

UNDP-UNICEF-UNHCR - UNFPA Joint Programme Document
**Supporting return of IDPs and expellees to communities of origin or
 resettlement**

Cover page

Country: Eritrea

UNDAF Outcomes:

- Bridge the gap between emergency, recovery, reintegration and development programmes;
- Provide special attention to women-headed households in the emergency and recovery programmes;
- Assist in the provision of appropriate and environmentally friendly housing (and settlement) schemes for IDPs and expellees.

(Sub-) National partners(s): Ministry of National Development
 Eritrean Refugee and Relief Commission, PMUs
 In Gash-Barka and Debub Regional Administrations,
 Water Resource Department of the Ministry of Land,
 Water and Environment

In November 2004 a joint programme between UNDP, UNICEF and WFP was signed addressing 30,000 IDPs and expellees from Adi keshi, Kotobia and Mai Wurai. Among the 30,000 IDPs, about 19,000 of them were already returned to their village of origin. Since the GoE decided to tackle all the IDPs in Gash Barka and Debub the existing JP needs revision and expansion in content and resources. This document is therefore, an expanded and revised joint programme between UNDP, UNICEF, UNHCR and UNFPA for the specific area of recovery-related to the return of some 40,398 (including 11,000 from Mai wurai and Kotobia) Internally Displaced Persons (IDPs) and Expellees from the emergency camps (Kotobia, Metera, shambeko and those in the surroundings of Tsorona and Senafe towns) to some 14 villages of origin or settlement over the period of 2006 and 2007 of areas that have been cleared of landmines. The activities under this Joint Programme are water and sanitation, shelter (temporary and permanent), general food aid rations, school feeding, supplementary feeding, school rehabilitation and temporary school construction, health center rehabilitation and temporary health post construction, and provision of education equipment/materials, provision of agricultural inputs and credit, and income generating activities for some of the most vulnerable households headed by women.

Programme title: Supporting return of IDPs and Expellees to communities of origin or resettlement (Revised and expanded)

Programme duration: 20 months from May 2006 to December 2007

Fund Management Option:
 Pooled (through UNDP)
 Parallel (through UNICEF, UNFPA, and selected NGOs)

BUDGET	EXISTING (2004 – 2006)	USD EXPANDED (2006 – 2007)	TOTAL
Estimated:	13,954,640	47,275,481	61,230,121
Allocated Resources			
1. Pooled funding (USD)			
• UNDP	1,700,000	2,400,000	3,110,000
• Norway	1,000,000	3,687,314	4,687,314
• Netherlands	600,000	1,900,000*	2,500,000
• USAID	1,000,000	3,875,171	4,867,089
• UNICEF	225,000		225,000
• Italy	950,000		950,000
2. Parallel funding (USD)			
• UNICEF		300,000	300,000
• UNFPA		70,500	70,500
• UNHCR		In Kind	
• WFP	3,030,000(Inkind)		
• Norway(NGOs)	2,370,000		
• Government	1,300,000(Inkind)		
3- Unfunded budget	1,779,640	35,042,496	36,822,136

The estimated costs include the value of those items to be provided in kind

* Agreement not signed between UNDP and Netherlands minister for development co-operation

1. INTRODUCTION

1.1. INTERNALLY DISPLACED PERSONS AND EXPELLEES

The Eritro-Ethiopia war of 1998 – 2000 has produced a large number of displaced people. Some of these were internally displaced within their Administrative Regions, which are Gash-Barka and Dehub; and others were expellees from North Ethiopia. The internally displaced people were partly displaced in the villages that were safe from the effects of the war while some of the expellees were kept in refugee camps located in both of the affected Administrative Regions. During the past six years some of the refugees returned to their villages and at present there is a balance of 10,293 households or 40,398 individuals under emergency aid from government and international agencies. The main source of livelihood of the IDPs was agriculture. However, the war has destroyed the socio-economic infrastructure to the extent that the IDPs cannot simply return to their former villages to start a normal life. To this effect, they need support for returning and rehabilitation of the socio-economic infrastructure. The government has already started this process with the assistance of the internal agencies.

The UN system's strategy for meeting the development challenges of Eritrea is to deliver its assistance on two parallel pathways. One focuses on supporting national efforts to respond to the country's immediate needs for relief and recovery. At the same time, on parallel track, the UN system will support the government in the planning and implementation of its medium-to-long-term development programme.

This joint programme falls under the United Nations Development Assistance framework (UNDAF) for Eritrea covering the period 2002–2006. The objectives of the joint programme include supporting the Recovery (rehabilitation, reintegration, and reconstruction) goals of the UNDAF by, *inter-alia* providing special attention to female-headed households in the emergency and recovery programme; bridge the gaps that may occur in the process that involves recovery to the pre-war status in respect to the self-reliance in livelihood and subsequent development; assist in the provision of appropriate housing schemes for returning refugees, IDPs and expellees.

1.2. JOINT PROGRAMME

In November 2004 the IDPs Joint programme was initiated and signed among the UN agencies (UNDP, UNICEF and WFP) with the GOE to address 30,000 IDPs and expellees sheltered in Gash Barka and Dehub Regional Administrations namely Adi keshi, kotobia and Mai Wuray camps. Out of the Total 30,000 IDPs, 19,000 of them from Adi keshi already returned to their villages of origin in February 2005. The remaining 11,000 IDPs from Mai wuray and Kotobia are still in their camps. The activities carried out in the aforementioned joint programme for the returned IDPs from Adi Keshi are shelter (temporary and permanent), water supply, food aid, school and supplementary feeding, construction of make shift class rooms, mine risk education, health care and income generating activities for vulnerable households headed by women. This joint programme still continues to carry out its programme activities in the Adi Keshi IDPs return villages.

The GoE currently decided to tackle all IDPs camped in Gash Barka and Dehub regions and requested UN agencies to extend their support the return of IDPs to their villages of origin. The UN agencies (UNDP, UNFPA, UNICEF and UNHCR) decided to respond and support to the governments commitment in this regard. To support the governments commitment regarding the return of IDPs, the existing joint programme need to be revised and expanded to include all IDPs together with kotobia and Mai Wurai camps.

This joint programme by UNDP, UNICEF, UNHCR and UNFPA is the revised and expanded version of the existing joint programme and shares the same objectives aimed to support the on-going efforts of the Government to return the IDPs to their original villages.

NOTE

To see, the Resource mobilized and expenditures for the existing joint programme activities for 2005 Refer Annex 1, 1.1 and 1.2.

2. RATIONALE

The war has destroyed the means of livelihood of the IDPs and expellees. Their shelter, agricultural assets, water supply systems, education and health systems have been severely damaged. Most of their areas have been made unsafe through landmines. It is obvious that the expellees cannot return to Ethiopia. Some of the IDPs have lost their villages to the Ethiopian side, hence they cannot return to their place of origin. These displaced persons have been in the emergency camps since about six years under emergency aid which time is quite long for an abnormal way of life. The IDPs and expellees need to be rehabilitated to their normal way of living. To achieve this, they need to return to their villages of origin and those who have lost their villages and the expellees should be provided with new places of settlement. For this purpose, they require assistance for recovery that leads towards self-reliance in livelihood.

3. STRATEGY DESIGN

3.1. PROGRAMME AREA AND TARGET GROUPS

3.1.1. Programme Area

The programme area covers the war affected Administrative Regions, namely: Gash-Barka and Dehub and more specifically the Sub-zobas of Lailay Gash and Shambuko in Gash-Barka, and Senafe and Tsorena in Dehub. The household and population sizes, the villages or place from which the IDPs and expellees originated and the planned resettlement villages are given in *tables 1 and 2*. The numbers of planned settlement villages are 6 in Gash-Barka and 8 in Dehub. This implies that some of the displaced persons will be returning to their villages of origin; while others will return to new settlements. The expellees from Ethiopia and those that have lost their villages due to the new borderlines created after the war are to be settled in new places. There are also some cases that small numbers of IDPs have to be integrated in towns (e.g. Senafe and Tsorona). In Dehub, the agricultural land of some villages is on the

Eritrean side; while in other cases only the village sites are on the Eritrean side of the boarder, but not the respective farming land.

In planning the programme, it becomes obvious that adequate information of the settlement villages is available. This enables to identify the overall requirements for settlement; the potential of the natural resources such as water and agricultural land; potential for road access; and the status of the various elements of the strategy such as water, roads, education and health infrastructure. The two administrative regions have prepared studies on the existing situation in their respective areas. However, it was not detailed enough in certain aspects to show situations specific to a given village of settlement. It is generally known that the socio-economic infrastructure of the villages in the war affected part of Gash-Barka have been totally destroyed; while those in Dehub vary among villages.

In determining the water requirements for the various settlement villages in relation to the number of people to be settled and other uses of water, the status of the existing wells must be adequately appreciated. This includes not only their number, but the degree of the damage made, the capacities in the driest month of the year and the approximate potential of the underground aquifer reserves need to be known. This is particularly important with the water requirement for phase 1 without which the movement of the displaced people in the camps cannot be made with full safety. It is also essential to recognize that water is also required for livestock and sanitation in the residences, schools, and health stations. Based on this knowledge, the additional requirements of water can be determined. In view of this and the timing of programme implementation, such information should be made available.

The status of the road access from the camps to each of the settlement villages should also be known so as to enable planning for either upgrading or new construction. In the documents reviewed there are some aspects of these issues that have not been adequately detailed and this is in particular with Zoba Dehub. Road access is a pre-condition for commencing the transportation operation of the displaced people. It appears that the respective local regional governments are in the process of completing this component and it may not be of high importance in planning, however, information in this must be made available so as to enable planning the time schedule of programme implementation.

The source of livelihood of the displaced populations is almost exclusively agriculture. The most common farming system is mixed rain-fed crop and extensive livestock production. The system is traditional with low productivity; hence it is highly vulnerable to drought. In effect, the program area has been invariably affected by recurrent droughts during the last consecutive 6 years (1999 – 2004) where the only years with adequate rainfall were 1998 and 2005. Irrigated horticulture is limited to only few parts of the programme area.

The situations of education and health infrastructure have not been also adequately detailed at least in Dehub Region. In planning the numbers and sites of temporary and permanent education facilities required, it is essential to have adequate information on the existing facilities. For example, certain villages might be very close to each other to be able to use education or health facility combined in clusters; while others may be far from each other to enable clustering. This has an implication in planning the health

and education requirements and in particular in respect to costs. Such information of the programme area based on villages would be desirable for more accurate planning since cost is a limiting factor and efforts must be made before or during implementation of the project.

3.1.2. Target population

The IDPs and expellees currently staying in the emergency camps constitute the target populations. The total number of households and individuals involved in the programme are, based on the reports of the two administrative regions that make the programme area are 10,293 and 40,398, respectively. In Gash-Barka, the households and individuals are 5579 and 20,044, respectively; while those in Dehub are 4,714 and 20,354, respectively. The details of the households and populations as well as the camps and the planned settlement villages are given in *Tables 1 and 2* by Zoba and Sub-zoba.

The displaced populations in the camps have not been adequately structured. For example, the heads of households by gender and age, the numbers of children under 5 years of age and in some cases the numbers of school children have not been fully presented. These data are essential for planning on the requirements of the various household targets and on children, which involves school feeding, health and education. Thus, it is essential to have more detailed information on each of these variables for more accurate planning regarding the vulnerable households and children structure.

Table 1. Population distribution in camps, place of origin, planned settlement villages, HHs and Populations, Gash-Barka

Village of origin	Planned settlement places			HH (nos)	Population size
	Sub-zoba	Kebabi	Village		
Adi-maelel	Shambiko	Adi-maelel	Adi-maelel	252	717
Ethiopia (kotobia zone 1)	Shambiko	Adi-maelel	Adi-maelel	785	2,778
Total				1,037	3,495
Badme	Shambiko	Adi-maelel	Adi-maelel	191	693
Dembe gedamu	Shambiko	Adi-maelel	Adi-maelel	165	601
Tahtai dieda	Shambiko	Adi-maelel	Adi-maelel	47	178
Asmeru	Shambiko	Adi-maelel	Adi-maelel	118	402
Hadish adi	Shambiko	Adi-maelel	Adi-maelel	178	550
Total				699	2424
Laelay dieda	Shambiko	Tselim kelay	Tselim kelay	309	1129
Tselim kelay	Shambiko	Tselim kelay	Tselim kelay	93	366
Ethiopia (kotobia zone 2)	Shambiko	Tselim kelay	Tselim kelay	575	2213
Total				977	3708
Ehiopia (kotobia zone 3)	Shambiko	Midimbar wedas	Midimbar wedas	499	1503
Total				499	1503
Dembe Himbirti	Shambiko	Ella	Ella	136	550
Sefia	Shambiko	Ella	Ella	220	800
Tsezega	Shambiko	Ella	Ella	77	255
Gosema	Shambiko	Ella	Ella	108	375
Elala	Shambiko	Ella	Ella	135	520
Total				676	2,500
Girme	Shambiko	Girme	Girme	260	900
Tsibra	Shambiko	Girme	Girme	340	1,125
Geza sheriff	Shambiko	Girme	Girme	210	705
Sheka wedikulala	Shambiko	Girme	Girme	148	615
Total				958	3,345
Folina	Molki	Folina	Folina	325	1,466
Sifra Genet	Molki	Folina	Folina	408	1,603
Total				733	3,069
Grand total				5,579	20,044

Table 2. IDP's and Expellees Camps and Destinations, Dehub

Village of origin	Planned settlement places			Household (nos)	Population (nos)
	Sub zoba	Kebabi	Village		
Lalai geleba	Senafe	Ambesete-geleba	Lalai ambes	218	886
Makelai geleba	Senafe	Ambesete-geleba	Lalai ambes	241	946
Ambeste geleba	Senafe	Ambesete-geleba	Lalai ambes	193	776
Sub total				652	2,608
Ahiz	Senafe	Lahyo	Ahiz	29	123
Aregen	Senafe	Lahyo	Aregen	30	147
Fihe	Senafe	Lahyo	Fihe	27	122
Hamchanadug	Senafe	Lahyo	Hamchanadug	12	50
Adi telae	Senafe	Lahyo	Adi telae	46	189
Egriabew	Senafe	Lahyo	Egriabew	43	184
Lahyo	Senafe	Lahyo	Lahyo	14	74
Sub total				201	889
Telihanarie	Senafe	Naria	Telihanarie	17	79
Sub total				17	79
Degegelo	Senafe	Degegelo	Degegelo	39	146
Moko	Senafe	Degegelo	Moko	29	116
Ased	Senafe	Degegelo	Ased	6	28
Sub total				74	290
Golo	Senafe	Golo	Golo	23	95
Mahdaga	Senafe	Golo	Mahdaga	114	586
Merbed	Senafe	Golo	Merbed	86	428
Sub total				223	1,109
Meshal	Senafe	Meshal	Meshal	128	523
Una welesti	Senafe	Meshal	Una welesti	35	140
Adimereta	Senafe	Meshal	Adimereta	28	133
Inta	Senafe	Meshal	Inta	61	244
Angebeto	Senafe	Meshal	Angebeto	129	559
Sub total				381	1,599
Zalambesa	Senafe	Senafe	Senafe	55	213
Sub total				55	213
Tsiha	Senafe	Tsiha	Tsiha	239	1464
Adi agel	Senafe	Adi agel	Adi agel	172	1189
Endeli	Senafe	Endeli	Endeli	104	703
Sub total				515	3,356
Total				2,118	10,132
Kinin	Tserona	Kinin	Kinin	295	1098
Kinito	Tserona	Kinin	kinito	137	590
Sub total				432	1,688
Hadish adi	Tserona	Hadish adi	Hadish adi	138	555
Gegera	Tserona	Hadish adi	Gegera	88	342
Tselm kelai	Tserona	Hadish adi	Tselm kelai	138	513
Adi shehu	Tserona	Hadish adi	Adi shehu	104	336
Adi mesgene	Tserona	Hadish adi	Adi mesgene	79	335
Hasitaso	Tserona	Hadish adi	Hasitaso	168	648
Dembe	Tserona	Hadish adi	Dembe hayish	20	78

hayish					
Sub total				735	2,807
Sebeu	Tserona	Maiwerai	Settlement to	159	656
Adi ketu	Tserona	Maiwerai	Be selected in	69	303
Una shak	Tserona	Maiwerai	The vicinity of	149	544
Kolobirdo	Tserona	Maiwerai	maiwerrai	52	190
Sub total				429	1,693
Kudo weiba	Tserona	Kudo weiba	Tserona	229	950
Unanazo	Tserona	Kudo weiba	Tserona	121	501
Sub total				350	1,451
Kermed guzay	Tserona	Endabaestifanos	Endabastifanos	41	182
Godofay	Tserona	Endabaestifanos	Endabastifanos	51	211
Seselo	Tserona	Endabaestifanos	Endabastifanos	48	209
Ferashit	Tserona	Endabaestifanos	Endabastifanos	49	210
Enkuray	Tserona	Endabaestifanos	Endabastifanos	30	106
Chimro mekie	Tserona	Endabaestifanos	Endabastifanos	9	46
Begna Tigray	Tserona	Endabaestifanos	Endabastifanos	55	175
Gefa afin	Tserona	Endabaestifanos	Endabastifanos	25	118
Sub total				308	1,257
Mihradchele	Tserona	Dibie	Mihradchele	90	348
Dibie	Tserona	Dibie	Mihradchele	66	248
Egrimekel	Tserona	Dibie	Mihradchele	72	270
Kurbelly	Tserona	Dibie	Mihradchele	44	187
Endasherif	Tserona	Dibie	Mihradchele	53	198
Tigray expelled	Tserona	Dibie	Mihradchele	17	64
Sub total				342	1,315
Total				2,596	10,211
Grand total				4,714	20,354

The target populations are divided in different categories in that some can return immediately; while others may have to wait for some time, and others are to be integrated to towns in the near by of the camps. This situation is more applicable in Debub Administration Region *Table 3* gives some information on this issue.

Table 3. The households and population that are to remain in the camps and those that have to be integrated into nearby towns

Zoba	Sub-zoba	Camp	Remaining in camp		To be integrated in towns		
			HH	Pop	HH	Pop	Town
Debub	Senafe	Afoma/Senafe			55	213	Senafe
	Tsorna	Kebabi Tsorna	350	1456	350	1456	Tsorona
		Maiwirai	429	1693	429	1693	Maiwirai
	Total		779	3149	834	3362	

Suitable agricultural land is to be provided for those remaining at Maiwirai by the by the local administration so that all camps remain empty.

The 55 households or 213 individuals who originally lived in Zalambessa town and were expelled early in 1998. most of them were shopkeepers, traders, and employed in the service provision areas. After expulsion, they initially resided in Senafe and are presently more or less integrated in the town. As they ca not return to Zalambessa, they should be provided land allotments for residence and/or business in Senafe and provide them credit to assist them establish business and integrate fully.

The 350 households or 1456 individuals who originally resided in the villages of Kudoweyba (229 households or 950 individuals) and Unanazo (121 housholds or 501 individuals) can not return to their original homes because their villages have been awarded to Ethiopia by the boarder commission. Presently, they are in camps in the environs of Tsorona town. The Zoba Debub administration has planned to integrate them in Tsorona town. Therefore they shall be provided land for houses. However, most of their agricultural and pasture land remains within the Eritrean territory and could still be utilized, consequently, they should be assisted in the shelter and agricultural areas. With regard to education, health, water, they shall share existing services and facilities in Tsorona.

The 429 households or 1693 individuals who are originally from Administrative Kebabi of Senafe of Sebeiu which comprises 4 villages, namely Sebeiu, Adi Kuta, Unashehak, Kolobirdo. These villages have been awarded to Ethiopia. These IDPs shall remain in Maiwirai in the short-run, until suitable settlement area in selected. The Zoba administration is considering finding both dwelling and farmland in the vicinity so as to settle there permanently.

3.2. GOAL, OBJECTIVE

The logical framework matrix of the programme is anticipated to be prepared at the point of implementation. However, a brief description is given at this stage.

3.2.1. Goal

The goal of the programme should be “resettlement and self-reliance in livelihoods for 40,398 individual IDPs and Expellees in Gash-Barka and Debub Administration

Regions through rehabilitation of economic activities, reestablished social services, and socio-economic infrastructure and ultimately food security is achieved". Example of the performance questions is:

- How has the economic self-reliance through agriculture and income generating activities of the target populations changed;
- How equitability have different social and economic groups benefited from the programme's interventions; and
- How have programme components influenced meeting the needs for shelter, health, water, education and access roads.

3.2.2. Component Purposes (Objectives)

3.2.2.1 Overall Objectives

1. Ensure a smooth and successful reintegration of some 10,293 IDP families within the villages of their return;
2. Support vulnerable families, women and children especially in ensuring adequate social service access (water, education, and food/nutrition, health) and ability to be sheltered in the immediate and long term, as well as to have access to livelihood opportunities.
3. Reduction of land mine accidents through mine risks education.
4. Monitoring the integration capacities of host villages and viability of sustainable settlement and eventual self-sufficiency of returnees

The most relevant components of the programme include health, water, agriculture, credit, education, and access roads. Each of these has its objectives and combined they are expected to contribute towards achieving the goal of the programme through (e.g.):

- increased and diversified agricultural production;
- improved health and nutrition;
- improved water quality and quantity;
- improved access to financial institution;
- improved school system; and
- improved access to communication.

3.2.3. Outputs And Activities

Each of the programme component objectives will require the minimum outputs. For Detailed activities refer the Annex for implementation plan.

The expected outputs in general are

1. - The movement and integration of 10,293 IDP families will be conducted in a smooth and safe manner, creating the least amount of trauma or interruption of social services to families, access to shelter, food and water and other basic needs during their move;
2. - After movement, there will be a reduction of interruption of 'normal life' through access to permanent shelter, food and nutrition support, water systems, health facility (including maternal and child health), adequate schools, materials and (school feeding and school water) and support tom sustainable livelihoods to

- jumpstart farming activities - thereby safeguarding their health, safety and ability to successfully integrate and benefit host communities; their sustainable livelihoods will be re-established;
- 3 - Risk from landmine accidents will be minimized through mine risk awareness and education.
 - 4- A monitoring system will be installed and consolidated to ensure that vulnerable women, adolescents and children in particular are given adequate support to reduce their risks and enhance their sustainable integration.

3.3. Organization, Management and Implementation Arrangements

3.3.1 Management of Funds And Reporting

At national level, the Joint Programme consists of two major panels, which are the G government and the UN systems in Eritrea. The Ministry of National Development represents the government panel and the UNDP represents the UN system panel. In each of the panels supporting agencies are represented. The Joint Programme Steering Committee (JPSC) will be made up of UNDP, UNICEF, UNHCR, UNFPA, the Ministry of National Development and MLHW; other partners, including donors, can be invited as observers. The JPSC will be chaired by the Government and UNDP and will meet on a quarterly basis to provide overall direction to the joint programme and to review the implementation of planned activities. At the Regional level, the programme organization will be made up of the Regional administration, the Regional branches of the line ministries (Health, Education, Agriculture, Land, Water and Environment, and Public Works) and the day to day programme activities will be coordinated by UNDP/PMU responsible for the regional administration.

The Steering Committee will be responsible to ensure that the programme achieves its objectives on behalf of the government and the UN system. The participating UN Agencies and national and sub-national partners as per attached Annual Work-Plan will implement programme activities. UNDP will be also responsible for supervision and reporting of overall programme activities, and for that purpose, will provide through its Recovery unit (PMU), Implementation Support Services. The UNDP/PMU (Recovery unit) will be responsible to coordinate the programme activities between government and the UN systems to ensure that the agreed funds and activities are smoothly and efficiently implemented. It will also be responsible for monitoring and evaluation of the programme by organizing monitoring and evaluation consultants and ensuring that partners meetings are held regularly. The functions of the Regional administration will be to ensure implementation and that of the PMU at the regional level will be to coordinate and facilitate implementation. The branches of the line ministries at the regional level will be responsible to implement the activities in their respective fields.

Funds for the joint programme will be managed through pooled and parallel funding, thus, the participating organizations will transfer funds allocated for this joint programme to the Managing Agent (MA), UNDP for pooled funding. Quarterly/annual reports from Implementation Agencies will be sent to the MA for collection and submission to the Joint programme Steering Committee (JPSC) for endorsement and final submission to contributing donors.

The arrangements for financing are conceived to be within the context of the Joint Programme agreement principles. The main financing agencies include government and the UN agencies (including bilateral donors through UN agencies). Some other agencies are also expected to contribute. It is also essential that the agencies give their funding commitments and the modalities of utilization. To this effect, the funding arrangements, funds committed and gaps for the programme are given in *Annex 15*

WFP will provide food rations through its implementing partner (the Ministry of Labour and Human Welfare) as the continuation of the current food aid distribution in the IDPs camps.

Regular programme monitoring will be carried out by project officers from UNDP, UNICEF, UNHCR and UNFPA. The monitoring function will be also planned jointly among the participating UN agencies. Follow up issues and bottlenecks from Field monitoring activities, which Programme Officers cannot resolve, will be discussed at Joint Programme Steering Committee Meeting. The JPSC will ensure regular oversight through its quarterly meetings.

The UNDP as the Managing Agent, representing the UN Agencies and the Ministry of National Development as the National Authorizing Organization, shall hold regular meetings to a) jointly review the progress of the implementation of the Programme, b) identify bottlenecks if any, c) resolve issues arising at the implementation level, d) carry other undertakings to expedite the speedy implementation of the programme, and e) make due preparation for the JPSC meeting.

3.3.2 Implementation

Implementation of the programme is a continuous process, starting from emergency and temporary activities to those that are more permanent. The process will consist of two consecutive and in most cases overlapping phases where the first leads to the second. The first phase is aimed to enable the start of the initial rehabilitation of the minimum socio-economic requirements and the final is achievement of self-reliance in livelihood. In phase 1, the IDPs and expellees will be transported to their resettlement villages and they will be provided with emergency needs and temporary socio-economic infrastructure so that they can stand on their feet and become ready to move towards self-reliance.

The programme's life is anticipated to be about 20 months, starting from about April 25/2006 in Debub and May 1/2006 in Gash-Barka to the end of 2007. Phase 1 is planned to last for about 6 months followed by one year of phase 2.

Implementation of Phase 1 will be preceded by a minimum number of activities where, without the latter, phase 1 cannot be commenced. These activities include ensuring removal of landmines, provision of access roads, and temporary water supply in the planned resettlement places. In phase 1, the activities will involve transportation of the target population with care services, construction of temporary shelter, provision of food and temporary social services. This will be followed by implementing permanent socio-economic infrastructure and initiating economic activities primarily agriculture.

4. DETAILED FEATURES

4.1. TRANSPORTATION

4.1.1. Specific objective

The specific objective of this component is to return the IDPs and expellees from the present camps to their permanent villages so as to be able to initiate the rehabilitation process towards achieving normal life and ultimately attains self-reliance in their livelihood.

4.1.2. Approach

The approach will involve provision of means transport and care during the travel so that the IDPs and expellees arrive in their villages safe and without excessive discomfort. The subjects in Gash-Barka are currently living in three emergency camps, namely, *kotobia*, *Koroken*, *Dembe-doren* and the destination villages are six dispersed within the same two Sub-zobas. The IDPs in Debub are living now in Senafe and Tsorona Sub-zobas dispersed in camps around Senafe and Tsorna towns. It is anticipated that the operation of this Component is completed in the shortest time possible, which is realistically estimated to be about 21 days for those in Gash-Barka and 31 days in Debub. The activities include organizing large numbers of trucks, first aid, food and water supply and an efficient organization to implement the work plan. The IDPs will be transported together with their household items. The strategy to achieve the objective is by providing:

- Means of transport for the IDPs and their belongings;
- Water;
- Mobile garage service;
- Health care; and
- Organization to implement and supervise the Component.

4.1.3. Main elements

The main elements and inputs of the Component are:

- Trucks;
- Water tanker;
- Ambulance; and
- Implementing organization with transport and staff.

It is absolutely essential to ensure that the pre-conditions for their movement have already been implemented. It is assumed that these preconditions are under implementation through the respective administrative regions. Since the transport operation is of large scale, involving large numbers of trucks moving continuously, it is necessary that adequate preparations are made to collect the required number of trucks and that they are in good condition. It is anticipated that the UNHCR, government and other agencies make the necessary plans and actions on this issue.

4.2. WATER, SANITATION AND HYGIENE

In this component, the two phases are not separable and in effect most of the activities in phase 1 are part of phase 2. The existing wells and those that are being constructed to satisfy the needs of phase 1 are likely to be adequate at least in some settlement villages to satisfy the needs of phase 2 as water source. The main changes would

involve provision of permanent water storage and distribution system during the second phase.

4.2.1. Temporary

4.2.1.1. Specific objective

The immediate objective of this component in phase 1 would be to ensure adequate and safe water supply availability for the displaced people in their permanent villages and the provision of this is required before the start of transportation of the people.

4.2.1.2. Approach

The approach of the component is by providing the required number of wells with equipment in each village as a source of water and with temporary water reservoirs of adequate capacity for at least one day consumption of the respective populations. The approach should also take into account the water needs for sanitation, livestock, and in some cases for the host communities. It is also assumed that the populations will transport their water using their jerry cans until water distribution system is completed in phase 2. There is no adequate information about the existing wells or those under preparation in respect to their capacities and specific sites in relation to the settlement villages. It may be possible to consider the use of certain wells for a cluster of villages provided that the distance between villages and the capacity of such wells is adequate to supply the needs of more than one village. This approach may save time and cost during phase 1.

It is assumed that the standard health posts and health centers as well as the standard elementary schools include in their designs adequate water reservoirs for the number of persons they give services. It is also essential to consider on how the drippings of water from the water distribution points are treated in such a manner that they do not form muddy areas becoming sources of contamination to the water points and breeding sites for disease vector insects and snails. The designs of lavatories and toilets should insure that there are separate facilities for the two genders and that materials required for hygiene are included in the operating costs of the health and school facilities. This is stressed because in planning and maintaining health and school facilities, the requirements of adequate water, lavatory and toilets are usually over-looked or not budgeted. This element is of extreme importance as a measure of effective preventive medicine.

It is necessary that water management committees are established by each of the water user communities. The committees should be able to collect funds for maintenance of the water supply and hygiene systems in each village. In this regard, training of the communities in management and maintenance of water system are essential activities.

4.2.1.3. Main elements

The main elements of the water sub-component would be:

- Water source (already prepared);
- Means of pumping water;
- Water reservoir of the bladder type;

- Water distribution system;
- Maintenance of water system;
- Adequate facilities for hygiene;
- Training of communities in water use and hygiene; and
- Establishing water management committee.

4.2.2. Permanent

4.2.2.1. Specific objective

The specific objective of this is to upgrade the phase 1 water supply system to become a permanent system where the potability and amount in respect to the various uses are satisfied.

4.2.2.2. Approach

The approach for the permanent water supply will be by constructing additional wells for those villages considered not to have adequate supply through the actions of phase 1. During phase 1, the wells that are upgraded and equipped with solar pumps will be provided with permanent water reservoir and delivery system. However, the number and capacity of some wells prepared during phase 1 may not be adequate to satisfy the needs of the populations. In order to ensure this, additional wells with pumping equipment, water storage and distribution system will be provided which will depend on farther studies.

4.2.2.3. Main elements

The main elements would be:

- Increasing water points;
- Equipment for the additional wells;
- Permanent water storage and distribution system for the additional wells;
- Providing the phase 1 wells with permanent water storage and distribution system and
- Establishing water management system.

It is assumed that the respective administrative regions are upgrading existing wells and constructing new wells for the purpose of phase 1 water supply without which the transportation of the IDPs cannot be executed. The water needs should include sanitary in the residence, health facility, and education facility as well as the needs of livestock. The needs for livestock have been included at least to some extent in the agricultural component; however, this must be further assessed to ensure that unnecessary competition is avoided between the populations and their livestock.

4.3. EDUCATION COMPONENT

4.3.1. Specific objective

The specific objective of the temporary education sub-component is to enable the school children to continue their education for the period between arrival in the new settlement villages until the permanent education facilities are completed.

4.3.2. Temporary

4.3.2.1. Approach

The approach taken is by providing temporary facilities for classrooms and residence for teachers in the settlement village, and arranging staff and the school supplies. The standard makeshift classrooms and teachers residences are anticipated to include standard water and sanitary services. It will involve construction of temporary structure, procurement of furniture and supplies and transporting materials. However, the standard being followed to establish temporary education service seems to be very expensive to the objective. The main issues of concern are high cost and longer time for establishing the facilities. It may be necessary to consider other alternatives of which some are indicated below.

Alternatives for the temporary education facilities

- **Transfer of existing education facilities and furniture in the camps** In this alternative, the makeshift classrooms, the teacher's residences and the school furniture are to be transferred to the settlement villages. The cost involved would be that of dismantling the structures and erecting them again and transport to the new sites. It is likely to have some losses of damaged materials during dismantling and it may be possible that the distribution of such structures to the many settlement villages may not satisfy the whole needs. However, even by replacing the structures that may be lost during dismantling, the cost is likely to be much more lower than the new constructions. In addition, simple structures that practically provide shade can be utilized and the furniture in the present camps can be used. The disadvantage could be the potential problem from the rain; however, it is assumed that normally the academic year outside the rainy season
- **Completion of studies for this academic year at present camps** In this alternative, the total cost of temporary education facility can be eliminated although some costs may be incurred for dominators and related services. The approach is by increasing the teaching periods, which will mean more teachers until the end of this academic year. It may have the disadvantage of separating the students from their families, however, this is very short time and it should not create serious social problem.

The cost of the education component can be reduced significantly if the alternatives given above are carefully considered.

4.3.2.2. Main elements

Assuming that new temporary school facilities are to be provided, the main elements will be the provision of :

- Makeshift class room facilities;
- Teacher residence facilities;

- School furniture; and
- School supplies.

4.3.3. Permanent

4.3.3.1. Approach

The approach taken is by providing permanent education system for elementary school standard that complies with that of the Ministry of Education. It would basically involve construction of buildings and provision of school furniture. The standard school building is anticipated to include the necessary water and sanitary service structures.

4.3.3.2. Main elements

The main elements would be provision of:

- School and teacher residence facilities; and
- Furniture; and
- School supplies.

4.4. HEALTH COMPONENT

4.4.1. Specific objective

The specific objective of this Component is provide the minimum health services required for the returnees where the immediate objective is to give this service until the time that the permanent health services are prepared and become functional.

4.4.2. Temporary

4.4.2.1. Approach

The approach taken to achieve the objective would be by providing temporary health facility, equipment and medical supplies for each settlement village. This will involve construction of facilities and procurement of ambulance, medical equipment, drugs and general purpose medical supplies.

4.4.2.2. Main elements

The main elements will be:

- Construction of health posts in each settlement village;
- Equipping health post;
- Providing medical supplies; and
- Providing ambulance.

4.4.3. Permanent

4.4.3.1. Approach

The approach taken is by providing permanent health facilities, equipment, and furniture together with water and sanitary components. This will involve construction of standard health center with the required service annexes. The recurrent costs are

expected to be covered by the Ministry of Public Health. The number and location of such facilities should be further studied.

4.4.3.2. The main elements

The main elements are:

- The standard Health Center;
- Medical equipment; and
- Furniture.

4.5. FEEDER ROAD COMPONENT

4.5.1. Specific objective

The specific objective of this component is to provide road access to the settlement villages so that all other programme activities can be implemented.

4.5.2. Approach

The approach taken is by upgrading existing roads and by constructing additional roads where necessary. It is anticipated that each of the regional administrations will be implementing this component since it is necessary that they become ready before commencing transportation of the IDPs.

4.5.3. Main elements

The main elements would be:

- Rehabilitation of existing roads; and
- Construction of new roads.

4.6. AGRICULTURE COMPONENT

4.6.1. Specific objective

The specific objective of this component is to enable the returnees to initiate their economic rehabilitation towards reaching self-reliance in their livelihoods.

4.6.2. Approach

The approach taken to achieve the objective is by providing the required inputs for rain-fed agriculture. In addition, restocking and irrigated horticulture productions have been also included to assist some of the returnees that had irrigable land. The vulnerable groups such as the female-headed households will be assisted with the provision of small ruminants. The approach would include also some aspects of natural resources management and conservation which activity is expected to also provide employment.

4.6.3. Main elements

The main elements will be:

- Rehabilitation of rain-fed cropping which is the main economic activity of the returnees;
- Rehabilitation of irrigated cropping for limited number of households;
- Restocking of small ruminants for the vulnerable households; and
- Natural resources management.

4.7. SHELTER COMPONENT

4.7.1. Temporary shelter

4.7.1.1. Specific objective

The specific objective of this sub-component is to provide an initial shelter for the returning IDPs and expellees until they are accommodated until the permanent shelter is completed.

4.7.1.2. Approach

The approach taken to achieve the objective is by providing materials for each household instead of tents because tents are not available in the country. The households are anticipated to setup their temporary shelters.

4.7.3. Main elements

The main elements are:

- Construction materials;
- Technical supervision; and
- Community labour.

4.7.2. Permanent shelter

4.7.2.1. Specific objective

The specific objective of this component is to provide permanent shelter for the returnees with some improvement on sanitary and security.

4.7.2.2. Approach

The approach taken to provide permanent shelter will be by making compromise between costs and needs.

- Use the stabilized soil block model (UNDP);
- Provision of construction materials excluding wall bricks;.
- Provision of vulnerable group such as women headed households with additional support to cover labour cost;
- Communities to be supported to produce stabilized soil block for walls, or provide equivalent support in cash if some elect other alternatives for walls rather than stabilized, and
- Provision of training during construction and supervision for constructing the shelter models.

4.7.2.3. Main elements

The main elements of the strategy are:

- Construction materials;
- Equipment for local construction of stabilized soil blocks;
- Cash for female headed households to assist in labour costs; and
- Technical personnel for supervision and on service training.

4.8. FOOD COMPONENT

4.8.1. Specific objective

The specific objective of this component is to provide the returnees with food for a period of 6 months from the date of arrival in the settlement villages.

4.8.2. Approach

The approach taken would be the same as it was in the camps and in budgetary terms it is in kind. Food will be transported to the settlement camps and distributed immediately without requiring storage.

4.8.3. Main elements

The main elements of the component are:

- Food; and
- Transport;

4.9. HOUSEHOLD ITEMS COMPONENT

4.9.1. Specific objective

The specific objective of this component is to provide each household with a package of the minimum required household items.

4.9.2. Approach

The approach will be by procuring and transporting the required items and distributing them to the households.

4.9.3. Main elements

The main elements of the strategy are:

- Materials; and
- Transport.

4.10. CREDIT COMPONENT

4.10.1. Specific objective

The specific objective of this component is to provide financial support to the returnees on credit basis so that it assists them towards self-reliance in livelihood.

4.10.2. Approach

The approach will be by forming village banks or providing funds to already existing village banks and by training communities and establishing groups for loans.

4.10.3. Main elements

The main elements are:

- Provision of funds; and
- Forming and training groups.

4.11. INSTITUTION (MANAGEMENT) COMPONENT

4.11.1. Specific objective

The specific objective of this component is to establish a temporary organization for the management of the programme so as to achieve effective implementation.

4.11.2. Approach

The approach would be by establishing PMUs in each of the Administrative Regions. Each of this will be responsible for coordinating and monitoring the programme at field level. The two PMUs will be within the office of the Regional Administration. It is assumed that the respective Regional Administration Offices of Gash-Barka and Debub will provide the required staff in their respective regions and support be made by the other partners.

4.11.3. Main elements

The main elements are:

- Personnel;
- Office equipment; and
- Operating funds.

5. COSTS

Each of the component has been costed separately and the basis for costing was primarily the standards and experiences of the UN agencies on resettlement of refugees, returnees, and IDPs in Eritrea, the standards of some of the line ministries as well as the costs used by the Administrative Regions involved in this programme. Some of the components such as Food supply and Trucks are to be provided in kind; however, in this report they have been given costs to show economic values. Detailed costs by component and their summaries are attached in the annexes from annex 2 up to annex 14)

5.12. SUMMARY PROGRAMME COSTS

The costs of the programme are relatively high (*Annex 2*) especially when they are viewed from the country's context featured with war climate and recurrent droughts. However, the most pertinent issue that should be addressed is to return the IDPs and expellees to their resettlement places and support them towards the process of achieving their pre-war socio-economic status. Hence, the cost given against the temporary activities should be of priority for the joint programme on supporting the return and initial rehabilitation of the IDPs and expellees. The next phase where costs are shown to finance permanent socio-economic infrastructure should be primarily an issue of development and as such the concerned line ministries should, with the help of the respective target communities and aiding agencies, be responsible for the most part of it. It is important to recognize that the activities of phase 1 should enable to lead to the second phase, hence it is a continuous process aimed to assist the IDPs and expellees to achieve self-reliance in livelihood and hopefully with potentials of further development.

The costs of the programme have been presented by component and as temporary and permanent parts within each of the components and they denote the costs for phases 1 and 2, respectively (*Annex 3*).

ANNEXES

6. RECOMMENDATIONS

- Detailed *log framework matrix* of the programme should be prepared immediately after approval of this programme paper. This is a useful tool to prepare work plans and to monitor and evaluate the programme.
- An appropriate monitoring and evaluation system should be prepared to enable control of the programme direction and early corrections of faults and implementation problems.
- The implementation plan in this report should be reviewed together with all partners and in particular with the Regional Administrations so as to enable detail adjustments and inclusion of realities at field level.
- Issues of clarification between UN agencies and their respective line ministries may be required.

7. SIGNATURES OF NATIONAL COUNTERPARTS AND PARTICIPATING UN AGENCIES

Signature page

- i. Signature of Government counterpart

Ministry of National Development

- ii. Signature of Un Agency heads that are part of the Joint Programme

UNDP:

UNICEF

UNHCR

UNFPA: