



**LIBERIA PEACEBUILDING FUND
PROJECT DOCUMENT COVER SHEET**

Recipient: UN Organisation: UNDP	Liberia PBF Priority Area: 3.3; 3.3.1
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Project Number:	Project Duration: 18 months
Project Title: <i>Supporting the Ministry of Justice in Improving Prosecution Services</i>	Project Location: Nationwide
Project Description: The breakdown of the rule of law has been identified as one of the underlying causes of Liberia's conflict and one of the areas where intervention is critically needed. The Ministry of Justice – the key Government agency in this sector – lacks the resources and personnel to fulfill its role in providing due process and assuring public safety and security. Specifically, in the criminal justice system, prosecution services have been weakened by a lack of human and material resources and as a result, public safety is undermined and citizens have little faith in the ability of the criminal justice system to hold criminals accountable or to provide victims of crimes with redress. This Project is designed to increase public confidence in the criminal justice system's ability to provide redress by addressing weaknesses in the prosecution element of the criminal justice system stemming from lack of qualified and properly trained prosecutors which inhibits their ability to effectively and justly perform their role.	Total Project Cost: PBF: 1,099,106 USD Government Input: In-kind (staff support) Other: In-kind (staff support) Total: 1,082,000 USD Project Duration: 18 months
<p>Peacebuilding Impact and key outcomes:</p> <p>Peacebuilding Impact: Improving prosecution services will contribute to establishing a functioning and credible criminal justice system capable of ensuring that criminals are fairly prosecuted, the innocent are acquitted, and victims have fair and effective redress through the justice system, with a view towards enhancing public trust and promoting public safety and justice.</p> <p>Key Outcomes by the End of the Project:</p> <ul style="list-style-type: none"> • The Ministry of Justice's internal management is enhanced and there is greater efficiency of its utilization of resources and personnel • Prosecutors are effectively trained in procedural and substantive areas in order to enhance justice delivery to the community, and donor funding is coordinated to eliminate duplication and maximize impact of training activities • Standard operating procedures are developed and put into place to create consistent application of institutional rules and regulations to promote support for the legal system, generally, and the Ministry in particular, through the creation of accountability mechanisms and the improvement in the professional delivery of services • Linkages are created between the prosecutors, the police, and the communities served by them in order to develop sustainable relationships to enhance public trust and promote public safety and justice 	

Outputs and Key Activities:

Outputs:

- Strategic plan for improving prosecution services developed by the Ministry of Justice (MoJ)
- The Office of Training and Development (OTD) established within the Ministry of Justice to design and implement a comprehensive training programme, provide training courses and materials in identified substantive areas, including juvenile justice, to county attorneys and city solicitors, and coordinate donor training activity
- The Office of the Deputy Minister of Justice for Administration and Public Safety (DMA)'s capacity for operational management enhanced, and the development of standards and policies for prosecutors, including a code of conduct/ethics, supported
- Mechanisms for community outreach developed to promote joint police-prosecutor efforts, increase public investment in rule of law and justice, and to enhance public dialogue

Key Activities:

- Strategic plan developed and approved; implementation plan designed; disseminated to the public
- Office of Training and Development established; comprehensive training programme designed; several training activities designed and implemented
- Database established; standard policies and procedures developed and submitted to the Minister for approval; complaint mechanism established
- Community rule of law forums held in three counties

Technical Advisory Panel Review Date: _____

PBF Secretariat Review Date: _____

Joint Steering Committee Approval Date: _____

	<i>Signature</i>	<i>Date</i>	<i>Name/Title</i>
On behalf of:	_____	_____	_____
Recipient UN Org/UNDP	_____	_____	<u>Dominic Sam, Country Director</u>
Co-Chair PBF SC	_____	_____	<u>Ambulai Johnson, Minister</u>
Co-Chair PBF SC	_____	_____	<u>Jordan Ryan, DSRSG (RG)</u>

PEACEBUILDING IMPACT	Measurable Indicators	Means of verification	Important assumption
<p>Improving prosecution services will contribute to establishing a functioning and credible criminal justice system capable of ensuring that criminals are fairly prosecuted, the innocent are acquitted, and victims have fair and effective redress through the justice system, with a view towards enhancing public trust and promoting public safety and justice.</p>	<p>Number of cases reviewed by prosecutors increased.</p> <p>Number of cases dropped, compromised, or misplaced decreased.</p> <p>Number of cases dropped and/or dismissed due to lack of victim/witness follow-through decreased.</p> <p>Number of pre-trial detainees decreased.</p> <p>Number of cases with a final disposition increased.</p> <p>Public perception of prosecutors and their performance improved.</p> <p>Public perception of the Ministry of Justice improved.</p>	<p>Liberian National Police Statistics.</p> <p>Records of County Attorneys and City Solicitors.</p> <p>Mandatory Weekly Reports from County Attorneys and City Solicitors.</p> <p>Department of Corrections Records.</p> <p>Survey on public perception of access to justice in Liberia.</p>	<p>Support for improving prosecution services continues.</p> <p>Trainings provided to the prosecutors will have a sustainable impact on their behavior.</p> <p>The improved behavior of the prosecutors will result in a positive perception of their role within the justice system.</p> <p>The positive perception will result in a greater number of cases being brought to the prosecutors.</p> <p>The trainings and improved behavior of the prosecutors will result in fair and equitable disposition of cases.</p> <p>The court system will accommodate the changes in the skill set and behavior of the prosecutors.</p>
OUTCOMES:			
<p>The intended changes or benefits resulting from the project²</p>	<p>Quantitative ways of measuring or qualitative ways of judging timed achievement of outcome³</p>	<p>Cost-effective methods and sources to quantify or assess indicators</p>	<p>(Outcome to Peacebuilding Impact) External conditions necessary if achieved</p>

¹ Project Board is responsible for verification and MoJ is responsible for the provision of the means of verification, i.e. statistics, copies of all documents developed with P8F funding.

² Changes are characterized by type, broadly conforming to the typology identified in Designing for Results: Integrating Monitoring and Evaluation in Conflict Transformation Programs by Cheyenne Church and Mark Rogers (Search for Common Ground, 2006).

³ - Key/MoJ: The terminology "Key" and "MORE" people comes from Church and Rogers (2006). "Key" people are those with whom it is essential to effect change in order to ensure the sought after peacebuilding impact. The "MORE" people are other persons in the community whom play an essential part, but whose "change" often comes as a result of a change among "Key" people.

services	prosecutors held accountable for violations of conduct and ethics.	Personnel records. Number of complaints received.
<p><u>Public Attitudes & Root Causes Justice</u></p> <p>4. Linkages are created between the prosecutors, the police, and the communities served by them in order to develop sustainable relationships to enhance public trust and promote public safety and justice</p>	<p>Workshop regarding joint programme development held.</p> <p>At least 3 community forums held in selected counties.</p>	<p>Mandatory Weekly Reports from County Attorneys and City Solicitors.</p> <p>Liberian National Police Report.</p> <p>Workshop report and final evaluation.</p> <p>Minutes from the community forums.</p>
<p>OUTPUTS:</p> <p>The specific products, services, or changes in processes resulting from the project.</p>	<p>Quantitative ways of measuring or qualitative ways of judging timely production of outputs</p>	<p>(Outputs to outcome) Factors out of project control which if present, could restrict progress from outputs to achieving project outcomes</p>
<p>1. Strategic plan for improving prosecution services created by the Ministry of Justice</p>	<p>Strategic plan developed. Strategic plan published and disseminated to the public.</p>	<p>Strategic plan approved by the Minister of Justice.</p> <p>MOJ decision makers fail to reference the strategic plan in the internal planning process.</p>
<p>2. The Office of Training and Development (OTD) established within the Ministry of Justice to design a comprehensive training programme, provide training courses and materials in identified substantive areas, including juvenile justice, to county attorneys and city solicitors, and coordinate donor training activity</p>	<p>OTD established. Comprehensive training programme developed and approved. Number of training courses held. Number of prosecutors trained. Number of trainings held in conjunction with</p>	<p>Training programme will not be implemented in a timely manner as per the annual work plan due to logistical obstacles. Prosecutors do not attend trainings. Trainings do not have sustainable impact on the behavior of trained prosecutors. Training materials, including agenda and</p>

	<p>defense attorneys and public defenders.</p> <p>Legal Training Coordination Task Force (LTCTF) established.</p> <p>Number of LTCTF meetings held.</p> <p>Number of bi-annual reports produced.</p>	<p>curricula.</p> <p>Minutes of LTCTF meetings.</p> <p>Bi-annual reports.</p>	<p>Lack of donor participation and buy-in.</p>
<p>3. The Office of the Deputy Minister of Justice for Administration and Public Safety (DMA)'s capacity for operational management enhanced, and the development of standards and policies for prosecutors, including a code of conduct/ethics, supported</p>	<p>At least 3 staff identified from both the DMA and the Office of the Solicitor General.</p> <p>Number of questionnaires completed.</p> <p>Database established.</p> <p>Number of staff trained on utilization of the database.</p> <p>At least 2 policies and procedures developed.</p> <p>Number of policies and procedures published and disseminated.</p> <p>Standards of conduct and ethics developed, published and disseminated.</p> <p>Complaint mechanism put in place and prosecutors held accountable for violations of conduct and ethics.</p> <p>Monitoring and evaluation of project undertaken.</p>	<p>Completed questionnaires.</p> <p>Site inspection and hard copy of database information.</p> <p>Training evaluations.</p> <p>Policies and procedures approved by the Minister.</p> <p>Mandatory Weekly Reports from County Attorneys and City Solicitors.</p> <p>Standards of conduct and ethics approved by the Minister.</p> <p>Number of complaints received.</p> <p>Monitoring and Evaluation report.</p>	<p>Questionnaires are not disseminated completely and/or prosecutors do not complete questionnaires.</p> <p>Database cannot function efficiently due to lack of flowing electricity.</p> <p>Low staff capacity for training.</p> <p>Policies and procedures are not approved by the Minister.</p> <p>Standards of conduct and ethics are not approved by the Minister.</p> <p>Prosecutors do not follow the policies, procedures and standards put in place by the MoJ.</p> <p>Complaint mechanism is ineffectual.</p>
<p>4. Mechanisms for community outreach</p>	<p>Workshop regarding joint programme</p>	<p>Mandatory Weekly Reports from County</p>	<p>Resistance to coordination undermines</p>

<p>developed to promote joint police-prosecutor efforts, increase public investment in rule of law and justice, and to enhance public dialogue</p>	<p>development held. At least 3 community forums held. Number of attendees at the community forums.</p>	<p>Attorneys and City Solicitors. Liberian National Police Report. Workshop report and final evaluation. Minutes from the community forums.</p>	<p>mechanism for joint programming. Lack of interest and/or participation in the community forums.</p>
<p>ACTIVITIES: <i>tasks to be done to produce the outputs</i></p>			
<p>Output 1: 1. Team within the MoJ tasked with strategic planning identified and established 2. Consultant for initial strategic planning recruited 3. Initial training session held for the MoJ team on strategic planning 4. Strategic plan drafted by the MoJ team in a series of workshops 5. Strategic plan presented by the MoJ team to the Minister of Justice for approval 6. Detailed implementation plan developed by the MoJ team in conjunction with relevant departments 7. Strategic and implementation plans published and disseminated to the full range of stakeholders 8. Consultant recruited to provide analysis and review of strategic plan implementation</p>	<p>INPUTS: <i>This is a summary of the project budget (sub-budgets and totals in Annex 2.4)</i></p> <ol style="list-style-type: none"> 1. Personnel: \$23,160 2. Contracts: \$113,380 3. Training: \$276,400 4. Transport: \$60,580 5. Supplies and Commodities: \$376,131 6. Equipment: \$48,040 7. Travel: \$120,000 8. Miscellaneous: \$10,177 9. Agency Management Support: \$71,238 10. TOTAL: \$1,099,106 	<p>MEANS OF VERIFICATION</p> <p>See Output 1 above.</p>	<p>(Activity to output) <i>Factors out of project control which, if present, could restrict progress from activities to achieving outputs</i></p> <p>See Output 1 above.</p>

<p>Output 2:</p> <ol style="list-style-type: none"> 1. Office space identified by the MoJ and refurbished and/or equipped 2. Terms of reference for Head of Office and 2 Assistants developed by the MoJ and advertised 3. Head of Office and 2 Assistants recruited by the MoJ 4. Prosecutorial training needs and gaps identified by the OTD in a one-day workshop 5. Consultant recruited to assist the OTD in the development of a comprehensive training programme for prosecutors 6. Comprehensive training programme developed by the OTD and approved by the Minister 7. Annual work plan developed by the OTD setting forth all priority trainings to be undertaken 8. Initial training undertaken for prosecutors that covers standards, policies and procedures, and reporting requirements 9. Training on change management strategies 10. Training undertaken for prosecutors on Liberian criminal law and procedure 11. Training undertaken for prosecutors on the initial charging process and the rules of evidence 12. Training undertaken for prosecutors on dealing with vulnerable populations, specifically juveniles and victims of SGBV 13. Linkages developed with defense attorneys and public defenders to maximize training opportunities and enhance synergies within the justice system 14. A Legal Training Coordination Task Force (LTCTF) led by the OTD established to facilitate 	<p>See Output 2 above.</p>	<p>See Output 2 above.</p>
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<p>coordination, leverage resources, enhance knowledge sharing, and achieve consistency in training programmes and materials</p> <p>15. Monthly meetings of the LTCTF held to provide oversight of, and guidance to, ongoing and upcoming training programmes</p> <p>16. Bi-annual reports produced by the OTD for submission to the Minister setting forth its activities, lessons learned, and next steps</p>			
<p>Output 3:</p> <ol style="list-style-type: none"> 1. Office space provided by the MoJ and at least 3 staff from the DMA and the SG's Office tasked with working on the development of standards and policies 2. Necessary equipment and supplies for the staff identified and procured 3. Questionnaire developed for all prosecutorial personnel, including their educational background, their employment background, dates and places of hire under the MoJ, numbers and types of cases dealt with, trainings received (when and where), and availability of, or lack thereof, office space and equipment 4. Questionnaire disseminated, responses reviewed, and report prepared to be presented and approved by the Minister 5. Consultant recruited to assist in the collation of the responses and the development of an electronic database 6. Staff trained on the use of the electronic database for personnel tracking and professional development purposes 7. Based on the completed report and utilizing the information in the database, mapping of capacity gaps and needs undertaken and 		<p>See Output 3 above.</p>	<p>See Output 3 above.</p>

<p>priorities identified in a one-day workshop</p> <p>8. Timeline for delivery developed and submitted to the Minister for approval</p> <p>9. Policies and procedures developed on attendance and performance monitoring and evaluation</p> <p>10. Policies and procedures developed on attendance and performance monitoring and evaluation submitted to the Minister for approval</p> <p>11. Approved policies and procedures developed on attendance and performance monitoring and evaluation published and disseminated to all prosecutors</p> <p>12. Standards of conduct and ethics developed, looking at anti-corruption, outside employment, conflict of interest, and professional ethics</p> <p>13. Standards of conduct and ethics developed, looking at anti-corruption, outside employment, conflict of interest, and professional ethics submitted to the Minister for approval</p> <p>14. Approved standards of conduct and ethics developed, looking at anti-corruption, outside employment, conflict of interest, and professional ethics published and disseminated to all prosecutors</p> <p>15. Policies and procedures developed regarding the use of Ministry of Justice assets and property</p> <p>16. Policies and procedures developed regarding the use of Ministry of Justice assets and property submitted to the Minister for approval</p> <p>17. Approved policies and procedures developed regarding the use of Ministry of Justice assets and property published and disseminated to all prosecutors</p>			

<p>18. Policies and procedures developed on data collection and reporting</p> <p>19. Policies and procedures developed on data collection and reporting submitted to the Minister for approval</p> <p>20. Approved policies and procedures developed on data collection and reporting published and disseminated to all prosecutors</p> <p>21. Monitoring and evaluation of the application of the policies and procedures by prosecutors in the field undertaken through the submission of weekly reports and bi-annual supervisory visits by an MoJ representative</p> <p>22. Mechanism established for receiving and addressing complaints regarding county attorneys and city solicitors</p>			
<p>Output 4:</p> <ol style="list-style-type: none"> 1. Existing community based policing efforts identified and mapped out by the MoJ 2. Three counties identified by the MoJ for pilot joint community outreach programming (selection criteria will include population and crime rate) 3. Consultant hired to ensure peacebuilding impact and conflict sensitivities are built into the development of the community forums. 4. Workshop held for police representatives and county attorneys in the selected counties for the development of a timeline for community forums 5. Community forums held in the three counties addressing community justice needs 		<p>See Output 4 above.</p>	<p>See Output 4 above.</p>

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1. Background and problem statement

Following a period of brutal and destructive civil war that commenced in 1989, a Comprehensive Peace Agreement (CPA) was reached between the warring factions on 18 August 2003. The conflict was characterized by brutal and widespread atrocities fueled by inter-ethnic tensions and a complete collapse of the rule of law and accountability of the police and the military. With the subsequent departure of then-President Charles Taylor and the UN Security Council Resolution 1509, Liberia had a new chance for peace and stability. The establishment of the National Transitional Government of Liberia (NTGL) and the implementation of the Results Focused Transitional Framework (RFTF) facilitated the subsequent holding of landmark national elections culminating in Mrs. Ellen Johnson Sirleaf's accession to the Presidency of Liberia in January 2006—the first democratically elected female president in Africa.

As mentioned above, the conflict resulted in a complete breakdown of the rule of law. Liberia faces several institutional challenges with regard to its justice system:

- The justice system suffers from chronic capacity constraints in terms of basic infrastructure and material resources as well as acute shortages in human and financial resources, all of which severely hamper the administration and delivery of justice. There is an acute shortage of trained prosecutors and public defense counsel to staff the courts, and magisterial and specialized courts continue to be staffed by unqualified personnel.
- There are major case management constraints between the various parts of the criminal justice system, severe shortcomings in evidence gathering and preservation, and serious problems regarding the length of pre-trial detentions and the long delays for trials. For example, the majority of prisoners are pretrial detainees who have been waiting for long periods for their cases to be heard in court, due to a lack of prosecutors and public defenders to facilitate their cases.
- There are significant shortcomings in the protection and promotion of human rights, a lack of equal access to the justice system, and limited public understanding of citizens' rights under the law. Specifically, access to justice is limited for women and those in rural areas, and is further hampered by the inefficient administration of justice.
- Public perceptions of, and confidence in, the Ministry of Justice and its ability to strengthen the rule of law remain low.

The Ministry of Justice – the key Government agency in this sector – lacks the resources and personnel to fulfill its role in providing due process and assuring public safety and security. Specifically, in the criminal justice system, prosecution services have been weakened by a lack of human and material resources and as a result, public safety is undermined and citizens have little faith in the ability of the criminal justice system to hold criminals accountable or to provide victims of crimes with redress. This Project is designed to increase public confidence in the criminal justice system's ability to provide redress by addressing weaknesses in the prosecution element of the criminal justice system stemming from lack of qualified and properly trained prosecutors which inhibits their ability to effectively and justly perform their role.

Main beneficiaries:

- The Ministry of Justice will benefit from the overall strategic planning activities as well as from the specific activities targeting the Office of the Deputy Minister for Administration and Public Safety and the Prosecution Services. The Ministry of Justice will also benefit from the establishment of the Office of Training and Development and the comprehensive training programme it will initiate.
- The Office of the Deputy Minister for Administration and Public Safety and the Office of the Solicitor General will benefit from the establishment of a database that allows the tracking of all prosecutorial personnel, the development of standards, policies and procedures to govern the behavior of prosecutors, the training provided to the prosecutors, the development of complaint mechanisms, and the linkages with other stakeholders in the justice system.
- County Attorneys will benefit from the trainings and the standards, policies and procedures, in that they will improve their skills and knowledge of Liberian law and procedures.
- City Solicitors will benefit from the trainings and the standards, policies and procedures in that they will

not only improve their skills and knowledge of Liberian law and procedures, but will also have greater clarity with regard to their roles and responsibilities within the justice system.

- Citizens in the target counties will benefit from the coordinated approach to justice and public safety achieved through joint programming and the community forums.

Other stakeholders - Winners:

- Judges, magistrates, defense attorneys, public defenders, and police will all benefit from better trained and more professional prosecutors and an improved and efficient Ministry of Justice.

Other stakeholders – Losers:

- Unqualified and untrained members of the judicial system who will be replaced by more qualified and trained personnel.
- Members of the prosecution services who are inadequately supervised, and who have used their positions for personal gain will suffer as a result of greater supervision and accountability mechanisms being put into place.
- Citizens who perverted the prosecution services for their own use through the use of bribes will suffer as a stronger Ministry of Justice and trained prosecutors will no longer be as easily swayed.

2. Project Rationale and Expected Results

The Government of Liberia and the UN have identified weak justice systems as one of the challenges facing Liberia today. The challenges identified include an acute shortage of qualified personnel and general capacity as well as an undue delay or no prosecution of matters.

To that end, the PBF set forth its Priority 3.3: Strengthening State Capacity for Peace Consolidation, and proposed support to Strengthening and Expanding State Authority – security sector reform, justice strategies with restructured security architecture, including decentralized security to support the rule of law; extension of legal services, public lawyers in rural areas, with sensitivity for issues affecting women, youth and underrepresented groups; construction/rehabilitation of protection and rule of law infrastructure.

This project aims at strengthening the prosecution arm of the Ministry of Justice so that it can expand its reach into rural areas and address issues relevant to those communities, including issues relating to women and youth. This project also build the capacity of the Ministry of Justice itself to better manage its personnel, train its personnel, and build a long-term plan for sustainable development of its prosecution services. The result of this capacity development will be qualified and well-trained personnel in all counties in Liberia, operating under a set of standard operating procedures, with ongoing training, as well as linkages with other justice players, namely the public defenders and the police. Furthermore, an emphasis will be placed on community outreach to ensure public perception and faith in the justice system is increased, through ensuring timely, fair and equitable disposition of cases.

The project is broken down into four components to address the various capacity gaps, with realistic and detailed activities set forth that reflect the timeline available.

The first component is the development of a strategic plan for improving prosecution services to be created by the Ministry of Justice with consultant support from UNDP. The plan is to identify a team within the MoJ tasked with strategic planning, recruit a consultant, undertake a series of workshops to draft the strategic plan, and finally, to submit it to the Minister for approval. After approval, a detailed implementation plan will be developed by the MoJ team in conjunction with relevant departments in order to ensure ownership, and both the strategic and implementation plans will be published and disseminated to the full range of stakeholders to promote transparency and accountability. The implementation plan will also put in place mechanisms that will ensure support for the changes suggested from the senior management of the Ministry of Justice, including the Minister and the Solicitor General.

The second component is the establishment of an Office of Training and Development (OTD) within the Ministry of Justice to design a comprehensive training programme and will provide training courses and materials in identified substantive areas, including juvenile justice, to county attorneys and city solicitors, and coordinate donor training activity. The MoJ will identify office space and this project will equip the space,

assist the MoJ in recruiting a Head of Office and 2 Assistants, to be paid for by this Project for the period of one year, after which they will be transferred onto the MoJ payroll. This OTD, once constituted, will undertake the identification of prosecutorial training needs and gaps, and the development of a comprehensive training programme for prosecutors. Once approved by the Minister, the OTD will develop an annual work plan that will include initial training that covers standards, policies and procedures, and reporting requirements, as well as other trainings on Liberian criminal law and procedure, the initial charging process and the rules of evidence, and on dealing with vulnerable populations, specifically juveniles and victims of SGBV. In order to overcome any resistance to change to the new standards, policies and procedures, trainings will also be held on change management strategies and other methods to support change in a holistic manner. Linkages will also be developed with public defenders to maximize training opportunities and enhance synergies within the justice system. The OTD will also coordinate with the implementers of the *UNHCR/Carter Center Strengthening the Rule of Law* project to develop mechanisms for coordination between prosecutors, public defenders, civil society organizations and community legal advisors for cross-training, knowledge sharing and management. Furthermore, the OTD will lead the establishment of a Legal Training Coordination Task Force (LTCTF) to facilitate coordination, leverage resources, enhance knowledge sharing, and achieve consistency in training programmes and materials with other donors.

The third component of the project will build the capacity of the MoJ, and specifically the Office of the Deputy Minister of Justice for Administration and Public Safety (DMA) and the Office of the Solicitor General (SG), for operational management and the development of standards and policies for prosecutors, including a code of conduct/ethics. The MoJ will task at least 3 staff from the offices of the DMA and the SG tasked with working on the development of standards, policies and procedures. These staff members will develop and disseminate a questionnaire for all prosecutorial personnel, including their educational background, their employment background, dates and places of hire under the MoJ, numbers and types of cases dealt with, trainings received (when and where), and availability of, or lack thereof, office space and equipment, etc. Once the responses have been received, a consultant will be recruited to develop an electronic database which will be utilized for a mapping of capacity gaps and needs. Several standards, policies and procedures will then be developed to address those gaps and priorities, including policies and procedure on attendance and performance monitoring and evaluation, data collection and reporting, the use of Ministry of Justice assets and property, as well as standards of conduct and ethics, looking at anti-corruption, outside employment, conflict of interest, and professional ethics. These will be submitted to the Minister for approval and will then be disseminated to the stakeholders. Trainings on these standards, policies and procedures will be held in conjunction with the OTD established under the second component of this project. Furthermore, monitoring and evaluation of the application of the policies and procedures by prosecutors in the field will be undertaken through the submission of mandatory weekly reports and bi-annual supervisory visits by an MoJ representative. Finally, a mechanism will be established for receiving and addressing complaints regarding county attorneys and city solicitors under the auspices of the offices of the DMA and SG.

The fourth component of the project involves the development of mechanisms for community outreach to promote joint police-prosecutor efforts, increase public investment in rule of law and justice, and to enhance public dialogue. This component will build on the efforts already made by the community policing forums and will establish linkages with them to further enhance their service delivery. Three counties will be jointly identified by the MoJ and the Liberian National Police (LNP) for pilot joint community outreach programming using several selection criteria, including population and crime rate. The rationale for leaving the choice of these forums in the hands of the national authorities is one, to promote national ownership, two, to encourage sustainability, and three, to ensure that the communities chosen have the capacities needed for these forums to succeed.

A complementary PBF project - *UNHCR/Carter Center Strengthening the Rule of Law* - is working in communities to promote the participation of traditional leadership in the rule of law through a series of workshop consultations and logistical support to the National Traditional Council in partnership with the Ministry of Internal Affairs. The community forums herein will build on the work done by UNHCR/Carter Center and will encourage the addressing of community justice needs, with an eye towards promoting inter-group discussions and building confidence in the justice system.

UNDP recognizes the importance of building a structure as a whole and as such, acknowledges that in order for the judicial system to function effectively, the capacity of the public defense system should also be developed. To that end, it has participated in the development of a complementary concept note submitted to the PBF for *Strengthening Public Defense*.

In addition, this project recognizes the need to address Sexual and Gender Based Violence (SGBV) within the justice system. In conjunction with the *Joint Programme to Prevent and Respond to SGBV in Liberia*, UNDP will be providing initial logistical support to the establishment of an SGBV Unit, including compensation for the county attorneys to be assigned to the Unit. However, further support to the SGBV Unit and training for those country attorneys is covered through another concept note submitted to the PBF for *Strengthening the Rule of Law Sector to Effectively Address SGBV in Liberia*.

Finally, in order to further maximize the impact of this project, linkages will be developed with other complementary projects, particularly the approved *UNHCR/Carter Center Strengthening the Rule of Law* project.

3. Partnerships and Management Arrangements

The project will be executed by UNDP using a mixture of Direct Implementation and National Implementation in coordination with the Ministry of Justice. It will be executed in conjunction with UNDP's 3 year Project for *Strengthening the Rule of Law and Administration of Justice in Liberia*. The *Strengthening the Rule of Law and Administration of Justice in Liberia* Project aims to (1) strengthen the national justice system for delivering effective and timely justice services; (2) increase access to justice and rule of law; (3) enhance capacities for legal and community actors for providing quality justice services; and (4) build the capacities of national human rights institutions and support transitional justice. This project - *Supporting the Ministry of Justice in Improving Prosecution Services* - and the activities laid forth herein - are a complement to the activities set forth under UNDP's 3 year project and will be supported by the larger umbrella project to ensure sustainability.

UNDP will also collaborate closely with other international partners, notably UNMIL's Legal and Judicial Support Services Division, PAE's Justice Sector Support for Liberia, The Carter Center, and the American Bar Association. In addition, UNDP will work closely with national partners to ensure full success of this initiative, including the Supreme Court of Liberia, the Liberian Bar Association, the Arthur Grimes School of Law, the Association of Female Lawyers of Liberia, as well as the Ministry of Gender and Development. This collaboration is essential due to the ongoing presence of these agencies in-country and their ongoing projects in the arena of rule of law. This project is in complement to their ongoing and planned activities, and in building the capacities of the Ministry of Justice and the prosecution services, this project will contribute to their capacity building activities as well.

The management and implementation structure for the project will consist of (a) a Project Board (b) a Project Management Unit, supported/overseen by (c) UNDP's Policy Specialist/Rule of Law Senior Advisor:⁴

The Project Board will be chaired by a representative of the Ministry of Justice and co-chaired by UNDP. Its members will include representatives from UNMIL's Legal and Judicial Support Services Division and PAE's Justice Sector Support for Liberia. To ensure optimal project coordination, the Project Board will invite other partners as needed. The Project Board will be responsible for overseeing the project's action plan, agreeing on success indicators, and ensuring periodic evaluation of the project's progress and impact. The Project Board will also be responsible for resolving any emerging conflicts or problems that could negatively impact on the project's implementation. The Project Board will also be responsible for reporting to Governmental bodies as required.

The Project Management Unit will be composed of a Policy Specialist/Rule of Law Senior Advisor⁵ who will act as overall Project Manager, a Rule of Law Specialist, and two National Officers. This Unit will be in charge of the implementation of UNDP's overall Rule of Law Programming, including this Project. The Unit will be in charge of the day-to-day management of the project, including the work plan, budget planning and oversight, drafting terms of reference for the acquisition of services and goods, elaborating and implementing a procurement plan, and the oversight of operations in the field. The Unit will also be responsible for producing financial and progress reports as required.

⁴ A Rule of Law Senior Advisor is being recruited who will oversee UNDP's overall Rule of Law Programming, including this Project; until such time as his/her arrival in Liberia, the Policy Specialist will perform this task.

⁵ A Rule of Law Senior Advisor is being recruited who will oversee UNDP's overall Rule of Law Programming, including this Project; until such time as his/her arrival in Liberia, the Policy Specialist will perform this task.

The UNDP Country Office in Liberia, through its Governance Programme, will provide general supervision and project assurance.

The recruitment of consultants and/or consultant firms will be in accordance with UNDP rules and regulations, i.e. through competitive bidding that will be open to both local and international consultants and/or firms and will take into account the security conditions on the ground.

4. Monitoring & Evaluation

Project monitoring and evaluation (M&E) will be conducted in line with CPAP and UNDAF plans. UNDP will be responsible for setting up the necessary M&E mechanisms in order to ensure continuous M&E of the project's results and impact, as well as to ensure efficient resource utilization, accountability, transparency and integrity. Regular communication with stakeholders, i.e. MoJ, will ensure critical input.

Tracking the achievement of planned results for each activity within the annual work plan and reporting progress to the project board and giving feedback to the implementing partners will be the responsibility of the Project Manager. The Project Manager, in collaboration with the Project Board will ensure the selected implementing partners will develop a results-based monitoring plan. The plan will have SMART indicators which would facilitate effective monitoring. The project manager will provide monthly reports to the project board.

The specific mechanisms that will be used to monitor the achievement of results will include:

- i. Monthly and Quarterly progress and financial reports, prepared by the Project Manager for review by the Project Board; a standard reporting format will be used ;
- ii. Annual progress report, technical and financial report prepared by the annual work plan implementing agency and/or the ERP Atlas system at the end of the year; and
- iii. Quarterly meetings of the Project Board will be convened to review progress reports and reports on monitoring visits so as to take necessary actions to ensure the project results are achieved and where possible, recommend a change in implementation strategy. A mid-term review with partners will be conducted as well as an annual review.

5. Sustainability of the project

This project's sustainability lies in the fact that its components meet gaps identified in Liberia's Poverty Reduction Strategy and are designed to bolster that strategy at a critical time in order to engender long-term development of the judicial sector. Strategic Objective 3 of the PRS is "to strengthen and enhance the effectiveness and integrity of legal and judicial institutions." Specific priority interventions include identifying critical staffing and skills gaps and developing a prioritized strategy for remedying those gaps, in particular focusing on recruitment standards, in-service training, pay and incentives, appropriateness of pre-employment legal education, among others.

For example, the Office of Training and Development that will be established will develop a long-term comprehensive training programme. The project includes salaries for its staff for one year, after which the MoJ will add these staff members onto its payroll, thus assuring complete national ownership of this Office and its products. Furthermore, the database being built under the Deputy Minister for Administration and Public Safety (DMA) will serve as a tool for tracking prosecutors nationwide, and can be replicated internally for use by other Departments or Agencies, i.e. Finance. In addition, the standards, policies and procedures that will be developed are going to be the foundation for an overall administrative structure that governs all operational and training aspects of prosecutors in Liberia.

Strategic Objective 4 of the PRS is "to expand access to justice, and enhance the protection and promotion of human rights under the Laws of Liberia." Specific priority interventions herein include mechanisms at the local level for open dialogue with representatives of the legal and judicial institutions to ensure mutual understanding of issues of concern and institutional accountability of the legal and judicial sector. The joint programming mechanism between the prosecutors and the police that will be piloted in 3 counties will take into account the fact that weak rule of law was a root cause of conflict in Liberia. The aim of these forums is to promote dialogue between the system and the public it is supposed to service, with the intention of enhancing public trust and faith in the system. There are already community policing forums in place in Liberia; however,

while they are a priority area for Government, they lack support. This component of this project will offer much needed logistical and operational support to the police, while at the same time building links between the police and the prosecutors in their approach to the public. These forums will address several issues, including access to justice for women. Furthermore, this component will take into account national dialogue initiatives being undertaken in Liberia and will work closely with both international and national partners to enhance the coordination and impact of these forums.

It should be noted that this component can also be expanded to include other counties (through existing UNDP funding or future PBF funding) once the initial pilot has been completed and a lessons learned log compiled. This will allow future mechanisms to build on the experiences gained by the pilot forums and will contribute to improving the relationship of all the parties involved.

Finally, UNDP is undertaking a 3 year project on *Strengthening the Rule of Law and Administration of Justice in Liberia*. The project presented herein will be implemented in parallel with this 3 year project, and will be implemented by the same Project Management Unit. Furthermore, the activities herein will lead into the activities to be funded by the 3 year project, and will in essence act as building blocks for future support. This will ensure complementarity between the two projects, a lack of duplication of activities, and a sustainable impact on the institutions being supported.

An additional strength of this project – *Supporting the Ministry of Justice in improving Prosecution Services* – is that it enhances the priorities identified by the Government of Liberia in its National Rule of Law Retreat, held 15-16 September in Monrovia. A functioning judiciary was identified as critical to a reform agenda by the President herself; the Special Representative to the Secretary General stated clearly that rule of law underpins peace and security; and the Minister of Justice identified several initiatives that must be undertaken to achieve rule of law - one of which was supporting the prosecution services. By supporting the Ministry of Justice in improving its Prosecution Services, this project helps to further good governance and rule of law, and thus peace, development, and security.

6. Project Implementation with timeline

See Annex 2.5.

7. Project/Budget

See Annex 2.4.

8. Detailed workplan

See Annex 2.5.

THE PROJECT BUDGET

CATEGORY	Number	Time period (months)	Unit cost (USD)	Total USD	UNDP Contribution	PBF Contribution
1. Personnel						
Head of OTD	1	15	600	9000		9000
Assistants	2	15	250	7500		7500
Driver	1	15	444	6660		6660
Sub-total Personnel						23160
CATEGORY 2. Contracts						
Consultant for initial strategic planning	1	30 days	682	20460		20460
Consultant recruited to provide analysis and review of strategic plan implementation	1	10 days	682	6820		6820
Consultant to assist the OTD in the development of a comprehensive training programme for prosecutors	1	20 days	682	13640		13640
Consultant to assist in the collation of the responses and the development of an electronic database	1	20 days	682	13640		13640
International consultant hired to ensure peacebuilding impact and conflict sensitivities are built into the development of the community forums	1	10 days	682	6820		6820

	1	10 days	200	2000	2000	2000	2000
National consultant hired to ensure peacebuilding impact and conflict sensitivities are built into the development of the community forums	1	10 days	200	2000	2000	2000	2000
Strategic and implementation plans: Radio and Print Media = \$10000	1	N/A	10000	10000	10000	10000	10000
Approved policies and procedures developed on attendance and performance monitoring and evaluation: Radio and Print Media = \$10000	1	N/A	10000	10000	10000	10000	10000
Approved standards of conduct and ethics developed, looking at anti-corruption, outside employment, conflict of interest, and professional ethics: Radio and Print Media = \$10000	1	N/A	10000	10000	10000	10000	10000
Approved policies and procedures developed regarding the use of Ministry of Justice assets and property published and disseminated to all prosecutors: Radio and Print Media = \$10000	1	N/A	10000	10000	10000	10000	10000
Approved policies and procedures developed on data collection and reporting: Radio and Print Media = \$10000	1	N/A	10000	10000	10000	10000	10000
Sub-total Contracts							113380
CATEGORY	Number	Time period (days)	Unit cost (USD)	Total USD	UNDP Contribution	PBF Contribution	
3. Training (includes lodging, per diem, space rental & transportation)							
Initial one week training session held for the MoJ team on strategic planning	1	5	440	2200			2200
Strategic plan drafted by the MoJ team in a series of one day workshops	5	1	440	2200			2200

100
1,400

One day workshop to identify prosecutorial training needs and gaps	1	1	400	400	400	400
Initial training on standards, policies and procedures, and reporting requirements	1	20	2510	50200	50200	50200
Training on change management strategies	1	20	2510	50200	50200	50200
Training on Liberian criminal law and procedure	1	20	2510	50200	50200	50200
Training on the initial charging process and the rules of evidence	1	20	2510	50200	50200	50200
Training on dealing with vulnerable populations	1	20	2510	50200	50200	50200
Meetings of the LTCTF	15	1	400	6000	6000	6000
Staff Training on Database Use	1	5	440	2200	2200	2200
One-day Workshop to map the capacity gaps and needs and identify priorities	1	1	400	400	400	400
Existing community based policing efforts identified and mapped out by the MoJ - one day workshop	1	1	400	400	400	400
Workshop held for police representatives and county attorneys in the selected counties for the development of a timeline for community forums	1	5	1600	8000	8000	8000
Community forums held in the three counties addressing community justice needs	9	1	400	3600	3600	3600
Sub-Total Training						276400
4. Transport						
MOSS Compliant Vehicle	1	N/A	55000	55000	55000	45000
VHF Motorola Radio	1	N/A	580	580	580	580
Fuel, insurance, and maintenance (\$1000 X 15 months)	1	15	1000	15000	15000	15000

171.80 for each vehicle x 30

Sub-total Transport								60580
5. Supplies and commodities								
Questionnaire printed and disseminated to prosecutors	1	N/A	3000	3000				3000
Complete set of law books	7	N/A	5000	35000				35000
Strategic and implementation plans published and launched: Publishing (2000 copies) = \$60,000; Launch = \$5000	1	N/A	65000	65000				65000
Approved policies and procedures developed on attendance and performance monitoring and evaluation published and launched: Publishing (2000 copies) = \$60,000; Launch = \$5000	1	N/A	65000	65000				65000
Approved standards of conduct and ethics developed, looking at anti-corruption, outside employment, conflict of interest, and professional ethics published and launched: Publishing (2000 copies) = \$60,000; Launch = \$5000	1	N/A	65000	65000				65000
Approved policies and procedures developed regarding the use of Ministry of Justice assets and property published and launched: Publishing (2000 copies) = \$60,000; Launch = \$5000	1	N/A	65000	65000				65000
Approved policies and procedures developed on data collection and reporting published and launched prosecutors: Publishing (2000 copies) = \$60,000; Launch = \$5000	1	N/A	65000	65000				65000
Mechanism established for receiving and addressing complaints regarding county attorneys and city solicitors	1	N/A	5000	5000				5000
Office Supplies	1	N/A	8131	8131				8131
Sub-total Supplies and Commodities								376131

6. Equipment									
Computers, Printers & Accessories	2	N/A	11700	23400					23400
Photocopier	2	N/A	7000	14000					14000
Office Furniture	1	N/A	5640	5640					5640
Projection System	1	N/A	5000	5000					5000
Sub-total/Equipment									48040
7. Travel									
International Travel for Consultants	5	N/A	8000	40000					40000
International Travel for Trainers	10	N/A	8000	80000					80000
Sub-total/Travel									120000
SUBTOTAL									101777
8. Miscellaneous									
Miscellaneous/Contingency - 1%									10177
Sub-total/Miscellaneous									10177
9. Agency Management Support**									
GMS - 7%									71238
Sub-total/Agency Management Support									71238
TOTAL									1099106

* The Standard Financial Report that has been reviewed with the UNDG Financial Policies Working Group.

** The rate shall be within the range of 5% to 9%, with overall expected average of 7% of the total of categories 1-8., as agreed to by Recipient UN Organizations in MOU signed with the PBF's Administrative Agent, the UNDP MDTF Office

ANNEX 2.5

Detailed Work Plan for 18 Months 2008-2009

Activities/Inputs	Budget (reflects PBF contributions)	Delivery Date
<p>Output 1:</p> <ol style="list-style-type: none"> 1. Consultant for initial strategic planning recruited 2. Initial training session held for the MoJ team on strategic planning 3. Strategic plan drafted by the MoJ team in a series of workshops 4. Strategic and implementation plans published and disseminated to the full range of stakeholders 5. Consultant recruited to provide analysis and review of strategic plan implementation 	<p>TOTAL: \$122680</p> <ol style="list-style-type: none"> 1. \$28460 2. \$2200 3. \$2200 4. \$75000 5. \$14820 	<ol style="list-style-type: none"> 1. November 2008 2. December 2008 3. December 2008 – January 2009 4. February 2009 5. February 2010
<p>Output 2:</p> <ol style="list-style-type: none"> 1. Office space identified by the MoJ and refurbished and/or equipped 2. Head of Office and 2 Assistants recruited by the MoJ 3. Prosecutorial training needs and gaps identified by the OTD in a one-day workshop 4. Consultant recruited to assist the OTD in the development of a comprehensive training programme for prosecutors 5. Initial training undertaken for prosecutors that covers standards, policies and procedures, and reporting requirements 6. Training undertaken on change management strategies 7. Training undertaken for prosecutors on Liberian criminal law and procedure 8. Training undertaken for prosecutors on the initial charging process and the rules of evidence 9. Training undertaken for prosecutors on dealing with vulnerable populations, specifically juveniles and victims of SGBV 10. Monthly meetings of the LTCTF held to provide oversight of, and guidance to, ongoing and upcoming training programmes 	<p>TOTAL: \$421,275</p> <ol style="list-style-type: none"> 1. \$45735 2. \$16500 3. \$400 4. \$21640 5. \$66200 6. \$66200 7. \$66200 8. \$66200 9. \$66200 10. \$6000 	<ol style="list-style-type: none"> 1. November 2008 – February 2009 2. February – March 2009 3. May 2009 4. May – July 2009 5. August – September 2009 6. September – October 2009 7. September – October 2009 8. November – December 2009 9. December 2009 – January 2010 10. Ongoing
<p>Output 3:</p> <ol style="list-style-type: none"> 1. Necessary equipment and supplies for the staff from the DMA and the SG's Office tasked with working on the development of standards and 	<p>TOTAL: \$ 377676</p> <ol style="list-style-type: none"> 1. \$45436 2. \$3000 3. \$21640 	<ol style="list-style-type: none"> 1. November 2008 – February 2009 2. January – February 2009 3. February – March 2009 4. April 2009

<p>policies identified and procured</p> <ol style="list-style-type: none"> 2. Questionnaire disseminated 3. Consultant recruited to assist in the collation of the responses and the development of an electronic database 4. Staff trained on the use of the electronic database for personnel tracking and professional development purposes 5. Mapping of capacity gaps and needs undertaken and priorities identified in a one-day workshop 6. Approved policies and procedures developed on attendance and performance monitoring and evaluation published and disseminated to all prosecutors 7. Approved standards of conduct and ethics developed, looking at anti-corruption, outside employment, conflict of interest, and professional ethics published and disseminated to all prosecutors 8. Approved policies and procedures developed regarding the use of Ministry of Justice assets and property published and disseminated to all prosecutors 9. Approved policies and procedures developed on data collection and reporting published and disseminated to all prosecutors 10. Mechanism established for receiving and addressing complaints regarding county attorneys and city solicitors 	<ol style="list-style-type: none"> 4. \$2200 5. \$400 6. \$75000 7. \$75000 8. \$75000 9. \$75000 10. \$5000 	<ol style="list-style-type: none"> 5. April 2009 6. May – June 2009 7. June – July 2009 8. July – August 2009 9. August – September 2009 10. October 2009
<p>Output 4:</p> <ol style="list-style-type: none"> 1. Existing community based policing efforts identified and mapped out by the MoJ 2. International consultant hired to ensure peacebuilding impact and conflict sensitivities are built into the development of the community forums. 3. National consultant hired to ensure peacebuilding impact and conflict sensitivities are built into the development of the community forums. 4. Workshop held for police representatives and county attorneys in the selected counties for the development of a timeline for community forums 5. Community forums held in the three counties addressing community justice needs 	<p>TOTAL: 28820</p> <ol style="list-style-type: none"> 1. \$400 2. \$14820 3. \$2000 4. \$8000 5. \$3600 	<ol style="list-style-type: none"> 1. January 2009 2. February – March 2009 3. February – March 2009 4. March – April 2009 5. Ongoing

Dates	6 Month Benchmarks	Indicators of Progress
First 6 Months	Output 1: <ul style="list-style-type: none"> • Strategic plan developed • Implementation plan developed • Strategic and implementation plans published and disseminated to the public 	<ul style="list-style-type: none"> • Plan is approved by the Minister and utilized for internal planning purposes
	Output 2: <ul style="list-style-type: none"> • Office of Training and Development established • Legal Training Coordination Task Force established and monthly meetings held 	<ul style="list-style-type: none"> • The OTD is fully staffed, equipped and functional • LTCTF meetings held monthly
	Output 3: <ul style="list-style-type: none"> • Questionnaire developed and disseminated • Report prepared • Electronic database created and staff trained on use 	<ul style="list-style-type: none"> • Questionnaires are completed by prosecutors and properly reviewed and collated • Information is entered correctly into a readable and usable database • Staff are able to use and maintain the database
	Output 4: <ul style="list-style-type: none"> • Three counties identified for pilot joint community outreach • Workshop held • Community forums held 	<ul style="list-style-type: none"> • A plan for joint coordination is developed • Community forums are held

Second 6 Months	Output 1:None	
	Output 2: <ul style="list-style-type: none"> • Comprehensive training programme developed • Annual work plan developed • Initial trainings for prosecutors undertaken • Monthly meetings of the LTCTF continue • First report of the OTB produced 	<ul style="list-style-type: none"> • Training programme is approved by the Minister • Training needs are addressed • Trainings undertaken as per annual work plan • LTCTF meetings held monthly • Report produced
	Output 3: <ul style="list-style-type: none"> • Policies, procedures on attendance and performance monitoring and evaluation developed, published and disseminated • Standards of conduct and ethics developed, published and disseminated • Policies and procedures on use of Ministry of Justice assets and property developed, published and disseminated • Policies and procedures on data collection and reporting developed, published and disseminated 	<ul style="list-style-type: none"> • Policies and procedures are approved by the Minister • Standards of conduct and ethics are approved by the Minister • Trainings on the policies and procedures and standards are included in the OTB training programme
	Output 4: <ul style="list-style-type: none"> • Community forums held 	<ul style="list-style-type: none"> • Community forums are held

Third 6 months	Output 1: <ul style="list-style-type: none"> • Analysis and review of strategic plan implementation 	<ul style="list-style-type: none"> • Report on strategic plan implementation is prepared
	Output 2: <ul style="list-style-type: none"> • Substantive trainings for prosecutors undertaken • Linkages developed with defense attorneys and public defenders • Monthly meetings of the LTCTF continue • Second report of the OTB produced 	<ul style="list-style-type: none"> • Trainings undertaken • Coordination between prosecutors and defense attorneys and public defenders developed • LTCTF meetings held monthly • Report produced
	Output 3: <ul style="list-style-type: none"> • Monitoring and evaluation 	<ul style="list-style-type: none"> • Report on monitoring and evaluation is prepared
	Output 4: <ul style="list-style-type: none"> • Community forums held 	<ul style="list-style-type: none"> • Community forums are held