAID/FFP provided a total of 24,480 metric tons (MT) of P.L. 480 Title II emergency food assistance, valued at approximately \$17 million, to Liberia. To date in FY 2004, USAID/FFP has provided an additional 25,380 MT valued at approximately \$15.8 million. The commodities provided by USAID/FFP include a combination of cereals, pulses, and vegetable oil, and corn-soya blend (CSB) for therapeutic and supplementary feeding. USAID/FFP emergency food assistance is provided to vulnerable populations through direct distribution, food for work programs, emergency school feeding, maternal and child health programs, and supplementary and therapeutic feeding programs. USAID/FFP programs are implemented in Liberia through WFP and CRS.

Refugee assistance. State/PRM has provided support for Liberian refugees since 1989 and for Sierra Leonean refugees in Liberia since 1991. In FY 2003, State/PRM provided more

than \$38 million to support programming in response to the Liberia crisis and Liberian refugees in Côte d'Ivoire, Guinea, and Sierra Leone. This was in addition to unearmarked funding for UNHCR for Africa (\$54.6 million) and ICRC for Africa (\$52.6 million).

Under the FY 2004 Liberia Supplemental, State/PRM has committed \$19.5 million in humanitarian assistance for Liberia. Of this, \$11 million was provided to UNHCR to support the repatriation and reintegration of Liberian returnees and IDPs; \$4.5 million was provided to ICRC to support programs in health, water and sanitation, family reunification, and NFI distributions; \$2.4 million was provided to UNICEF for water and sanitation and hygiene services at way stations for returning refugees and other conflict-affected populations; \$1 million was provided to the International Organization for Migration (IOM) to fund the transportation of returnees and IDPs; and \$600,000 was provided to UNDP to support quick-impact rehabilitation programs. Other earmarked contributions to date include \$1.2 million to UNHCR/Liberia, \$1.2 million to ICRC/Liberia, and approximately \$1.1 million to Cooperative Housing Foundation (CHF) for shelter for returnees in Nimba and Lofa counties. This funding is in addition to unearmarked Africa-wide contributions to UNHCR (\$100.8 million to date) and ICRC (\$34.3 million to date).

U.S. GOVERNMENT HUMANITARIAN ASSISTANCE TO LIBERIA

<i>Implementing Partner</i>	<i>Activity</i>	<i>Location</i>	<i>Amount</i>
USAID/OFDA ASSISTANCE¹			
ACF	Nutrition, Water/Sanitation	Monrovia, Montserrado, Grand Bassa, River Cess	\$1,391,520
ARC	IDP Camp Management, SGBV	Margibi	\$445,076
CRS	Agriculture (Seeds and Tools)	Bong, Margibi, Sinoe, Nimba	\$2,008,126
CCF	Water/Sanitation	Grand Cape Mount, Bomi	\$679,880
Concern	Health, Water/Sanitation	Countrywide	\$2,000,000
IMC	Health	Montserrado and Lofa	\$1,849,406
IRC	Measles, Camp Administration	Monrovia	\$785,386
LWR	Health	Bong	\$108,348
Merlin	Water/Sanitation, Health, NFIs, Shelter	Monrovia/Harbel, Grand Gedeh, Sinoe	\$2,694,946
Northwest Medical Teams International	Health	Montserrado/Margibi	\$441,578
Oxfam	Water/Sanitation and IDP Protection	Monrovia, Montserrado, Bong	\$1,058,193
UMCOR	Camp Management	Montserrado	\$191,336
UN FAO	Coordination and Support	Countrywide	\$450,000
UNICEF	Measles and Water/Sanitation	Countrywide	\$600,000
UN OCHA	HIC, Coordination/Support	Countrywide	\$1,310,000
UN OCHA	Emergency Rapid Response Fund	Countrywide	\$2,622,700
UN WFP	Nutrition, Joint Logistics Center	Countrywide	\$559,500
USAID/OFDA	Program Support	Countrywide	\$437,500
TOTAL USAID/OFDA			\$19,399,875
USAID/FFP ASSISTANCE			
WFP ²	P.L. 480 Title II Emergency Food Assistance – 25,380 MT	Countrywide	\$15,800,000
TOTAL USAID/FFP			\$15,800,000
State/PRM ASSISTANCE			
UNHCR	Refugee/IDP Rehabilitation and Reintegration	Countrywide	\$12,200,000
ICRC	Health, Water/Sanitation, Family Reunification, NFIs	Countrywide	\$5,700,000
UNICEF	Water and Sanitation, Hygiene	Countrywide	\$2,400,000
IOM	Transport for Refugees/IDPs	Countrywide	\$1,000,000
UNDP	Quick-Impact Rehabilitation Programs	Countrywide	\$600,000
CHF	Shelter for Returning Refugees	Lofa and Nimba	\$1,096,701
TOTAL State/PRM³			\$22,996,701
TOTAL USAID HUMANITARIAN ASSISTANCE TO LIBERIA IN FY 2004			\$35,199,875
TOTAL USG HUMANITARIAN ASSISTANCE TO LIBERIA IN FY 2004			\$58,196,576

¹ USAID/OFDA funding represents committed and/or obligated amount as of May 19, 2004.

² Estimated value of food assistance.

³ State/PRM funding is in addition to unearmarked Africa-wide contributions to UNHCR (\$100.8 million) and ICRC (\$34.3 million).



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