

## COMPONENT 2: (The “WHAT”)

The focus of the full-fledged strategy [for the six outcomes] is access to service delivery. Back-office interventions such as the ones used for the Gbarnga Hub (including communications network, case management systems, etc.) and infrastructure are a means to an end. An important lesson learnt from the implementation of the Gbarnga Regional Hub is that it is possible to begin impacting the lives of Liberians in counties throughout the country, with the provision of key services that do not require high investments in infrastructure. This in no way implies that investing in infrastructure for the sector is not important. The prolonged conflict experienced by Liberia practically destroyed justice and security infrastructure in the counties. The rebuilding process has been progressive but slow. The 2013 Justice and Security Workplan, which builds upon the strategic plans of the different agencies, as well as the AFT, attest to the enormous needs in physical infrastructure and operational arrangements that are required by the sector. However, given the serious funding restrictions on capital investment of the GOL and the limited availability of international funding, the Board determined that Phase One would consist of the delivery of six priority services to achieve the following outcomes [three of the six outcomes of the full-fledged strategy]:

- Outcome 1: People in Grand Gedeh, Sinoe, Maryland, River Gee and Grand Kru counties have increased access to fair and accountable justice services;
- Outcome 5: People in Grand Gedeh, Sinoe, Maryland, River Gee and Grand Kru counties have increased access to justice advisory and human rights, monitoring, advocacy and support services provided by civil society
- Outcome 6: People in Grand Gedeh, Sinoe, Maryland, River Gee and Grand Kru counties are empowered as communities to manage conflicts in a manner that is integrated with the formal system and strengthens the interface between statutory and customary systems

Specifically, the Phase One strategy seeks to enhance access to justice through the deployment of increased numbers of qualified state prosecutors, public defenders and human rights monitors; increase access to legal and other advisory services through the development of civil society capacities; establish effective public outreach and civic education on justice sector issues; and, provide an effective reporting and referral mechanism for complaints against justice and security personnel.

As for the decentralization of key security services, and in advance of the decisions to be made within the framework of Phase Two that will support the realization of Outcomes 2 and 4, in Phase One, two additional specific interventions were identified as requiring initial funding. One of them is a refresher training course for LNP/PSU officials deployed around the country whose role is to prevent and respond to security incidents in communities. The second one is the procurement of a full set of uniforms for the totality of the BIN/Border Patrol Unit (BPU) force deployed around the country. This intervention, along with other operational arrangements funded by ECOWAS and the Government of Liberia, enhance border management in the country.

To ensure that people in the five counties covered by Hubs 2 and 3 will have increased access to fair and accountable justice services (Outcome 1), justice sector institutions must have adequate human capacity to provide key justice services (Output 1.1.), infrastructure and operational arrangements must be in place to provide

those services (Output 1.2.), and community based justice and accountability services must be available to citizens (Output 1.3.).

The people of the five counties covered by Hubs 2 and 3 will benefit from justice advisory, human rights, monitoring, advocacy and support services (Outcome 5), if the capacity of civil society organizations (CSOs) to provide justice education, awareness, advocacy and support services to communities is strengthened (Output 5.1.) and CSOs provide those services (Output 5.2.) to target communities.

The training of local traditional leaders (and CSOs working on justice advisory issues) in governance, justice sector rights and obligations and coordination with formal sector actors (Output 6.1.), will empower people in the five counties to manage conflicts in a manner that is integrated with the formal system and strengthens the interface between statutory and customary systems.

### **COMPONENT 3: (The “How”)**

#### **Implementation strategy**

The Gbarnga Regional Hub experience has resulted in the identification of at least fourteen justice and security services that can be offered to Liberians throughout the country, they include:

1. Response to public disorder/disturbance – PSU/LNP
2. Response to crime events – PSU/LNP
3. Response to border insecurity – BPU/BIN
4. Secure prisons/detention centers - BCR
5. Community services by offenders – Probation/Ministry of Justice
6. Prosecution of cases at Magisterial and Circuit Court levels – MOJ Prosecution
7. Psycho-social and legal support/advice to SGBV victims – SGBV Crimes Unit
8. Resolution of disputes at the magisterial/circuit court levels - Judiciary
9. Adjudication of cases at same levels – Judiciary
10. Free legal representation – Public Defenders
11. Public information about the Hub - and services – PSO Coordinator and officers
12. Referral of citizen complaints to justice and security agencies – PSO Coordinator and officers
13. Referral of citizens requests to existing community services – PSO Coordinator and officers
14. Monitoring of human rights compliance by justice & security agencies - Human Rights Monitors (INHRC)

This project document proposes that six out of the fourteen be offered in priority manner in the Hub 2 and 3 regions.

- a) Target groups/key actors and geographic criteria

The Justice and Security Board, in seeking solutions to the funding limitations, requested an assessment be undertaken to identify which key services could be spearheaded because they did not require immediate infrastructure arrangements. The assessment identified existing locations from where key services would be housed. (See Annex H). Table 1 shows the type of service to be offered, the groups being targeted, the key actors and geographic criteria.

<b>TABLE 1: TARGET GROUPS/KEY ACTORS/GEOGRAPHIC CRITERIA</b>			
<b>Target groups</b>	<b>Services</b>	<b>Hub 2 Region – Key actors</b>	<b>Hub 3 Region – Key actors</b>
Citizens (or their families, or attorneys) involved in a case	Prosecution of cases at Circuit Court level	5 county attorneys	4 county attorneys
Same as above	Free legal representation at Magisterial and Circuit Court level	3 public defenders	2 public defenders
Survivors	Psycho-social, medical referral and legal support / advice to SGBV survivors	4 case liaison and victim support officers	4 case liaison and victim support officers
Prison population and their families	Monitoring of human rights compliance by justice and security agencies	6 human rights monitors	4 human rights monitors
Citizens that have had contact with justice and/or security officials	Referral of citizens complaint to justice and security agencies; public outreach on services provided by the Hub; referral to local services on how to access the justice system	3 public outreach officers	2 public outreach officers
Citizens and their families	Justice advisory, human rights and monitoring services provided by CSOs		

#### **b) Duration**

The project will last one year, beginning in September 1, 2013 and will serve as the basis for continued provision of selected services beyond the project timeframe through the inclusion of the recurrent costs in the Government of Liberia 2014-2015 budget.

#### **c) Approach**

This proposal for Hubs 2 and 3, changes the approach used for the Gbarnga Regional Hub, which had a strong focus on building a compound to house the justice and security agencies first. It proposes to begin with the provision key justice services to the citizens in the five counties covered by Hubs 2 and 3.

The new approach is to:

- Roll-out key justice services that do not require new infrastructure in advance of the development of the hub's infrastructure;
- Operate under the concept of the regional hub, with what already exists on the grounds (facilities and staff within the Justice and Security institutions);
- Recruit and deploy the Regional Coordinator and Public Support Office Coordinator and officers prior to the development of the hub;
- Begin public outreach in the counties and communities, so as avoid misconception of the public;
- Begin complaint referrals within the counties;
- Begin to work with CSOs in capacity building to provide advocacy, legal advice and human rights monitoring; and
- Conduct a public perception survey (as baseline) on justice and security in the three counties covered by the regional hub prior to the development of the hub.

Phase 2 for the Harper Hub Region, includes development of key infrastructure, such as the Circuit Courthouse complex, LNP/PSU dormitory and dining facility, vehicle workshop and a new detention center in Barclayville (Grand Kru), as well as operational arrangements for 60 LNP/PSU officers to be deployed to Harper and for the corrections officers that will be required to run the new detention center. The estimated investment required for this Phase is approximately US\$2.8 million.

Phase 2 for the Zwedru Hub Region, includes development of key infrastructure, such as the Circuit Courthouse Complex, LNP/PSU dormitory and dining facility, vehicle workshop and a new detention center in Greenville (Sinoe). It also covers operational arrangements for 60 LNP/PSU officers to be deployed to Zwedru, for the corrections officers that will be required to run the new detention center, as well as for 2 existing border posts with a current strength of 15 BPU officers. The estimated investment required for this Phase is approximately US\$2.5 million.

Since the funding currently available from PBF (at an estimated US \$2 million per hub region) cannot cover the total investment required for Phase 2 (See Annex I. for full breakdown of output, activities and budget), the Government of Liberia is currently considering different alternatives to mobilize resources. One such alternative is for the Government to put US\$500,000 (Five Hundred Thousand Dollars) of seed funding for capital investment, in which case the PBSO has agreed it would match a similar amount. In order to expedite the decision making process, the Justice and Security Board has requested a complementary assessment of existing infrastructure that could be renovated in Hubs 2 and 3 that could help reduce the costs of the key infrastructure projects. Annex J includes the findings of the assessment that was recently completed.

Additional important elements of the comprehensive strategy under Phase 3 include among others: development of an Access to Justice Center [this would include at a minimum the following services: human rights monitoring, reception and referral of complaints to justice and security agencies; psycho-social and legal services for SGBV survivors; justice advisory, advocacy or alternative dispute resolution services provided by community based organizations]; new or renovated infrastructure and operational arrangements for 5 additional magisterial courts, the Harper Detention Center, the Barclayville Detention Center, the Zwedru Palace of Corrections, and 8 additional

residential quarters for Border Patrol Unit officers in key border posts; and, communication network for the 2 regions. Full details and breakdown of these projects are included in Annex I. The estimated amount for the Harper Hub Region is US\$ 5,300,976 and for the Zwedru Hub Region is US\$ 4,489,309.

*d) Sustainability and Catalytic effect*

This proposal is timely in as much as it seeks resources for a critical intervention that has been decided based on empirical data and analysis and gaps identified in the justice and security sectors that need to be addressed before UNMIL withdraws from Liberia. However, the funding being sought is a catalyst to jump-start an effort that will be sustained by the Government of Liberia after the project ends. As in the case with the first pilot regional hub in Gbarnga, where the Government included costs for the operations and maintenance of the hub after PBF funding, the GOL has committed it would do the same with the other Hubs. In addition to operational costs, the GOL funded salaries and other benefits for justice and security personnel deployed into the Gbarnga Region. Through its 2014-2015 budget request, the GOL has also committed to funding the salaries and benefits for the deployment of the officers required to deliver the key priority services in Hubs 2 and 3, beyond September 30, 2013, the end-date of this project.

As a result of a Partner's Forum held in New York in September 2009, and following commitments from some of the partners, the GOL and UNMIL decided to establish the "Justice and Security Trust Fund". Originally, the funding was sought to strengthen the LNP and BIN, but the partners decided to expand the scope to include other actors of the Criminal Justice System including the Judiciary, Prosecution and Corrections. The donors that have contributed to the Fund include the Government of Sweden, Australia, Japan, United Kingdom and Ireland. PBF funding for the Gbarnga Regional Hub proved to be catalytic in bringing Australian funding to support roll-out of the SGBV Crimes Unit to the Hub. The provision of medical, psycho-social and legal services offered through the Unit to SGBV survivors have proven to be extremely useful in bringing access to justice to women and children in Bong, Lofa and Nimba counties. Through GIZ funding, the roll-out of the Probation Program to the Hub region also built upon the catalytic effect of PBF-funding of the Gbarnga Hub. It is expected that similar effects will occur as a result of PBF's investment in Hubs 2 and 3 regions. There are positive signals as some funding for border posts and related activities have already been secured through ECOWAS. In Hubs 2 and 3 regions, and there are on-going discussions with the African Development Bank.

d) Project activities

**TABLE 2: PHASE ONE: ACTIVITIES TO IMPLEMENT PRIORITY SERVICES [THAT DO NOT REQUIRE INFRASTRUCTURE]**

TYPE OF SERVICE	Activities	J&S Official	Maryland	Grand Kru	River Gee	Budget proposed for PBF funding	Sinoe	Grand Gedeh	Budget proposed for PBF funding
Prosecution of cases at Circuit Court level	Recruit, train, deploy, and provide operational arrangements	Assistant County Attorneys	3	1	1	287,359.00	1	3	241,334.00
Psycho-social and legal support/advice to SGBV victims (work from Maryland and service other counties)	Recruit, train, deploy, and provide operational arrangements, undertake outreach, develop outreach materials, and distribute survivor "kits"	Case Liaison Officer and Social Workers	4			244,200.00		4	244,200.00
Free legal representation	Recruit, train, deploy, and provide operational arrangements	Public Defenders	1	1	1	186,215.00	1	1	126,666.00
Public information about the Hub and services, and how to access the justice system	Recruit, deploy, and provide operational arrangements, undertake outreach, develop outreach materials, and distribute survivor "kits"	Public Outreach Officers	1	1	1	312,705.00			155,443.00
Referral of citizen complaints to justice and security agencies									
Referral of citizens requests to existing community services									

TYPE OF SERVICE	Activities	J&S Official	Maryland	Grand Kru	River Gee	Budget proposed for PBF funding	Sinoe	Grand Gedeh	Budget proposed for PBF funding
Monitoring of human rights compliance by justice & security agencies	Recruit, deploy, and provide operational arrangements	Human Rights Officers	2	2	2	107,219.00			71,479.00
Justice advisory, human rights monitoring, advocacy and support services provided by CSOs to communities	Conduct local CSO assessment and training needs survey, train and provide grants accordingly					225,000.00			175,000.00
Response to border insecurity	Operational arrangements for BIN/BPU. 167 sets of uniforms and accessories.					78,490.00			0
Response to public disorder and disturbance in support to local police	Undertake refresher training for LNP/PSU.					20,400.00			20,400.00
	Provide training and capacity development on coordination for traditional leaders and justice sector actors					75,000.00			75,000.00
<b>TOTAL</b>						<b>1,536,588.00</b>			<b>1,109,522.00</b>

e) *Analysis of risks and assumptions*

The Government of Liberia has identified the risks and mitigation strategies that will enable it to accomplish the Agenda for Transformation in the period 2013-2018. Because the outcomes being sought by this project proposal [and those sought under Phase 2 and 3 as well] are completely aligned with the AFT, most, if not all of the risks and their mitigation strategies are applicable.

**TABLE 3:**

<b>Main Risks</b>	<b>Mitigation Strategies</b>	<b>Main Responsibility</b>
1. Security	Pillar 1 objectives and interventions.	MoJ, in close collaboration with other key relevant agencies.
2. Political economy	Mainstream appropriate measures in each pillar and cross-cutting strategies, guided by an enhanced “fragility lens.”	Lead pillar institutions.
3. Competition over natural resources	Enhanced concession reforms, transparency and compliance	Land Commission, Governance Commission
4. Interest groups, politics and slow reforms	Accelerate civil service reform, with greater accountability to moving key reforms	President’s Office, Civil Service Agency.
5. Deficient checks and balances	Political and institutional reforms and capacity development measures across three branches.	Governance Commission, Legislature, MoPEA
6. Macroeconomic, budgetary alignment/allocations, and financing gap	Sound monetary, fiscal and regulatory/investment policy environment; economic diversification; inclusive promotion of SMEs; financing strategy and operational plan; budgetary priorities and processes.	The MoF.
7. Capacity and implementation risks	Formulation and implementation of capacity development operational plan and activities, for both state and non-state change agents.	NCDU and LDA Secretariat.
8. Natural and environmental risks	Mainstreaming and implementation of environmental strategies.	Lead Pillar Institutions



**g) Budget:**

Table 4 includes the Budget for this Phase One proposal organized by categories. Table 5 provides a more detailed breakdown of the Budget.

<b>TABLE 4</b>			
<b>PBF PROJECT BUDGET</b>			
<b>CATEGORIES</b>	<b>HUB 2 REGION</b>	<b>HUB 3 REGION</b>	<b>Program Management Unit</b>
1. Staff And other Personnel	256,600.00	190,800.00	126,000.00
2. Supplies, Commodities, Materials	78,490.00	0.00	
3. Equipment, Vehicles and Furniture (including depreciation)	660,279.00	584,443.00	
4. Contractual services			
5. Travel	241,219.00	108,279.00	
6. Transfers and Grants to Counterparts	300,000.00	250,000.00	
7. General operating and other Direct Costs			60,000.00
Sub-total Project Costs	1,566,538.00	1,109,522.00	186,000.00
8. Indirect Support Costs	109,658.00	77,667.00	13,020.00
<b>TOTAL</b>	<b>1,676,196.00</b>	<b>1,187,189.00</b>	<b>199,020.00</b>

\* See the UNDG Harmonized reporting to Donors for Joint Programmes approved in 2006 and available on <http://www.undg.org/docs/9442/Explanatory-Note---Annex-D.doc>.

\*\* The rate shall not exceed 7% of the total of categories 1-5, as specified in the PBF MOU and should follow the rules and guidelines of each recipient organisation. Note that Agency-incurred direct project implementation costs should be charged to the relevant budget line, according to the Agency's regulations, rules and procedures.

TABLE 5: BREAKDOWN OF BUDGET ACCORDING TO PBF CATEGORIES					
HARPER REGION HUB	AMOUNT	Category as reflected in Table 4	ZWEDRU REGION HUB	BUDGET	Category as reflected in Table 4
1.1.4. Train county attorneys and public defenders to be deployed into the Hubs 2 and 3 regions	24,000	5			
1.1.5: Recruit and deploy 5 Assistant County Attorneys (3 for Maryland, 1 Grand Kru, 1 River Gee) Salaries for 1st year, GOL for subsequent years.	85,000	1	1.1.5: Recruit and deploy 4 Assistant County Attorneys (3 for Grand Gedeh, 1 Sinoe) Salaries for 1st year, GOL for subsequent	68,000	1
1.1.6: Deploy 3 Public Defenders (1 per County) Salaries for 1st year, GOL for subsequent years.	60,000	1	1.1.6: Deploy 2 additional Public Defenders (1 per County) Salaries for 1st year, GOL for subsequent years.	40,000	1
1.2.2: Provide operational arrangements 5 county attorneys and 3 public defenders (mobility, equipment, furniture)	304,574	3	1.2.2: Provide operational arrangements 4 county attorneys and 2 public defenders (mobility, equipment, furniture)	260,000	3
1.2.7. Provide operational arrangements for "referral of complaints against justice and security officials" service in 3 counties (mobility for 3 Public Outreach Officers, outreach campaign, outreach material, travel, transportation, 1 hard-top vehicle, 2 motorbikes)	90,205	5	1.2.7. Provide operational arrangements for "referral of complaints against justice and security officials" service in 2 counties (mobility for 2 Public Outreach Officers, outreach campaign, outreach material, travel, transportation, 1 hard-top vehicle, 1 motorbikes)	65,443	5
	90,000	3			
1.2.8. Provide operational arrangements for Hub operations in 3 counties (1 hard-top vehicle for Regional Coordinator, equipment, etc.)	90,500	3	1.2.8. Provide operational arrangements for Hub operations in 2 counties (1 hard-top vehicle for Regional Coordinator)	60,000	3
1.4.2: Recruit 3 PSO officers to receive and refer complaints against justice and security officers	42,000	1	1.4.2: Recruit 3 PSO officers to receive and refer complaints against justice and security officers	30,000	1
1.4.5: Recruit and train 4 staff to provide psycho-social support services to SGBV victims and provide "survivor" kits (excluding assistant county attorneys to strengthen prosecution of SGBV cases which are included in 1.1.4.)	175,000	3	1.4.5: Recruit and train 4 staff to provide psycho-social support services to SGBV victims and provide "survivor" kits (excluding assistant county attorneys to strengthen prosecution of SGBV cases)	175,000	3
1.4.6. Deploy 4 staff to Maryland. Salaries for 1st year, GOL subsequent years. Location either in Access to Justice Service Center or other	19,200	1	1.4.6. Deploy 4 staff to Zwedru. Salaries for 1st year, GOL subsequent years. Location either in Access to Justice Service Center or other	19,200	1
1.4.7: Conduct awareness campaign (outreach) to citizens on SGBV	50,000	5	1.4.7: Conduct awareness campaign (outreach) to citizens on SGBV	50,000	5
1.4.8. Train 6 human rights officers to report on human rights violations (2 to be deployed to each county) Salaries for 1st year, GOL for subsequent years.	50,000	1	1.4.8. Train 4 human rights officers to report on human rights violations (2 to be deployed to each county) Salaries for 1st year, GOL for subsequent years.	33,600	1
1.4.9. Provide operational arrangements for 6 human rights officers (office equipment and furniture; 6 motorbikes, relocation costs)	56,819	5	1.4.9. Provide operational arrangements for 6 human rights officers (office equipment and furniture, 6 motorbikes, relocation costs)	37,879	5
2.1.1: Provide refresher training to 60 LNP/PSU officers (of a total of 120 for the region, 30 to Grand Kru and 30 to River Gee)	20,400	5	2.1.1: Provide refresher training to 60 LNP/PSU officers (of a total of 120 for the region, 30 to Grand Gedeh and 30 to Sinoe)	20,400	5
4.2.2: Provide operational arrangements for BIN/BPU. 1 full set of uniforms and accessories for 167 existing BIN/BPU Officers (there are a total of 207 BPU officers, uniforms were provided for 40 of the 50 officers in Gbanga thru 1st PBF funding)	78,490	2			
5.2.3: CSOs provide justice advisory, community-based dispute resolution and support services to individuals and communities	225,000	6	5.2.3: CSOs provide justice advisory, community-based dispute resolution and support services to individuals and communities	175,000	6
6.1.2: Provide training and capacity development on coordination for traditional leaders and justice sector actors	75,000	6	6.1.2: Provide training and capacity development on coordination for traditional leaders and justice sector actors	75,000	6
<b>TOTAL</b>	<b>1,535,188</b>	<b>6</b>		<b>1,109,522</b>	<b>6</b>

## COMPONENT 4: (The "How")

### a) Management Arrangements:

The description of the Management Arrangements included herein, is the same as the one contained in the original Joint Justice and Security Program document approved in December 2011. As the Program has advanced in its implementation, several lessons have been learnt regarding this aspect. It is likely that the two reviews undertaken in 2013 will result in changes to these arrangements.

#### a. Joint Steering Committee