



United Nations Peace building Support Office (PBSO)/ Peace building Fund (PBF)

<p>Project Title: Enhancing Access to Security and Justice at the Decentralized Level – Harper and Zwedru Hub Regions</p>	<p>Recipient UN Organization(s): UNDP</p>
<p>From: <i>Head of UN Recipient Organization</i></p> <p>Dominic Sam, Country Director UNDP UNDP – Simpson Building, Sekou Toure Avenue, Mamba Point, Monrovia</p>	<p>Implementing Partner(s):</p> <p>The Ministry of Justice (SG’s Office, SGBV Crimes Unit, Program Management Unit for the Public Outreach Offices), the Judiciary (Public Defender’s Office), the Independent Human Rights Commission, selected Civil Society organizations, Ministry of Internal Affairs</p>
<p>Project Number: To be completed by UNDP MDTF Office</p>	<p>Project Location: Maryland, Grand Kru and River Gee counties to be covered by Regional Hub 2 (the “Harper Hub Region”); Sinoe and Grand Gedeh counties to be covered by Regional Hub 3 (the “Zwedru Hub Region”)</p>

Project Description:

This proposal is multi-dimensional and has a two-phased implementation approach. The overall strategy is intended to provide critical support to the Ministry of Justice to help enhance effective administrative and operational capabilities of the Liberia National Police (LNP), the Bureau of Immigration and Naturalization (BIN) and access to justice (including support for the Bureau for Corrections and Rehabilitation) and the fair and speedy prosecution of cases through the Solicitor General's office. It is also intended to strengthen the capacity of the Judiciary at the local level. This will be achieved through the development of two additional Hubs covering 5 counties in total. The "Harper Hub" to cover Maryland, Grand Kru and River Gee and the "Zwedru Hub" to cover Sinoe and Grand Gedeh.

Specifically, based on lessons learned from the implementation of the Gbarnga Regional Hub and while infrastructure is very much needed to enhance the work of the justice and security institutions in the hub counties, Phase One of this project will focus on the provision of priority services within the Hub regions. In this regard, the hubs will enhance the existing capacity of the County Attorney Offices in the 5 counties to prosecute cases at the Circuit Court level, the existing capacity of the Office of the Public Defense to provide legal representation at the Magisterial and Circuit Court levels. Through this strategy, three other services will be offered for the first time: psycho-social, medical referral and legal support / advice to SGBV survivors through the SGBV (Sexual Gender Based Violence) Crimes Unit; monitoring of human rights compliance by justice and security agencies through the Independent Human Rights Commission; referral of citizen requests to available and existing community services as well as referral of citizens' complaint to justice and security agencies through the Hub Region's Public Outreach Offices. Finally, civil society organizations will also provide justice advisory, community-based dispute resolution and support

Total Project Cost: USD. 3,062,405.00

Peacebuilding Fund: USD. 3,062,405.00

Government Input: In-kind contribution to house the additional justice and security officials to be deployed into the region in existing infrastructure. Starting 2014-2015 budget cycle, salaries and recurrent costs for justice and security officers deployed to provide six services.

Other:

ECOWAS for BIN Border Barracks and LNP Barracks in Hubs 2 and 3 Regions.

SGBV Joint Programme UNDP: 2

motorcycles, fuel and stationary support in Grand Gedeh and Grand Kru counties (USD. 10,000). Women correction facility River Gee (USD. 20,000). Nationwide, including Hubs 2 and 3: mobile trial screens, judges training for every Circuit Court, advanced training for investigators (USD 80,000)

services to individuals and communities in the five counties.

The implementation pace of the second Phase of the Hub strategy will depend on the availability of GOL funding and international support. Based on the Justice and Security Technical Advisory Group (JS-TAG) recommendation, the Justice and Security Board is considering different scenarios. As it stands, Phase 2 includes several prioritized infrastructure projects that seek to continue with the decentralization of security services and to increase access to justice services in the Hub regions. This includes: courthouses in the five counties; housing units for LNP/Public Support Unit (LNP/PSU) Officers; development of a detention center in Barclayville (Grand Kru) and one in Greenville (Sinoe). It also includes operational arrangements for Justice & Security service providers (LNP/PSU, BIN/BPU, Corrections Officers, to be able to perform their functions in new or existing locations throughout the five counties. Phase 3 contemplates key projects seeking to enhance the effectiveness of the services provided by justice and security agencies including among others: development of an Access to Justice center; roll-out of criminal case management system; tools for manual record keeping systems; and, installing a communications network to strengthen the command and control capacity as well as the response capacity of the security agencies.

Also, this proposal includes support for the operational functioning of the Program Management Unit (PMU). Also covered are the administrative costs for the National Program Manager and a two-month bridge funding for the International Program Manager to train the national team that is being recruited to work with the National Program Manager.

Project Start Date and Duration:
September 1, 2013 through September 30, 2014

Gender Marker Score¹: 2

Score 3 for projects that are targeted 100% to women beneficiaries and/or address specific hardships faced by women and girls in post-conflict situations;

¹ The PBSO monitors the inclusion of women and girls in all PBF projects in line with SC Resolutions 1325, 1612, 1888, 1889.

Score 2 for projects with specific component, activities and budget allocated to women;
Score 1 for projects with women mentioned explicitly in its objectives, but no specific activities are formulated nor is a budget reserved; and
Score 0 for projects that do not specifically mention women.

PBF Outcomes²:

Priority Areas One: Strengthening Rule of Law and Two: Supporting Security Sector Reform

Project Outputs and Key Activities:

The key outputs and related activities of this project proposal are contained in the complete Results Frameworks developed for Hubs 2 and 3, which include Phase 1 outputs but also those identified for Phase 2 and Phase 3 which are currently funding gaps. For this Phase 1 proposal the key outputs are :


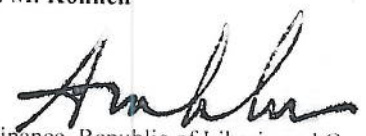


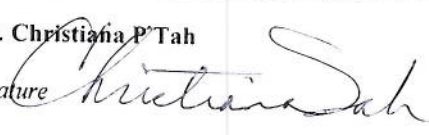
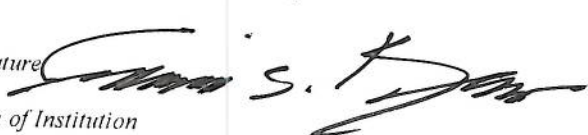
- Output 1.1. Justice sector institutions have adequate human capacity to provide key justice services
- Output 1.2. Infrastructure and operational arrangements in place to provide key justice services
- Output 1.4. Justice and security community based justice & accountability services available to citizens
- Output 4.2. Operational arrangements in place to provide integrated border management
- Output 5.2. Justice advisory, human rights monitoring, advocacy and support services provided by CSOs to communities in target counties
- Output 6.1. Local traditional leaders (and CSOs working on justice advisory issues) are trained in governance and justice sector rights and obligations and coordination with formal sector actors

² PBF specific outcome areas: 1 Security Sector Reform; 2 Rule of Law; 3 (DD)R; 4 Political dialogue for Peace Agreements; 5. National reconciliation; 6. Democratic governance; 7. Management of natural resources (including land); 8. Short-term employment generation; 9. Sustainable livelihoods; 10. Public administration; and 11. Public service delivery (including infrastructure)

PROJECT DOCUMENT COVER SHEET

(for PRF-funded projects)

Co-chairs of the Joint Steering Committee

<p>Mr. Aeneas Chapinga Chuma</p> <p><i>Signature</i> </p> <p><i>Title</i></p> <p>Deputy Secretary General for Recovery and Governance – UNMIL & RC and Co-chair JSC</p> <p><i>Date & Seal</i> 12/08/13 (Usually SRSR for mission settings and RC for non-mission settings)</p>	<p>Hon. Amara M. Konneh</p> <p><i>Signature</i> </p> <p><i>Title</i> Minister of Finance, Republic of Liberia and Co-chair JSC</p> <p><i>Date & Seal</i></p>
<p>Hon. Morris Dukuly</p> <p><i>Signature</i> </p> <p><i>Title: Minister of Internal Affairs</i></p> <p>Ministry of Internal Affairs</p> <p><i>Date & Seal</i></p>	
<p>Recipient UN Organization(s) (If it is a joint project all Heads of UN Entities/Agencies receiving funds should sign)</p> <p>Dominic Sam</p> <p><i>Signature</i> </p> <p><i>Name of Agency</i></p> <p>United Nations Development Programme (UNDP)</p> <p><i>Date & Seal</i></p>	<p>National Implementing Partner(s)</p> <p>Hon. Christiana P. Tah</p> <p><i>Signature</i> </p> <p><i>Title: Minister of Justice/Attorney General</i></p> <p>Ministry of Justice (MoJ)</p> <p><i>Date & Seal</i> August 15, 2013</p> <p>His Honor Justice Francis Korkpor</p> <p><i>Signature</i> </p> <p><i>Name of Institution</i> The Supreme Court of Liberia</p> <p><i>Date & Seal</i></p>

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COMPONENT 1: (The “WHY”)

a) Situation Analysis/Context

Since the signing of the Comprehensive Peace Agreement (CPA) in August 2003 and subsequently, the ushering in of a democratically elected Government in 2006, reforms of the justice and security sectors have been prominent. Over the last six years in particular, the Government of Liberia in partnership with the UN and other partners has worked hard to improve security and access to justice. Following a request by the Government of Liberia, Liberia was placed on the agenda of the Peacebuilding Commission (PBC) in September 2010, with rule of law, security sector reform and national reconciliation identified as the three priorities for PBC engagement in Liberia. Subsequently, a Country Specific Configuration for Liberia was created, and a Statement of Mutual Commitments (SMC) was adopted by the Government and the Peacebuilding Commission in November 2010. The SMC informed the development of the Peacebuilding Priority Plan to serve as the basis for Peace Building Fund (PBF) interventions in Liberia and to provide a roadmap for additional resource mobilization and advocacy by the PBC. The SMC and Priority Plan were translated into a programme document, the Liberia Peacebuilding Programme (LPP), in May 2011. For implementation purposes, the rule of law and security sector reform component of the LPP was developed into a Justice and Security Joint Programme, signed in December 2011. A complementary Joint Programme on National Reconciliation is expected to be developed and finalized in the first half of 2013.

The underlying assumption for supporting rule of law as one of the three priorities for PBC engagement in Liberia as stated in the United Nations' first report on rule of law in post-conflict countries is that “the consolidation of peace in an immediate post-conflict period, as well as the maintenance of peace in the long term, cannot be achieved unless the population is confident that redress for grievances can be obtained through legitimate structures for the peaceful settlement of disputes and the fair administration of justice. At the same time, the heightened vulnerability of minorities, women, children, prisoners and detainees, displaced persons, refugees and others, which is evident in all conflict and post-conflict situations, brings an element of urgency to the imperative of restoration of the rule of law”.

Because rule of law programming is complex, both conceptually and practically, the selected interventions can fall within a broad scope of dimensions of the rule of law, ranging from restoring law and order, protecting human rights, enhancing access to justice and equality among the law, among others. In the past 7 years, under the Lift Liberia Poverty Reduction Strategy (PRS) and with the support of the international community, the Government of Liberia has made enormous strides in moving the country from a situation of emergency and stabilization associated with the protracted civil conflict that destroyed the country, into one of sustainable peace and economic transformation. This finds voice and coherence in the Agenda for Transformation (AFT).

In the aftermath of the war, the justice sector infrastructure was devastated, from courts to prisons, there was low human capacity with few, qualified personnel, including police, judges, prosecutors, defense lawyers, law professors, and legal

policy experts, obtaining legal advice was a huge hurdle to accessing justice and the population had a deep mistrust and lack of faith in the justice sector. While the restoration of law and order has continued, with considerable UNMIL and other partner support, the Government of Liberia has initiated a more long term strategy to address criminal behavior and assist in conflict resolution, to restore a formal criminal justice system, including police structures, the judicial system and prosecutors. The Judiciary and the Ministry of Justice have implemented a very broad range of initiatives in many dimensions of the rule of law, including among others: police vetting, recruiting, reforming, restructuring, and training; recruiting professional lawyers to become judges and magistrates and training them in different substantive and non-substantive areas, upgrading prison infrastructure and corrections operational capacity; drafting of laws on prisons, prison policies and regulations; selecting, vetting and training local corrections personnel; recruitment and training of prosecutors; reform/drafting of laws dealing with commercial and contract matters.³ Institutions such as the Louis Arthur Grimes School of Law, the James A.A. Pierre Judicial Institute, the Liberia National Bar Association and the Liberian National Police Training Academy are increasingly playing a major role in shaping the direction and effectiveness of the country's justice and security system.

Within the context of the PRS and as part of the Liberia Peacebuilding Programme, a catalytic initiative to enhance access to justice and security at the regional and county levels was jointly agreed by the Government and the UN, namely the development of five regional justice and security hubs. The vision behind the hubs is to provide a decentralized and holistic approach to security and justice service delivery and a means by which national agencies can provide effective security in preparation for UNMIL's transition. This holistic approach of the hubs envisions a balanced strengthening of justice and security institutions - law enforcement, the courts, state prosecution and defence, and corrections - both in terms of capacity and infrastructure; the enhancement of linkages between these institutions; and the development of relationships between the institutions and the communities they serve. It was agreed that given the strategy of a justice and security hub was first of its kind in Liberia – the Gbarnga Regional Hub would serve as a pilot for replication to other regions in Liberia, if successful.

To date, the Gbarnga Regional Hub is about 85% functional. As far as justice services are concerned⁴, the pilot Hub in Gbarnga has made initial progress in enhancing access to justice. The Ministry of Justice's SGBV Crimes Unit, with support from AusAID and SIDA, has commenced expansion to the Gbarnga Hub region to enhance the prosecution of cases of rape, given the high incidence of reported cases of rape, particularly of minors. The Unit has conducted a baseline survey in the Bong, Lofa and Nimba counties covered by the Gbarnga Regional Hub to understand from an empirical perspective, the level/prevalence of SGBV related crimes and to be able to measure progress over time. The Ministry of Justice, with support from GIZ, has also expanded its pilot probation

³ For more complete information on the progress made by the Government of Liberia in strengthening the rule of law: Statement of Mutual Commitment Report 2012; the 2012 Supreme Court and the Ministry of Justice's report to President Johnson within the framework of the Millennium Challenge Corporation; the 2012 Judiciary report to the Legislature and the Ministry of Justice's contribution to the 2012 GOL Performance Report

⁴ Progress has also been made in the provision of key security services as described in Annex F, Component 2 of this project document contains the rationale behind why the focus of the present project document is on access to justice.

project to the Gbarnga Hub region and has deployed additional prosecutors. The Judiciary has, in turn, deployed additional public defenders and the Independent National Commission on Human Rights has deployed a human rights monitor to each of the three counties. Additionally, the Public Support Office has been conducting public outreach activities and the Hub training center has held trainings for justice and security sector personnel. These are just some examples, Annex F contains an update on the progress that has been made and the initial impact that is progressively being felt by users of 11 justice and security services being offered in the three counties that make-up the Gbarnga Hub Region.

As the implementation has progressed several lessons that have been learned have informed the development of the strategy and approach contained in this proposal

b) Project Justification and Core Strategy (Theory of Change)

“The delivery of justice has improved as the government has developed and implemented a national and county-level case management system; deployed public defenders throughout the country; and replenished the ranks of trained magistrates for the first time in 20 years. As part of the PRS, Liberian security institutions, primarily the Armed Forces of Liberia (AFL) and the Liberia National Police (LNP) were rebuilt and reformed into professional and capable institutions. The *Lift Liberia* PRS and Liberian Government made great strides toward recovery, but it did not meet all of its goals as a result of the enormous institutional and human capacity deficits.”⁵

In recognition of continuing challenges, the Agenda for Transformation (AFT), Liberia’s 2013-2018 development strategy, identified four main pillars to realize its medium-term goals: 1) Peace, Security and Rule of Law; 2) Economic Transformation; 3) Governance and Public Institutions; and 4) Human Development. A fifth pillar on Cross-Cutting Issues supports these core foundations. Regarding Pillar One, the AFT recognizes the strong interrelationships between poverty, unemployment, lack of investor confidence, crime, justice, insecurity and conflict. It further stresses that ongoing social and economic development and the quality of life of all Liberians depend on safeguarding and continuing to strengthen the peace and security the country currently enjoys. In fact, the AFT underlines that the achievement of the goals within the strategy depends on the continuation of Liberia’s current trajectory toward a safer society.

Notwithstanding broad-based efforts at reform, the AFT acknowledges upfront there are three challenges that need to be confronted in achieving the goal of Pillar One, they are:

- 1) Operational inefficiencies of Liberian security agencies, caused by a lack of human capacity, insufficient coordination across the sector, and the centralization of justice and security provision in and around Monrovia.

⁵ Republic of Liberia’s Agenda for Transformation, Steps towards Liberia Rising 2030

- 2) Endemic corruption, the culture of impunity and the lack of accountability that still plagues the sector, undermining the integrity and credibility of legal, justice and security institutions.
- 3) The time pressure and resource gap created by the anticipated withdrawal of the United Nations Mission, which is still the main security provider in Liberia.

In complete alignment with the key objectives of the Peace, Security and Rule of Law Pillar, the “Hub” Strategy, which is none other than a strategy supporting the broadening of access to justice and security services in areas outside of Monrovia, is an excellent means of supporting inter-agency sector strengthening while doing it in a more “controlled” geographic space and therefore increasing possibilities of success.

To support the AFT’s Pillar One Goal of “Creating an atmosphere of peaceful co-existence based on reconciliation and conflict resolution and providing security, access to justice, and rule of law to all”, the justice, security and civil society actors, through the Justice and Security Board, have identified six outcomes.

- Outcome 1: People in Grand Gedeh, Sinoe, Maryland, River Gee and Grand Kru counties have increased access to fair and accountable justice services;
- Outcome 2: People in Grand Gedeh, Sinoe, Maryland, River Gee and Grand Kru counties benefit from enhanced and accountable security and safety services
- Outcome 3: Corrections system provides safe, secure and human conditions as well as rehabilitation programs for offenders in Grand Gedeh, Sinoe, Maryland, River Gee and Grand Kru counties
- Outcome 4: People in Grand Gedeh, Sinoe, Maryland, River Gee and Grand Kru counties benefit from enhanced border management
- Outcome 5: People in Grand Gedeh, Sinoe, Maryland, River Gee and Grand Kru counties benefit from justice advisory, 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

The justice and security sector along with civil society has developed the outputs, activities and estimated budget that would be required to achieve the totality of outcomes for the five counties. The Government of Liberia will use this framework to continue to mobilize resources to fully fund this strategy in order to confront the challenges mentioned above. Notwithstanding, since the inputs require a considerable investment, the Justice and Security Board adopted a three-pronged strategy. Phase One is the subject of this project proposal and is framed within Outcome 1, 5 and 6 of the overall strategy. Phase Two includes funding key and prioritized outputs to achieve Outcomes 2, 3 and 4. Phase Three completes the first two by identifying important infrastructure and operational arrangement inputs required to achieve the same outcomes in counties or for services that will not be covered in the first two phases.