



*Empowered lives.
Resilient nations.*



Strengthening the Rule of Law in Liberia: Justice and Security for the Liberian People

1 October 2016 - 30 September 2019

United Nations Development Programme (UNDP)

United Nations Mission in Liberia (UNMIL)

Programme Title: Strengthening the rule of law in Liberia: justice and security for the Liberian people

UNDAF (2013-2017) Outcome(s):

Outcome 1.1: Liberia has an improved, inclusive rule of law framework for effective administration of and equitable access to justice in compliance with international human rights standards

Outcome 1.3: Liberia has more efficient, effective, accountable and responsive security institutions at the national, regional, country and local levels

Programme Goal: To strengthen the rule of law by developing efficient, accountable and harmonised justice and security institutions, which are gender-sensitive and rights-based, while also improving access to justice, security and protection services to disadvantaged social groups, especially women and girls.

Expected Outcomes of the Programme: (1) Capacity of justice and security institutions strengthened and linkages forged; (2) Civil society contribution to rule of law and community access to justice enhanced; (3) Gender responsiveness of justice, security and legislative actors strengthened and women and girls' access to justice and security improved; and (4) Capacity of key actors and stakeholders to monitor progress and results in rule of law development increased.

Implementing Agencies: UNDP and UNMIL (DIM)

Brief Description

Developed in close consultation with the Judiciary, the Ministry of Justice and other principal institutional counterparts, the UNDP/UNMIL Joint Programme (2016-2019) will work to enhance the capacities of, and public confidence in, the different justice and security institutions, strengthening access to justice, security and protection services, especially for women and girls. Interventions are designed with a view to ensuring sustainability and linking activities to 'system-level' policy development.

Support rests on a supply and demand equation that combines enhanced service delivery by resilient justice and security institutions with the public's ability to access such services and hold duty-bearers to account. By increasing public confidence in the sector, support is designed to be catalytic, strengthening state-society relations and creating an enabling environment for development. Importantly, the programme will focus on bringing about normative change, not only by strengthening internal accountability and oversight mechanisms and by enhancing performance management, but also by empowering civil society actors to actively monitor the performance of justice and security institutions and to ensure proper interest representation and feedback.

Interventions are informed by a coherent theory of change, building on the lessons learned during the UN system's engagement with Liberian rule of law sector since 2003. Capitalising on the comparative advantages of each of the implementing agencies, activities have been carefully designed to achieve outputs and contribute to outcome level change that impacts the lives of ordinary Liberians and engenders systemic resilience and human development.

Programme period: 2016-2019
Key result area (Strategic Plan): 2 and 4

Atlas Award ID: TBC


Start date: 1 October 2016
End date: 30 September 2019

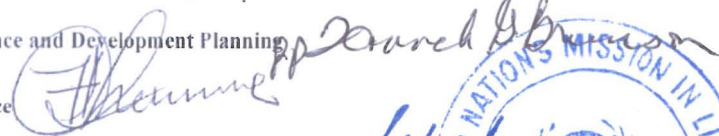
LPAC meeting date: 11 October 2016
Management Arrangements: DIM

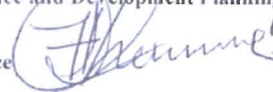
Total resources required: US\$ 16.8 million
Total allocated resources: US\$ 2 million

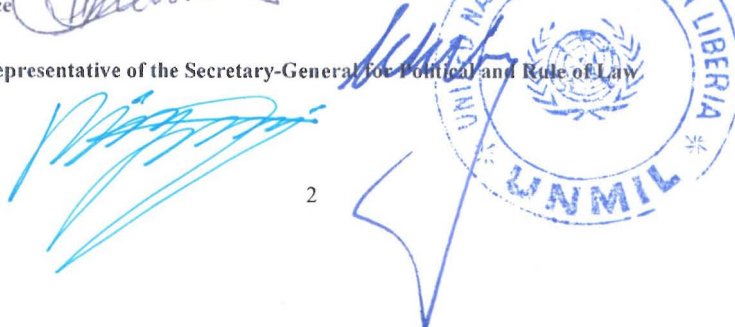
- Core: US\$ 2 million (UNDP/BPPS)
- Other:
 - Sida/Sweden: US\$ 6 million
 - Irish Aid: TBC
 - EU: TBC


Unfunded budget: TBC
In-kind contributions:

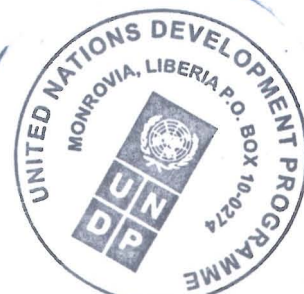

Liberian Chief Justice 

Liberian Minister of Finance and Development Planning 

Liberian Minister of Justice 

UNMIL Deputy Special Representative of the Secretary-General for Political and Rule of Law 

UNDP Country Director 



Acronyms

ABA	American Bar Association
ADR	Alternative Dispute Resolution
AFELL	Association of Female Lawyers in Liberia
AFL	Armed Forces of Liberia
AfT	Agenda for Transformation (GOL)
AWP	Annual Work Plan
AU	African Union
BCCA	Bureau of Culture & Custom Affairs (MIA)
BCR	Bureau of Corrections and Rehabilitation
BIN	Bureau of Immigration and Naturalisation
BPPS	Bureau for Policy and Programme Support (UNDP)
CEDAW	Convention to Eliminate All Forms of Discrimination against Women
CJPC	Catholic Justice and Peace Commission
CPD	Country Programme Document (UNDP)
CRC	Constitutional Review Committee
DDR	Disarmament, Demobilisation and Reintegration
DEA	Drug Enforcement Agency
DFID	(UK) Department for International Development
DPKO	Department for Peacekeeping Operations
ECOWAS	Economic Community of West African States
ERU	Emergency Response Unit (LNP)
EVD	Ebola Virus Disease
FGM	Female Genital Mutilation
FIND	Foundation for International Dignity
FOHRD	Foundation for Human Rights and Democracy
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GFP	United Nations Global Focal Point for Police, Justice and Corrections
GMS	General Management Support (UNDP)
GOL	Government of Liberia
GOLPUT	Government of Liberia Plan for UNMIL Transition
HRBA	Human Rights-Based Approach
HRC	Human Rights Council
HRDDP	Human Rights Due Diligence Policy (UN)
HRM	Human Resources Management
HRPS	Human Rights and Protection Service (UNMIL)
HRW	Human Rights Watch
HTP	Harmful Traditional Practices
ICCPR	International Covenant on Civil and Political Rights
ICRC	International Committee of the Red Cross
IDLO	International Development Law Organisation
IDP	Internally Displaced Persons
INHRC	Independent National Human Rights Commission
INL	United States Bureau of International Narcotics and Law Enforcement
JSJP	Justice and Security Joint Programme (UNDP)
JSTF	Justice and Security Trust Fund (UNDP)
LACC	Liberian Anti-Corruption Commission
LDI	Liberia Democracy Institute
LISGIS	Liberia Institute of Statistics and Geo-Information Services
LINLEA	Liberia National Law Enforcement Association
LNP	Liberia National Police
LJ	Liberian Judiciary

LMC	Liberian Media Centre
LNBA	Liberian National Bar Association
LPAC	Legal Professional Development and Anti-Corruption (USAID)
LRC	Law Reform Commission (GOL)
MIA	Ministry of Internal Affairs (GOL)
MCP	Monrovia Central Prison (BCR)
MOGCSP	Ministry of Gender, Children and Social Protection
MOJ	Ministry of Justice
NCSC	National Civil Society Council
NPTA	National Police Training Academy (LNP)
NSC	National Security Council (GOL)
NHRAP	National Human Rights Action Plan
NHRIs	National Human Rights Institutions
PAG	Programme Advisory Group
PBC	Peacebuilding Commission
PBF	Peacebuilding Fund
PBO	Peacebuilding Office (GOL)
PBSO	Peacebuilding Support Office (UN)
PD	Prosecution Department (MOJ)
PDO	Public Defenders' Office (LJ)
PFL	Prison Fellowship Liberia
PME	Planning, Monitoring and Evaluation
POC	Protection of Civilians
PSD	Professional Standards Division (LNP)
PSU	Police Support Unit (LNP)
OCA	Office of the Court Administrator (LJ)
OCHA	Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the High Commissioner for Human Rights
OROLSI	Office of Rule of Law and Security Institutions (DPKO)
RAL	Rescue Alternatives Liberia
RBA	Regional Bureau for Africa (UNDP)
RBB	Results-Based Budget (UNMIL)
ROLJS	Rule of Law, Justice and Security
ROLSISS	Rule of Law and Security Institutions Support Service (UNMIL)
RF	Results Framework
Sida	Swedish International Development Cooperation Agency
SDGs	Sustainable Development Goals
SMC	Statement of Mutual Commitments
SOP	Standard Operating Procedure
SSR	Security Sector Reform
TCC	The Carter Centre
UNCAC	United Nations Convention against Corruption
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations International Children's Emergency Fund
UNMIL	United Nations Mission in Liberia (DPKO)
UNODC	United Nations Office on Drugs and Crime
UNPOL	United Nations Police
UNSC	United Nations Security Council
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UOL	University of Liberia
UPR	Universal Periodic Review (HRC)
USAID	United States Agency for International Development
WACPS	Women and Children Protection Section (LNP)

Table of Contents

Executive Summary	6
1. Situation Analysis	8
2. Rationale: A UNDP/UNMIL Joint Programme	12
3. Theory of Change & Deliverables	13
4. Strategy	22
5. Partnerships.....	27
6. Management Arrangements	28
7. Monitoring & Evaluation	30
8. Exit Strategy.....	31
9. Legal Context.....	32
10. Results Framework	33
Annex A: Risk Log	
Annex B: Overview of Justice and Security Institutions in Liberia	
Annex C: Mapping of Relevant Development Efforts in the Justice and Security Sectors	
Annex D: Budget	

Executive Summary

In an effort to ensure a more ‘joined-up’ approach to rule of law, UNDP and UNMIL have developed a joint rule of law, justice and security (ROLJS) programme which is aimed at successfully implementing UNMIL’s mandated tasks and, at the same time, facilitating a seamless transition to longer-term assistance by the UN Country Team (UNCT).¹ The programme was developed in close consultation with the Judiciary, the Ministry of Justice and other principal institutional counterparts to take forward the reform process and strengthen justice and security delivery for the Liberian people.

There is a clear need for ongoing investment in justice and security in Liberia. Public confidence in the ability of the justice system to uphold the rule of law is limited. The different rule of law institutions still suffer from substantial capacity deficits and are often unable to provide robust and effective access to justice and security services, particularly outside the capital. These institutional capacity gaps are further exacerbated by the corruption that still pervades all levels of government, the gaps and ambiguities in relevant legal and organisational frameworks, and the continued fragmentation across the justice-security continuum.

For ordinary Liberians, it is often difficult to access, let alone achieve, justice; in addition to the fact that the government institutions tasked to uphold, protect and realise the rights of the Liberian people are, on the whole, incapable of properly dispensing justice and security, many people seeking redress have nowhere to turn to. The majority of Liberians who come into contact with the law do not know the laws applicable to their case, do not understand legal processes and terminology, and do not have access to legal aid and assistance.

National counterparts at all levels have called for the UN system to extend and deepen their rule of law assistance and in-country donors/development partners have welcomed the prospect of ongoing UN engagement in the sector. By capitalising on the comparative advantages of each of the implementing partners, the programme will be geared towards further strengthening the different Liberian justice and security institutions, as well as continuing to build capacities at the grassroots level to ensure access to justice for local communities, with particular attention to the needs of women and children. In particular, the programme will focus on bringing about normative change, not only by strengthening internal accountability and oversight mechanisms and by enhancing performance management, but also by empowering civil society actors to actively monitor the performance of justice and security institutions and to ensure proper interest representation and feedback.

Following extensive consultations with an array of national and international partners, including the Judiciary and Ministry of Justice, this Joint Programme will work towards the following four priority outcomes:

1. Capacity of justice and security institutions strengthened and linkages forged;
2. Civil society contribution to rule of law and community access to justice enhanced;
3. Gender responsiveness of justice, security and legislative actors strengthened and women and girls’ access to justice and security improved; and
4. Capacity of key actors and stakeholders to monitor progress and results in rule of law development increased.

Interventions are informed by a coherent theory of change, building on the lessons learned during the UN system’s engagement with the Liberian rule of law sector since 2003. Capitalising on the comparative advantages of each of the implementing agencies, activities have been carefully designed to achieve outputs and contribute to outcome level change that impacts the lives of ordinary Liberians and engenders systemic resilience and human development.

¹ The programme is closely aligned with UNMIL’s results-based budget, or RBB. Indeed, a substantial component of the Joint programme’s planned activities and interventions are geared towards the implementation of the UNMIL mandate

The programme is buoyed by a number of important developments at the global level, including the establishment of the UN Global Focal Point for Police, Justice and Corrections (GFP). Launched by the Secretary-General in September 2012, the GFP represents a robust attempt from the highest levels of the UN to enhance in-country coordination and cooperation on rule of law, including through joint programming.

Indeed, ensuring a more ‘joined-up’ approach to rule of law development in Liberia will help deliver on UNMIL’s mandated priorities and, at the same time, achieve greater coherence between the mission and the UNCT. This will allow them to leverage their human and financial resources and build upon their respective strengths and comparative advantages. In addition, it will help to build a sense of team, allow the UN system to speak with one voice, and increase the collective impact of the interventions in the rule of law sector.

The programme will build on the extensive experience of both UNDP and UNMIL, and represents an important effort to maximise the resources and expertise of the UN to ‘deliver as one’ to enhance justice and security for the Liberian people. This is particularly important in the current context of transition, as it will allow UNMIL to identify and transfer tasks to UNDP in an effective and responsible manner. Moreover, it will help ensure that UNDP prioritises UNMIL’s mandated tasks, and that it is capable of delivering on them effectively. The programme will work in close coordination and collaboration with other UN agencies, funds and programmes, as well as other international and national partners, to ensure complementarity and promote synergy.

The programme will rely on and strengthen coordination and cooperation with and between national counterparts, supporting national ownership and nationally-driven sustainable processes. Indeed, the effective implementation of the programme relies upon coordination and collaboration with the Judiciary, the Ministry of Justice and other principal national counterparts as they take forward the national rule of law reform process. In addition, UNDP and UNMIL will maintain effective and interactive partnerships with donors and development partners. Given the particular context of the Liberia, the programme is careful to build in contingency planning and risk management for alternative circumstances that may arise, including UNMIL’s eventual withdrawal.²

² It should be noted that UNMIL’s participation in the programme is contingent upon extension of its mandate by the Security Council. As such, UNMIL’s involvement with the joint programme may end prior to completion of the three-year programme

1. Situation Analysis

Context

Liberia, which gained independence in 1847, has had a long history of political instability and economic stagnation. The country's civil war (1989-2003) claimed the lives of over 250,000 people and caused the displacement of at least 850,000 others. Rape and other forms of sexual violence became an integral part of the pattern of violence that was inflicted upon targeted communities, creating a culture of impunity for SGBV which has left a lasting legacy. The protracted conflict severely undermined the development of the country's economic and social infrastructures, and contributed to intensifying the already widespread poverty.

The peace agreement signed in August 2003 marked the beginning of the country's transition to democracy. Under the auspices of a government of national unity, presidential and legislative elections were held in October 2005 and following a successful run-off against former football star George Weah, Ellen Johnson Sirleaf was sworn in as president in January 2006. She was re-elected in 2011 and is currently serving her second and final term. The next elections will take place in October 2017 and the new government is expected to be sworn in in January 2018. The Johnson administration has endeavoured to address the root causes of the conflict, and work towards attaining the peace- and state-building goals articulated in the New Deal (2011). With strong support from the international community, the country has in large measure managed to steer clear from further strife and conflict, affording the Liberian people a modicum of normalcy and the prospect of a better future.

Furthermore, the Liberian government has articulated a clear vision for the future of the country: its national development plan National Vision: Liberia Rising 2030 sets forth the government's long-term development goals, including becoming a middle-income country by 2030. The Agenda for Transformation (2013-2017) details the targets and objectives to be achieved in the short term, i.e. during a five-year period. Focussing on boosting economic growth and becoming a more prosperous and more inclusive society, the Agenda for Transformation is supported by four main pillars, including: a) Rule of Law, Justice and Security; b) Economic Transformation; c) Democratic Governance; and d) Human Development. In addition, the Agenda for Transformation formulates a number of cross-cutting objectives, including with regard to gender equality, women empowerment, youth empowerment, and human rights.³

These national development priorities have been fully integrated into the policies of the UN system, with this complementary synthesis most clearly reflected in the four pillars of the United Nations Development Assistance Framework (UNDAF) which mirror those contained in the Agenda for Transformation. In keeping with the Agenda for Transformation, the first pillar of the UNDAF emphasises the need to strengthen social cohesion, manage ethnic, political and religious tensions, and promote peaceful conflict resolution. Therefore, UN rule of law assistance is mainly geared towards enhancing the capacity of the different justice and security institutions at the local level, and strengthening access to justice, security and protection services beyond the capital Monrovia.

Yet, while the various policy documents and frameworks are well-aligned, Liberia is still highly vulnerable to shocks and emergencies, and much remains to be done to reduce risks and avert major development setbacks. The Ebola outbreak left more than 4,800 people dead and eroded some of the important gains Liberia had made in reducing poverty and fragility. The epidemic caused a considerable slowdown of the Liberian economy: real GDP growth dropped from 8.7% in 2013 to less

³ Liberia is a party to various international human rights treaties and several regional instruments, including the International Covenant on Civil and Political Rights (ICCPR), the International Covenant on Economic, Social and Cultural Rights (ICESCR), the Convention against Torture, Cruel and other Degrading Treatment and Punishment (CAT), the Convention on the Elimination of Racial Discrimination (ICERD), the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Convention on the Rights of the Child (CRC), the Convention on the Rights of Persons with Disabilities (CRPD), and the African Charter on Human and Peoples Rights (ACHPR)

than 1% in 2014 and it is expected that it will take many years for the economy to fully recover from the Ebola crisis.

From 2005 onwards, the Liberian economy witnessed some strong growth, not only as a result of vast amounts of foreign aid but also as a result of increased agricultural production and growing exports. However, the impressive economic growth seems to have benefited only a small fraction of the Liberian population; according to the World Bank, 64% of the population lives below the poverty line and 30% live in extreme poverty. In 2013, the gross national income per capita amounted to less than US\$ 455, making Liberia one of the poorest countries in the world.

Economic marginalisation is by no means the only potential driver of conflict. As articulated in the Agenda for Transformation, other potential conflict drivers include: political and social exclusion, nepotism and corruption, weak governance structures and institutions, as well as the legacy of extreme violence and brutality. Evidently, this underlines the continuing need for conflict-sensitive efforts to strengthen state-society relations and to nurture the process of reconciliation and peacebuilding.

A few years ago, the Security Council instructed UNMIL to start the process of scaling down its operations: the mission's troop strength has dropped from 15,250 military personnel in 2007 to 1,240 military personnel in 2016. Similarly, the number of police personnel has dropped from 1,375 in 2007 to 606 in 2016. As UNMIL continues to downsize, the government was expected "to assume fully its complete security responsibilities from UNMIL no later than 30 June 2016."⁴ While the preparations for the UNMIL drawdown have been ongoing for quite some time already, the government still faces a number of immediate resource gaps that need to be plugged urgently in order to ensure a successful transition.

Efforts to strengthen the rule of law in Liberia

In recognition of its critical role in preventing conflict and violence, protecting and upholding human rights, and, more broadly, enabling sustainable and inclusive development, strengthening the rule of law has been a central tenet of Liberia's peace- and state-building efforts. However, the challenges are enormous: even prior to the civil war, the formal justice system was perennially weak, lacking qualified personnel and suffering from major institutional capacity gaps. Worse still, patterns of patronage and nepotism were already well-established, resulting in a deep mistrust of the very institutions tasked with defending and upholding the rights of ordinary citizens.

During the civil war, the state all but collapsed and ordinary Liberians were left without any protection from the violence that was inflicted upon them by the various warring factions. The sheer scale and seriousness of these war-time atrocities fundamentally devalued the societal norms and beliefs relating to respect for human life and dignity, and have left a deeply damaging legacy expressed in extremely high rates of violent crime, including SGBV.⁵ Thus by the end of the war, the Liberian rule of law sector required an effort not only aimed at 'restoration' to its pre-war state, but a more fundamental effort to re-establish the country's overarching normative framework which governs and shapes public and private actions. This process takes time and requires a concerted effort, involving a wide range of actors and stakeholders emanating from diverse powerbases, such as those grounded in religion and custom as well as state, civil society and community actors.

⁴ See: Security Council resolution 2190 (2014)

⁵ Liberia continues to record high incidences of rape, domestic violence and other forms of SGBV. The causes of such violence are many, including entrenched socio-cultural factors which sustain gender-based discrimination, weak institutional mechanisms to address SGBV, and knowledge and information gaps that continue to impede women's access to justice. Over a decade has passed since the end of the civil war, but incidence of SGBV has not diminished. Numerous studies reveal an extremely high prevalence of SGBV. According to Liberia, government 6,277 cases were reported during the period 2010-2012. However, these probably represent only a fraction of the violations. According to the UNPOL, the LNP recorded 430 rape cases in 2013. However, only 140 cases were prosecuted, while 291 cases are still pending or under investigation. Similarly, 1,127 incidents of domestic violence were reported; however, only 226 people were actually charged

In addition to rebuilding the country's overarching normative framework, it was (and still is) necessary to focus on increasing adherence to key rule of law principles, such as equality before the law, fairness in the application of the law, and avoidance of arbitrariness, and on sustainably developing the capacities of the different institutions to provide robust and effective access to justice, security and protection services.

To this end, the Liberian government has successfully forged partnerships with UNMIL as well as the members of the UNCT, many of which have played a critical role in developing the justice and security sectors. As part of its larger efforts to consolidate peace and stability across the country, UNMIL has helped to implement the government's broader rule of law agenda, including by strengthening legal and regulatory frameworks, enhancing the capacities of the Liberia National Police as well as other law enforcement agencies, and forging inter-institutional linkages across the justice chain.

Since its establishment in 2003, UNMIL was tasked with various mandates to, amongst others, protect civilians, assist with the reformation of justice and security institutions, and promote and protect human rights. Support for the reformation of justice and security institutions has been particularly important, as critical institutions needed to be reformed and often rebuilt in the wake of the civil war. To that end, UNMIL has taken an active role in initiating and supporting critical legislative and policy reforms, promoting institutional reorganisation, developing internal and external oversight mechanisms, and providing human and infrastructure development in the justice and security sectors.

Through its efforts, for instance, the Bureau of Corrections and Rehabilitation (BCR) has been overhauled, correctional facilities established across most of the country (often with Quick Impact Project funding), prison staff trained and deployed, and active mentorship provided. Similarly, the Liberia National Police (LNP) have reformed and expanded its footprint to every county, with specialised units and investigative capacities. This also entailed developing new policies and standard operating procedures to bring the LNP into conformity with international standards. Assistance to the Judiciary and Ministry of Justice (MOJ) included training magistrates, prosecutors and public defenders, and providing intensive mentoring to increase capacity and maintain momentum. Two specific examples of UNMIL's assistance include the establishment and operation of the SGBV Crimes Prosecution Unit and the deployment of public defenders to all 15 counties.

Welcoming the country's overall progress toward restoring peace, security and stability in Liberia, the Security Council affirmed that the Liberian government would assume full responsibilities for security no later than 30 June 2016 in resolution 2190 (2014). By March 2015, the National Security Council endorsed the Government of Liberia Plan for UNMIL Transition (GOLPUT), which set out benchmarks and activities in advance of the security transition, which reflects the contents of the Agenda for Transformation and the National Security Strategy, which amongst others, calls for engaging communities, improving operational effectiveness, reducing corruption, and increasing public confidence by addressing the oversight, professionalism and legitimacy within the security sector.

Under Security Council resolution 2239 (2015) through resolution 2308 (2016), the current mandate, UNMIL is tasked with, amongst others: 1) engaging in the protection of civilians; 2) assisting the government with the reform of justice and security institutions, including through security sector reform, and the organisation of the LNP and BIN with a focus on developing leadership, internal management and accountability; and 3) carrying out the promotion, protection and monitoring of human rights in Liberia, in particular for abuses against women and children, and support government efforts to combat SGBV. Notably, resolution 2239 through resolution 2308 explicitly invites bilateral and multilateral cooperation for judicial and security sector reform initiatives. The current UNMIL mandate runs through December 2016, and the terms of its future mandate is under discussion.

With the support of the Peacebuilding Support Office (PBSO) and the Peacebuilding Fund (PBF), UNDP and UNMIL have also played an important role in enhancing justice and security service

delivery, particularly through the establishment of regional justice and security hubs. These hubs are geared towards regionalising public service delivery, i.e. providing better access to effective, equitable and affordable justice and security services outside the capital Monrovia. By ‘clustering’ justice and security service providers, the hubs are also designed to strengthen functional inter-institutional linkages and to address the continued fragmentation across the justice-security continuum. The hubs are located in the following county capitals and cover the following counties:

- Regional hub 1: Gbarnga (Bong, Lofa, Nimba)
- Regional hub 2: Zwedru (Grand Gedeh, Sinoe)
- Regional hub 3: Harper (Grand Kru, Maryland, River Gee)
- Regional hub 4: Buchanan (Grand Bassa, Margibi, River Cess)
- Regional hub 5: Tubmanburg (Bomi, Gbapolu, Grand Cape Mount)

The first regional hub was established in Gbarnga (Bong) in 2011. Despite a series of setbacks and delays, several important improvements in public service delivery were documented following the establishment of this pilot hub. As highlighted in several progress reports, the police demonstrated increased capacity to promptly intervene in, and prevent escalation of, communal conflicts, significantly increasing public confidence in local law enforcement.

The deployment of additional prosecutors, judges and public defenders helped reduce case backlogs and increase the speed of trials. Newly deployed probation officers managed to reduce the number of prison inmates, while a government-led pre-trial detention taskforce worked on reducing the number of remanded detainees awaiting trial for minor offences.⁶ Public awareness of the availability of justice, security and protection services was expanded through the establishment of a local public outreach office. Through cooperation with the Independent National Human Rights Commission (INHRC), human rights monitoring was conducted on a regular basis, helping to raise awareness amongst both duty-bearers and rights-holders of basic human rights norms and standards.

The rollout of services as part of the so-called hubs project in Zwedru (Grand Gedeh) and Harper (Maryland) commenced in 2013. Drawing on the experience and lessons learned during the establishment and rollout of the pilot hub in Gbarnga, greater emphasis was put on working within existing infrastructure wherever possible, and the need to use and build on existing capacities to improve the quality and efficiency of public service delivery.

Yet, despite these concerted efforts, a number of obstacles continue to hinder more rapid progress in the justice and security sectors. These include, *inter alia*: institutional capacity deficits and inefficiencies; insufficient oversight of the justice and security sectors, including by civil society; inadequate coordination among principal rule of law actors; the slow speed of judicial decision-making; entrenched discriminatory attitudes and behaviours; and endemic corruption which continues to undermine public trust and confidence. At the same time, legal pluralism and the lack of legal aid and legal literacy remain critical national level issues. For most ordinary Liberians and especially for women and children, informal justice processes remain the dominant, if not the only system realistically available to resolve disputes.⁷ This is despite them frequently delivering inequitable results and poor rights protection.

Public understanding of the formal justice system remains poor. This has repercussions on two levels. First, it has practical effect on the progression of cases. Plaintiffs often do not follow up on their cases an arrest is made. Hence, perceptions of corruption are also heightened when those who have been

⁶ According to the UPR (2015), the pre-trial detention rate for the entire country used to be as high as 83%. The average length of pre-trial detention is 169 days but some detainees spend up to four years in prison awaiting trial. Indeed, some detainees spend more time waiting for trial than the maximum sentence for their alleged crimes

⁷ A recent survey found that rural Liberians pursue justice almost entirely through traditional means. Reportedly, only four percent of criminal cases and three percent of civil cases were lodged with formal courts. See: Looking for Justice: Liberian Experiences with and Perceptions of Local Justice Options (United States Institute of Peace, 2009)

arrested are subsequently released, whether on bail or for lack of probable cause. Second, it continues to exacerbate the divisions that have defined Liberia's history. The formal justice system has, historically, been the preserve of urban elites. By Liberia's poor, it is seen as unreliable and fallacious. A public more aware of what it should be able to expect from the justice system will be better equipped to make these expectations reality and advocate for improvements in service delivery.

2. Rationale: A UNDP/UNMIL Joint Programme

Against this backdrop, UNDP and UNMIL intend to jointly implement a comprehensive ROLJS programme, which, it is hoped, will allow for a poised transition of the UN presence in Liberia, and will assist UNDP in stepping up its programmatic engagement as UNMIL continues to downsize.

Indeed, there is a clear need for ongoing investment in justice and security in Liberia. Public confidence in the ability of the justice system to uphold the rule of law is limited. The different rule of law institutions still suffer from severe capacity deficits and are largely unable to provide robust and effective access to justice and security services. These institutional capacity gaps are further exacerbated by the corruption that still pervades all levels of government, the gaps and ambiguities in relevant legal and organisational frameworks, and the continued fragmentation across the justice-security continuum.

For ordinary Liberians, it is highly difficult to access, let alone achieve justice: in addition to the fact that the government institutions tasked to respect, protect and fulfil the rights of the Liberian people are, on the whole, incapable of properly dispensing justice and security, many people seeking redress have nowhere to turn to. The majority of Liberians who come into contact with the law do not know the laws applicable to their case, do not understand legal processes and terminology, and do not have access to legal aid and assistance.

National counterparts at all levels, including the Judiciary, have called for the UN system to extend and deepen their rule of law assistance. In-country donors/development partners have welcomed the prospect of continued UN engagement in the sector to deliver on the peacebuilding priorities set out in the new SMC.

The UNDP/UNMIL Joint Programme is buoyed by a number of important developments at the global level, including the establishment of the UN Global Focal Point for Police, Justice and Corrections (GFP). Launched by the Secretary-General in September 2012, the GFP represents a robust attempt from the highest levels of the UN to enhance in-country coordination and cooperation on rule of law, including through joint programming.

Indeed, ensuring a more 'joined-up' approach to rule of law development in Liberia will help achieve greater system-wide coherence and allow UNDP and UNMIL to leverage their human and financial resources, build upon their respective strengths and comparative advantages, and avoid duplicate efforts. In addition, it will help to build a sense of team, allow the UN system to speak with one voice, and increase the collective impact of the interventions in the rule of law sector.

Both UNDP and UNMIL have extensive experience and expertise in supporting the Liberian government in its efforts to advance justice and security sector reform. A more 'joined-up' approach to rule of law development in Liberia will help achieve greater system-wide coherence and deliver better results. It will allow for specific areas of complementary substantive and technical expertise to flourish, adding value by 'cross-pollinating' work streams. For example, by embedding UNMIL's advisory role vis-à-vis the different Liberian rule of law institutions in the context of a larger rule of law intervention, it will become possible for those advisors to support system-wide linkages and functionality between the institutions, and between institutions and civil society.

The programme will build on the extensive experience of both UNDP and UNMIL, and represents an important effort to maximise the resources and expertise of the UN to 'deliver as one' to enhance

justice and security for the Liberian people. This is particularly important in the current context of transition, as it will allow UNMIL to identify and transfer tasks to UNDP in an effective and responsible manner. Moreover, it will help ensure that UNDP prioritises UNMIL's mandated tasks, and that it is capable of delivering on them effectively, including by making available programmatic funding.⁸

Against this backdrop, the programme signifies and articulates UNDP and UNMIL's decision to leverage their human and financial resources and come together under a joint programming framework. Aimed at enhancing the overall coherence, effectiveness and efficiency of the ROLJS support provided, the programme will provide an opportunity to engage a broad range of donors/development partners across both the justice and security sectors to deliver on their mandates, attain shared development goals, maximise resources, and enhance coordination and cooperation.

Beyond specific areas of complementary substantive and technical expertise, which will add value by aligning work streams, there is much to be gained specifically by leveraging UNMIL's advisory role vis-à-vis the different justice and security institutions in the context of a larger rule of law intervention. At the same time, the programme will help ensure a more harmonised and coherent directional 'push', which will be especially critical to overcome political obstacles in the course of programme implementation.

3. Theory of Change & Deliverables

Problem statement

A rule of law system insufficiently effective to realise and protect the rights and needs of the population, especially women and children, thus hindering efforts to strengthen state-society relations and build a society based on justice, security and human rights.

Barriers to the change

As evidenced in the contextual analysis above, several barriers negatively affect the ability of citizens, especially women and children, to access justice and security services capable of realising and protecting rights and enhancing the rule of law in Liberia. These include not only the severe institutional capacity deficits across the entire justice chain, the lack of coordination amongst the principal justice, security and protection actors, and the systemic corruption at every level of government, but also the lack of legal aid and assistance, low legal literacy levels, especially amongst women, and the limited civil society monitoring and advocacy capacities.

The resulting erosion of citizens' trust in government institutions, and the erosion of the social fabric could have far-reaching implications for the peace and stability of the country: the government's inability to sustainably improve justice and security service delivery renders Liberia vulnerable to shocks, with the potential to sustain further cycles of conflict and deepen social exclusion and discrimination.

Overarching change hypothesis

Improving the capacities of, and forging linkages between, institutional and civil society actors will enable the rule of law system to become more equitable and accountable to the rights and responsive

⁸ There are no legal or regulatory impediments to using mission budgets to pay for (joint) programming or to making available mission resources to members of the UNCT; in fact, there are several important policy documents and guidelines that argue in favour of a more 'joined-up' approach, particularly in the context of reconfiguring the UN presence in mission transition countries. In 2012, for example, UNMIT agreed to allocate up to US\$ 2.25 million to allow the UNDP CO in Timor-Leste to carry-out an array of rule of law activities seen to be "contributing to the implementation of the mission mandate"

to the needs of the population, especially those of women and children. This will, in turn, strengthen state-society relations and help build a society based on the rule of law.⁹

Evidence in support of proposed approach

While the Liberian context is unique in many respects and the country's continuous state of flux requires a flexible and constantly evolving approach that is locally driven, the change hypothesis is broadly consistent with the ever-growing body of literature on the topic. The 2011 *World Development Report*, for example, suggests that strengthening state legitimacy and investing in citizen justice and security are essential to preventing the resumption of violent conflict and maximising development prospects.¹⁰ Indeed, societies are particularly vulnerable to shocks when their institutions lack the capacity and the legitimacy to protect citizens from abuse, or provide equitable access to justice.

The 2015 *Report of the High-Level Independent Panel on United Nations Peace Operations* also stresses the importance of preventing conflict and sustaining peace, including by supporting the development of the rule of law and by contributing to efforts to uphold and protect human rights.¹¹ In its report, the panel also highlights the fact that rule of law development often is a prime concern and important priority for national governments themselves, particularly in countries emerging from conflict. The panel points to the fact that the g7+ group of conflict-affected countries identified investments in the rule of law sector as one of the most important peacebuilding priorities, both as a means of addressing fragility and eradicating extreme poverty.

The relevance of the change hypothesis is moreover exemplified in best practices around the world, from Somalia, to Palestine, to Timor-Leste.¹² The 2011-2012 edition of *Progress of the World's Women* focusses specifically on justice issues and identifies the importance of adopting a holistic approach to making justice systems work for women. The UNDP/UNMIL Joint Programme is based on such an approach and takes into account all recommendations relevant to the Liberian context, including underpinning gender-sensitive law reform, strengthening the gender responsiveness of relevant justice, security and legislative actors, and supporting local women's groups and organisations.

Some of these aspects have already been integrated in the rule of law assistance provided in Liberia in recent years. Despite the challenging conditions, and while much remains to be done, there is some evidence to suggest that the rule of law situation is gradually improving and that the desired social contract is progressively developing. However, the aim is not merely to keep things moving along this generally encouraging trajectory, but to accelerate positive change and to address those areas in need of greater attention. One is the rather obvious but often overlooked fact that change only occurs through building relationships between people and that bringing the right actors into contact and 'on board' with change processes are key to their success. Change can be accelerated by piloting and

⁹ The UN Secretary-General defines the rule of law as 'a principle of governance in which all persons, institutions and entities, public and private, including the State itself, are accountable to laws that are publicly promulgated, equally enforced and independently adjudicated, and which are consistent with international human rights norms and standards. It requires, as well, measures to ensure adherence to the principles of supremacy of law, equality before the law, accountability to the law, fairness in the application of the law, separation of powers, participation in decision-making, legal certainty, avoidance of arbitrariness and procedural and legal transparency'. See: Report of the UN Secretary-General: The Rule of Law and Transitional Justice in Conflict and Post-Conflict Societies (United Nations, 2004)

¹⁰ See: World Development Report - Conflict, Security and Development (World Bank, 2011)

¹¹ See: Report of the High-Level Independent Panel on United Nations Peace Operations - Uniting Our Strengths for Peace: Politics, Partnership and People (United Nations, 2015)

¹² See, for instance, Strengthening the Rule of Law in Conflict-affected and Fragile Situations: UNDP Global Programme Annual Report 2014 (UNDP, 2015): in Somalia, the deployment of additional police officers in and around Mogadishu has helped strengthen human security for local communities; in Palestine, legal aid clinics have facilitated the resolution of hundreds of disputes in a peaceful manner, bringing peace to many neighbourhoods and facilitating economic development; in Timor-Leste, building an entire justice sector from the ground up has been a key priority since the country's independence in 2002, with national ownership of this process considered to be central to transformative change

adapting innovative approaches and then socialising them through diverse and inclusive networks. Innovation and adaptation are key to finding approaches that work in a given context.

At the same time, several studies highlight how the short timeframe in which transformational change is expected is often unrealistic. The World Bank found that institutional transformation occurs over a generation and typically takes 15-30 years.¹³ Another study found that even the fastest moving countries took an average 41 years to achieve significant transformation in the rule of law.¹⁴ It is also relevant that a typical trajectory of change does not occur in a linear fashion, but often involves a period of major regression or chaos while a new status quo is being developed that refines the nature of the relationship between state, society and the law. Often it is during this period of chaos that the real work of change and transformation occurs driven by a combination of innovation and necessity.

The rule of law is based on justice and security - two of the most essential prerequisites for sustainable peace and development. It is therefore necessary to ensure a holistic and integrated approach and develop the capacities of both justice and security institutions, while ensuring that both are subject to civilian government oversight.

As the 2011 *World Development Report* also emphasises, “coordination across justice agencies is critical to reduce impunity, and [in order for reforms to be successful] effective linkages including with the judiciary must exist between the police and other justice institutions, and public prosecutors.” Women and children are especially prone to fall into cracks if linkage gaps are not addressed in a concerted fashion. By scaling up engagement with elements of the Liberian rule of law sector in carefully identified areas, therefore, the programme assumes a more holistic approach to strengthening accountability and enhancing the functional linkages across the entire justice chain - a critical element in this theory of change.

In addition, it should be noted that civil society is particularly well-placed to help bolster grassroots demand for justice and security services. Civil society organisations, with their capacity to ‘look both ways,’ can effectively bridge gaps by facilitating, translating and launching citizen demands for justice and security, into the realm of institutional processes. When these efforts are focused on drawing out the problems and demands of socially disadvantaged groups, the impact can be radical and dramatic. Community legal empowerment approaches and legal aid services have the potential to rewrite the relationship between marginalised individuals and the state. When capacity to provide legal aid is built to systemic proportions, it can contribute to a recalibration of relations between marginalised groups and the state, including by arming disadvantaged individuals with legal knowledge and the means to bring legal actions and giving them a voice in institutions which cannot be ignored.

Deliverables

Four priority outcomes have been identified as the necessary building blocks, or pillars, for achieving the desired change as per the overarching change hypothesis. The paragraphs below illustrate in more detail how these four outcomes will effectively ensure the link between activities, outputs, and the fulfilment of the programme’s stated purpose - that of increasing the responsiveness, coherence and accountability of government institutions and civil society to provide equitable justice and security to the entire population.

¹³ See: World Development Report - Conflict, Security and Development (World Bank, 2011)

¹⁴ See: Fragile States: Stuck in a Capability Trap? (World Bank, 2011)

Outcome 1: Capacity of justice and security institutions strengthened and linkages forged

- 1.1: Civilian oversight of the justice and security sectors strengthened, including by supporting the relevant parliamentary committees and sub-committees*
- 1.2: Institutional capacity of the Liberia Judiciary enhanced, with a focus on decentralising justice and security services and improving case flow management*
- 1.3: Institutional capacity of the Ministry of Justice enhanced, with a focus on improving sector-wide planning and policy-making processes*
- 1.4: Institutional capacity of the Ministry of Internal Affairs enhanced, including by supporting the development of a national early warning and early response mechanism*
- 1.5: Institutional capacity of the Liberia National Police enhanced, with a focus on strengthening (internal) accountability and oversight and advancing the concept of community policing*
- 1.6: Institutional capacity of the Bureau of Immigration and Naturalisation enhanced*
- 1.7: Institutional capacity of the Prosecution Department enhanced*
- 1.8: Institutional capacity of the Bureau of Corrections and Rehabilitation enhanced, with a focus on further developing staff capacity, investing in vocational activity facilities, and introducing the concept of alternative sentencing*
- 1.9: Institutional capacity of the Independent National Human Rights Commission enhanced, with a view to ensuring compliance with the Paris Principles*
- 1.10: Legislative drafting skills enhanced across the legislative chain, with a focus on systematising law-making approaches and ensuring broader inclusion of societal groups and perspectives*
- 1.11: Inter-institutional linkages forged, with a view to addressing the continued fragmentation of the justice-security continuum*

Drawing on the programme's underlying theory of change, strengthening the institutional capacity of the Government of Liberia to provide justice and security services in an effective and accountable manner and to enhance public trust and confidence is critical. To this end, capacity development support will target the legislative, judicial and executive branches of government. As such, programmatic counterparts include the Legislature, the Judiciary, as well as the Ministry of Justice, the Ministry of Internal Affairs, the Liberia National Police, the Bureau of Immigration and Naturalisation, the Prosecution Department, the Bureau for Corrections and Rehabilitation, and the Independent National Human Rights Commission. To the extent possible, the capacity development effort will be carefully balanced between the different branches to ensure measured, comparable and properly sequenced development that reinforces each institution's proper mandate.

While the Liberian government has taken a number of important steps to address some of the systemic gaps and bottlenecks across the sector, a lot more needs to be done to sustainably enhance capacities across the justice chain to properly investigate, prosecute and adjudicate cases and to increase overall adherence to fair trial standards, especially in the counties where judicial and administrative oversight is diminished. A recent survey conducted by the World Justice Project suggests that Liberians do not trust that justice and security institutions can or will protect their rights: in addition to the lack of proactive investigation methods, poor evidence collection and inadequate witness protection, they listed incompetence, prejudice and corruption as the main challenges facing the rule of law sector.¹⁵

As such, the proposed interventions are all geared towards sustainably improving public service delivery, particularly by developing capacities at the grassroots level and increasing the institutional responsiveness to community justice and security needs. By facilitating the deployment of additional judges, prosecutors, public defenders and human rights monitors and by providing tailored operational

¹⁵ See: <http://worldjusticeproject.org>

support at the local level, the programme intends to strengthen the presence, reach and capacity of the formal justice system and sustainably enhance the government's ability to respond to local communities' justice and security concerns.

To that end, the programme is geared towards strengthening the Judiciary's capacity to vindicate the rights of individuals and ensure their rights. It also entails achieving greater adherence to fair trial standards, many of which are also explicitly provided for in the Constitution of 1986.¹⁶ While improvement is needed across the full spectrum of fair trial standards, UNDP and UNMIL aim to tackle some of the most glaring shortcomings through interventions with the Judiciary that are aimed at addressing the right to freedom from arbitrary detention, the right to counsel and to a prompt and fair trial, and the right to minimum conditions of detention. Indeed, it is hoped that the programme will contribute to the protection of the rights of the accused and significantly reduce pre-trial detention levels, including by assisting with the establishment of a plea bargaining system.

Similarly, for communities to tangibly feel that they enjoy effective state protection, they need to be confident that they can readily sound an alarm or contact relevant authorities and that those authorities will respond promptly and professionally. A proximate presence is also required to undertake effective crime and conflict prevention activities in local communities, as it is only through being closely attuned to local tensions that it is possible to defuse them before they escalate.

Indeed, the programme seeks to sustainably enhance public engagement on safety and security related matters, particularly at county level. Following the collapse of the state during the civil war, communities resorted to vigilantism to protect themselves from security threats. However, these groups often operated with impunity and became security threats themselves, highlighting the need for the right balance to be struck between enhancing community involvement in security, and maintaining a state monopoly over the use of force.

A community policing model aims to strike this balance, by involving a wide spectrum of community members in identifying and indeed meeting community security needs.¹⁷ In recognition of this, the government is working to strengthen grassroots approaches to safety and security, including through re-orientating civil policing towards a strategy of community policing, and by establishing local security councils to provide a strong community link with local authorities and early warning of emerging local security challenges.

A further important aspect of community approaches to security is to ensure that they are inclusive and involve diverse community members including women, children, and other marginalised groups. This is so that their views and needs are also included in community security efforts, such as their need for protection from domestic violence. Thus, the overall aim of these efforts is to create an inclusive, people-centred approach to security, which increases community confidence in the ability of the state to create and maintain a secure environment, and enhances respect for the rule of law.

Furthermore, the programme will work to further enhance the capacity of the different justice and security institutions to undertake strategic planning, propel their own development and work according to institutionalised policies and procedures - particularly by way of strengthening the leadership and coordination role of the Ministry of Justice. Its Programme Management Unit has particular responsibility for providing leadership and coordination for the hubs, thus the efficacy of the management of all five hubs relies upon the capacity of the Programme Management Unit to fulfil this role. This is complex, especially as it necessitates ongoing close coordination and planning across more than six different institutions and agencies, each with their own distinct yet complimentary roles, and with their own unique institutional context and culture and differing approaches to both technical and operational matters.

¹⁶ See Articles 16, 20 and 21 which, together, comprehensively cover these rights

¹⁷ As such, the programme will support the rollout and implementation of the LNP's community policing policy, which was adopted in March 2016

The programme will also support all components of the justice-security chain to improve their records management and archiving, an activity closely related to case management. At present, the lack of systems as well as storage capacities hinders the ability of institutions or members of the public to access and retrieve records. This can have serious implications for the management or presentation of cases, and thus the fairness of trials. Poorly managed records also create greater vulnerability to corruption as files can be pulled or 'lost' more easily or records altered.

A strategic focus on the systematisation and democratisation of legislative drafting approaches will contribute to law reform efforts, essential for achieving improved functioning of the justice system, while improving coordination and cooperation amongst the main rule of law actors is regarded a critical cross-cutting objective of the programme. Meanwhile anti-corruption efforts remain critical, as corruption represents a major threat to the development and availability of equitable rule of law services for all. Besides building capacities in the individual institutions, emphasis will be placed on the coordination and functional cooperation between them.

In terms of *how* these capacities within institutions will be built, UNDP and UNMIL have carefully reviewed their institutional capacity development experiences and designed a strategic, targeted approach which will build upon successful methods while modifying others to address areas of continuing need and gaps. The change sought will be achieved through employing three key approaches.

First, as the functions of the institutions concerned are all inter-related, the capacity development effort will be carefully balanced between the different institutions to strengthen the justice chain as a whole. Second, the change will be achieved through concentrating upon sustainably strengthening capacities across a number of critical areas necessary to drive institutional development. These include *inter alia*, planning and policy development; budgeting; data collection and analysis; monitoring and evaluation; human rights (including gender) mainstreaming; and case management processes. These processes will have an outward public service orientated focus to ensure that institutions become more responsive to prevailing justice and security needs and will be implemented through an inclusive democratic frame engaging civil society partners.

The third prong is to develop strong relationships with the senior management of each institution to ensure institutional ownership and carriage of change processes and to also provide senior officials with opportunities for professional development to build their capacities to lead and usher in reform processes within nascent institutional environments. To the greatest extent possible, change processes themselves will be institutionalised to ensure their sustainability long beyond the life of the programme, and will be linked together to enable cross-institutional learning and boost resilience to fluctuations within individual institutional environments.

It should be noted that UNDP and UNMIL intend to ensure full compliance with the UN Human Rights Due Diligence Policy (HRDDP) throughout the implementation and delivery of the programme.¹⁸ Developed in 2013, the HRDDP sets out measures that all UN entities must take in order to ensure that any support they may provide to non-UN security forces is consistent with the purposes and principles as set out in the UN Charter and with its responsibility to respect, promote and encourage respect for international human rights and humanitarian law. Indeed, such support will be specifically geared towards assisting security organisations at ensure that compliance with these principles and bodies of law becomes the norm.

¹⁸ See: Identical letters dated 25 February 2013 from the Secretary-General addressed to the President of the General Assembly and to the President of the Security Council (United Nations, 2013)

Outcome 2: Civil society contribution to rule of law and community access to justice enhanced

- 2.1: Capacity of CSOs/CBOs strengthened to deliver quality legal aid services to disadvantaged individuals and communities
- 2.2: Quality of legal profession strengthened to enhance community access to justice and security
- 2.3: Support an enabling environment conducive to increasing citizen oversight and community access to justice
- 2.4: Engagement with informal justice actors and processes to increase observation international standards

While effective and accountable rule of law institutions and solid coordination are essential for sustainable protection and development, change will be swifter and more resonant if it is also driven by grassroots demands. Citizens must be empowered to demand change and access to improved services at the community level, including through advocacy on justice and human rights, and increasing provision of legal aid and assistance. By supporting CSOs to strengthen delivery of quality legal aid services - including via direct grants and through the establishment of a network of legal aid providers in conjunction with the Liberian National Bar Association - the programme will help ensure that immediate barriers to justice are overcome.

Indeed, legal aid provides a practical vehicle for individuals to realise state protection and their human rights. At present, capacity and willingness within the legal profession to provide legal aid or *pro bono* services is limited and thus there is an urgent need to develop these and expand the actors to include paralegals. In recognition that women and children often have particularly complex access and legal needs, under this outcome civil society organisations will be supported to tailor their services to the needs of women and children. This will be done by providing them with training on how to provide legal assistance to these groups, and also by providing technical assistance on adapting their service delivery models to make them as accessible and relevant to beneficiaries as possible. Civil society organisations will also be supported to expand their legal aid services that target vulnerable groups, especially women and children.

Ultimately, a national, institutionalised legal aid scheme is the best means of ensuring sustainability of legal aid services, and for this reason programme prioritises support to establish such a scheme.¹⁹ Until such a national scheme is in place, however, it is essential to expand the reach of CSO-provided legal aid services. The Louis Arthur Grimes Law School is also well-placed to reach out to socially disadvantaged groups, e.g. by establishing a university-based legal aid clinic. This has the added strategic value of being able to inculcate social justice values in future legal professionals. Thus ‘applied law’ pedagogies will be supported to advance a vision for medium and longer term social justice and change.

Targeting under-served geographical areas, the programme will help scale up legal aid and assistance, with a focus on catering to the legal needs of women, children and other marginalised groups. ‘Arming’ disadvantaged social groups with legal knowledge and helping them seek justice and redress will also ‘feedback’ into institutional service providers who will be increasingly compelled to better meet and accommodate previously unvoiced justice demands, and protect and uphold the rights of women and other vulnerable groups.

As highlighted in the context analysis, the overwhelming majority of Liberians rely upon informal justice actors and processes to resolve their disputes and conflicts. While informal justice systems are

¹⁹ Efforts to institutionalise legal aid are often met with fierce resistance and opposition, not only from informal justice actors and CSO/CBO representatives but also from lawyers who fear that offering expert legal advice and representation *for free* threatens their revenue model. At the same time, setting up some sort of legal aid scheme often helps to increase availability and accessibility, and to improve the overall quality of the services rendered

often lauded for being accessible, cheap and fast, they reflect and reinforce existing social hierarchies and thus favour the interests of those with power, and entrench the marginalisation of those without.

Hence, the programme will work with selected community leaders and civil society organisations towards strengthening rights protection within informal justice processes through a series of interventions that draw on the strengths of existing cultural and social protection mechanisms. Reform initiatives will be driven by local actors viewed as locally legitimate and will encourage informal justice leaders to accept the involvement of women advocates to assist women parties involved in informal justice processes and promote the inclusion of women in informal justice decision-making roles.

However, evidence linking specific legal empowerment approaches to broader social and economic outcomes is mixed. Raising legal awareness has been shown to be a necessary precondition to change, but is not in itself sufficient to have an impact on behaviour in many contexts.²⁰ Social mobilisation is also needed and once applied can then create more equitable development outcomes.²¹ Thus, the programme will also focus on providing legal aid and assistance, so that citizens are equipped to ‘take the next step’ and seek resolution and redress.

Indeed, the programme aims to give community members greater choice of venue by providing them with legal aid to access the formal justice system, while also working with informal justice actors to sustainably improve the quality and equity of informal justice outcomes. In addition to supporting the promotion of women into positions of authority and decision-making, the programme will work to ‘connect’ informal justice actors with local legal aid lawyers to identify and promote ‘best practices’ that could incrementally be adopted by more community leaders, with a view to increasing observance of international standards.

Finally, the programme will work to enhance the capacities of selected CSOs/CBOs to work on issues of institutional accountability and corruption by increasing their public awareness-raising and advocacy efforts, supporting members of the public to file complaints, conducting investigations and engaging in advocacy including by using the local media to highlight both progress and continuing problems.

Outcome 3: Gender responsiveness of justice, security and legislative actors strengthened and women and girls’ access to justice and security improved

3.1: Capacity of justice and security institutions to develop and implement gender responsive laws, policies and frameworks strengthened

3.2: Availability, accessibility and appropriateness of policing services for women and girls, including those threatened by or experiencing violence, improved

3.3: Availability, accessibility and appropriateness of prosecutorial and judicial services for women and girls, including those threatened by or experiencing violence, improved

3.4: Lawyers’ capacity to provide gender-sensitive legal services and rights-based advocacy for women and girls strengthened

Women and girls continue to face major barriers to accessing justice, especially when they are victims of SGBV. In June 2015, the cabinet approved a draft law on domestic violence, and while the law is yet to be passed by the legislature, President Johnson Sirleaf has pledged that it will be in place prior to completing her term in office, alongside laws banning female genital mutilation (FGM) and

²⁰ See: Pitfalls of Participatory Programmes: Evidence from a Randomised Evaluation in Education in India (American Economic Journal: Economic Policy, 2010)

²¹ See: Legal Empowerment: Advancing Good Governance and Poverty Reduction (Asian Development Bank, 2001)

promoting gender equity.²² As with the Children’s Law, which was passed in 2012, the challenge will then shift to implementing the new laws, including through developing policies and frameworks.

Aimed at sustainably improving the availability, accessibility and appropriateness of justice and security services for women and girls, particularly those threatened by or experiencing violence, the programme aims to develop a better understanding of gender issues as well as a more gender-sensitive organisational culture across the entire sector. To this end, UNDP and UNMIL intend to support the sensitisation of relevant staff on the rights and needs of women and girls, with a view to reducing discriminatory attitudes and behaviours and strengthening gender responsiveness across the entire justice chain. This will entail working and consulting with other UN agencies, funds and programmes and specific initiatives, including the SGBV Joint Programme led by UN Women.

By promoting the development and implementation of gender-sensitive human resources management (HRM) policies and procedures, and supporting traineeships for female law school graduates, the programme hopes to further increase the number of women working across the sector, including in leadership positions. At the same time, the programme will work to strengthen the capacity of lawyers to provide gender-sensitive legal services, including by supporting the delivery of a specialised training programme for lawyers who provide legal aid and assistance to women and girls. Moreover, UNDP and UNMIL intend to develop clear guidelines as well as a client service charter aimed at sustainably improving the services provided.

While specialised police units are already in place across the country, the programme will work to further build their capacity to support victims with effective ongoing protection and increase their skills to manage cases and documentation of cases, make referrals and coordinate with other service providers, conduct rigorous investigations including by reliably collecting evidence of gender-based crime. In close conjunction with UN Women and other partners, the programme will also work to support existing or to establish specialised prosecutions units, as well as aim to increase the gender-responsiveness of the Judiciary to respond to the needs of SGBV victims for timely outcomes, robust ongoing protection, equitable results and social acceptance. At the same time, the programme will foster expertise amongst a pool of lawyers to support victims and accompany them throughout the process including by following up with other actors to ensure that all components of the justice system promptly and adequately perform their mandated roles.

Outcome 4: Capacity of key actors and stakeholders to monitor progress and results in rule of law development increased

4.1: Enhanced national capacities to develop a robust PME system across the rule of law sector

4.2: Capacity of LISGIS enhanced to monitor progress in the justice and security sectors, including by conducting public perception surveys and surveys of justice and security sector data

4.3: Enhanced capacity amongst civil society partners to monitor, evaluate and report on results

4.4: A results-based approach to monitoring, evaluating and reporting on programme results adopted

In spite of increasing international experience in the field of monitoring and evaluation, numerous challenges present themselves when it comes to measurement of outcome-level change. Monitoring and evaluating rule of law development and the impact of assistance activities are nevertheless essential to enable stakeholders to continuously adapt approaches. Moreover, it is essential that this

²² It is estimated that up to 60% of Liberian women have undergone FGM as an initiation rite into womanhood. Even though FGM in Liberia is generally carried out on girls between the ages of eight and 18 years old, in some cases girls as young as three are subjected to the practice. The forms of FGM commonly practiced in Liberia are Type I and Type II. Although Section 38 of the Children’s Law (2012) bans “all forms of harmful cultural practices”, Liberia does not properly enforce this provision and has not yet specifically banned FGM

process is nationally owned in order to ensure sustainability. Collecting baseline and regular follow-up data, and developing the capacity of national counterparts to monitor progress in the justice and security sector is therefore critical. It also allows assistance to be carefully tailored to the context, taking account of shifting realities and mitigating the risk of harm. Monitoring and evaluation interventions are cross-cutting and thus threaded across a number of programme outcomes to reflect the aim of ensuring even development of monitoring and evaluation capacities across the justice and security continuum.

This outcome aims to strengthen the capacities of both institutional and civil society partners to adopt evidence and results-based approaches to their work, while also providing tools for monitoring the progress of the programme itself. In order to meet both objectives, baseline data is needed and is currently lacking. Thus, one key objective of this outcome is to work with national institutional partners to produce robust baseline data and then follow up with comparative data on a regular basis. This data will have two aspects to measure outcome-level change. The first is to create a quantitative measure of the levels of trust and confidence the public has in justice and security institutions. In addition to data on public perceptions and user surveying, institutions also require many other data sets regarding their own functions and activities to enable them to analyse their own results and performance and to inform their planning and targets.

The programme will work with its institutional partners to identify data gaps, and support institutions to engage in annual data collecting across the different institutions to provide a clearer picture of individual institutional performance, and system-wide performance in the justice and security sectors. For example, it will work to capture baseline and ongoing data concerning caseloads, disposition rates, case results, case attrition points and other data vital for diagnosing bottlenecks, aiding gender and other targeted analysis to support informed policy development and decision-making in the justice and security sectors. The programme will also work with CSO partners to strengthen their monitoring and evaluation frameworks and results-based management capacities.

4. Strategy

Based on careful analysis of the Liberian justice and security sectors, including some of the political dimensions of rule of law and human rights reforms and interventions, the Joint Programme and its implementation is built upon a number of approaches, which infuse the four outcomes around which the programme is constructed. At the same time, these approaches represent particular assumptions.

More developed elucidation is warranted here of how these fit with the overall formulation of the Joint Programme, and how they inform specific activities in order to contribute to the change process. In this way, it is possible to chart causal pathways from the activity and output level to positive outcomes and progress towards the Joint Programme's ultimate goal - that of strengthening the rule of law by developing efficient, accountable and harmonised justice and security institutions, which are gender-sensitive and rights-based, while also improving access to justice, security and protection services to disadvantaged social groups, especially women and girls.

Genuine national ownership of the development process is necessary to ensure sustainability and build systemic resilience

It is assumed that the Joint Programme will be able to garner sufficient national ownership of the development process to ensure that all interventions are fully internalised by national counterparts. UNDP and UNMIL are committed to promoting national ownership at every step and supporting national actors and stakeholders in adopting only applicable and sustainable models. In this way, UNDP and UNMIL will be better able to ensure the sustainability of reforms undertaken in the course of the programme.

In addition to ensuring alignment with the Government of Liberia's national development goals and strategies, in planning this programme extensive consultations have been undertaken with all of the

institutional partners and forums conducted with civil society organisations and academic institutions and their feedback integrated into the programme design. This commitment to national ownership is not limited to the programme development phase of course, but will be infused throughout all aspects of programme delivery and implementation, including through the steering of the Programme Board comprised also of key institutional and civil society partners.

Justice and security are the two foundational pillars of the rule of law, and essential prerequisites for sustainable development and peace

The need to address the rule of law equation based on the twin pillars of justice and security has become somewhat of a mantra in recent years, well-hashed in development literature.²³ While the prevailing wisdom is compelling in its assessment of the centrality of justice and security for peace and development, ensuring a comprehensive approach to rule of law development in practical, programmatic terms has often been a challenge. However, it is abundantly clear that such an approach will indeed maximise development results. By incorporating strategic elements of security sector governance and reform, it is possible to positively strengthen protection mechanisms and enhance the overall functionality of the justice-security continuum.

On this basis, UNDP and UNMIL have integrated a number of security sector governance and reform interventions. In particular, the programme will concentrate on points of linkage across the justice and security sectors by targeting specific areas of civilian policing that are especially crucial to enhancing accountability and oversight, community safety and security, gender equality and the proper functioning of the criminal justice chain. By working to strengthen the functional linkages between the Liberia National Police and the Prosecution Department, the Joint Programme will address a major bottle-neck in the criminal justice continuum.

Simultaneously empowering civil society and the population to access justice and security contributes to protection and systemic improvements in the rule of law

In addition to providing sustained capacity development support to the different justice and security institutions, UNDP and UNMIL will also endeavour to stimulate the ‘demand-side’ of the rule of law equation through engagement with an array of civil society actors as well as grassroots communities. Citizen demand, whether driven by individuals, communities or civil society organisations, can, with appropriate support, also have strong systemic effects and help overcome problems such as institutional lethargy, lack of proper oversight and accountability, and corruption.

Aside from increasing pressure and momentum for improved institutional performance, civil society actors often know best how to empower communities, including through legal empowerment approaches such as legal aid provision and by engaging informal justice actors and processes to increase adherence to human rights norms and standards. Indeed, targeting both the ‘supply-side’ and the ‘demand-side’ of the rule of law equation helps achieve the best system-wide outcomes for Liberian citizens, especially for those on the margins of society. This can help to support inclusive strengthening of the rule of law through practical demonstration of how the system can benefit everyone, not only urban elites.

When these efforts are primarily focused on drawing out the problems and demands of socially disadvantaged groups, the impact can be radical and dramatic. Community legal empowerment approaches and legal aid services have the potential to rewrite the relationship between marginalised individuals and the state. When capacity to provide legal aid is built to systemic proportions, it can contribute to a recalibration of state-society relations, including by arming disadvantaged individuals

²³ See, for instance, *The Justice-Security-Development Nexus: Theory and Practice in Fragile and Conflict-Affected States* (Cambridge University Press, September 2013)

with legal knowledge and the means to bring legal actions and giving them a voice which cannot be ignored.

Mainstreaming gender at all levels is critical for coherent rule of law advancement and equitable development outcomes

In late 2012, the General Assembly adopted a resolution on the rule of law at national and international level (A/RES/67/1). The resolution reaffirmed “the importance of ensuring that women, on the basis of the equality of men and women, fully enjoy the benefits of the rule of law, and [urged Member States to] commit to using law to uphold their equal rights and ensure their full and equal participation, including in institutions of governance and the judicial system, and recommit to establishing appropriate legal and legislative frameworks to prevent and address all forms of discrimination and violence against women and to secure their empowerment and full access to justice”.

Governments’ ‘due diligence’ obligations mean that they are not only responsible for enhancing legislation that guarantees respect for the human rights of both women and men but also for ensuring that these laws are actually upheld. To this end, the Joint Programme aims to improve institutional performance across the entire justice chain, increasing efficiency, competence and accountability, while seeking to remove - through institutional sensitisation, tailored capacity development support and policy/procedural reforms - the various barriers hampering women and girls’ access to justice. In this regard, UNDP and UNMIL will work jointly with their justice and security counterparts, but also with civil society partners and other parties involved in social protection, such as the Ministry of Gender, Children and Social Protection (MOGCSP).

In close conjunction with UN Women and other UN agencies, funds and programmes, the Joint Programme will work to mainstream gender responsiveness across all its institutional partners. This will be done through supporting the development and implementation of harmonised gender strategies that include robust gender policy frameworks in the critical areas of planning, human resources and budgeting within each institution, as well as gender responsiveness in the execution of substantive functions and provision of specialised public services.

Rule of law actors, whether they are lawyers, judges, prosecutors, police, court staff, planning or policy advisors all require awareness of existing gender bias and barriers and knowledge of their obligations to integrate gender responsiveness and women and girls’ protection into their particular roles and functions. Through the combination of awareness-raising, specialised training and accountability for gender responsiveness, UNDP and UNMIL hope to inculcate the notion that they have obligatory and specific roles to play as social change agents in achieving greater gender equity and justice. At the same time, the programme aims to ensure close linkages with existing mechanisms at community level including Women Empowerment Centres, Women Peace Huts, and One Stop Centres.

Strengthening oversight and accountability and tackling corruption creates an enabling environment for development efforts to take hold

Justice and security institutions cannot function effectively in an environment marred by corruption and impunity. Abuse of authority itself, especially by those tasked to uphold the rights of the citizenry, erodes and undermines the social fabric, escalating tensions and obliterating confidence in the institutions of state. The economic impact of corruption in the public sector is furthermore a massive drain on resources that would otherwise be directed in public services, and represents an exponential burden during a time of increasing financial uncertainty.

In recent years, UNDP and UNMIL have worked to address these issues by strengthening accountability and oversight in the police service - often the first point of contact between the citizen and the state - and by supporting national anti-corruption efforts. In order to enhance work in these

areas and draw the necessary linkages with other areas of intervention, the Joint Programme will incorporate this work, seeking to tackle corruption in and through rule of law institutions, and to restore the trust of communities in those institutions and in the broader institutions of state.

To this end, UNDP and UNMIL will continue to work towards strengthening internal and external accountability mechanisms, as well as independent oversight via civil society. Such a multipronged approach is designed to catalyse the development of complementary mechanisms ranging from internal complaints procedures to civilian oversight and CSO watchdog functions.

Enhancing systematic communication, coordination and cooperation within and beyond the rule of law sector is essential

Effective communication, coordination and cooperation between the different justice and security institutions, and also beyond the rule of law sector, is needed to create an enabling environment for the public - especially women and youth - to navigate the justice chain safely and effectively, decreasing vulnerabilities and diminishing the risk of falling through cracks in the system.

This Joint Programme capitalises on UNDP and UNMIL's prior experience in promoting sustainable and result-oriented development processes in the rule of law sector. On the basis of previous achievements and lessons learned, it is clear that in order to ensure sustainable impact, a holistic approach is needed, which takes into account all areas of justice, security and protection service delivery. Rule of law assistance should not be limited to enhancing institutional capacities, but must also examine linkages and possible synergies across the justice and security sectors, as well as actors providing protection and social empowerment.

Hence, the programme's strategy is to build the capacity of each institution to fulfil its mandated functions and provide non-discriminatory public services, to foster linkages between justice and security institutions and with civil society partners, and to further develop cross-institutional tools such as harmonised M&E systems, and joint data collection efforts. Where there is a lack of clarity regarding mandates or roles between institutions, UNDP and UNMIL will seek to support national actors to achieve greater consensus and agreement around defined roles.

Increasing public trust and confidence in rule of law processes and institutions is catalytic to their development, and reinforces state-society relations

Through increasing public confidence in the sector, support is designed to be catalytic, reinforcing state-society relations and creating an enabling environment for equitable development in the post-Ebola era. Indeed, developing capable, credible and responsive justice and security institutions and ensuring the delivery of public services in a timely and effective manner will indubitably serve to strengthen public confidence in the role of the state through its policing, prosecutorial and judicial functions, thus empowering ordinary Liberians with the confidence to demand and indeed obtain their rights.

Informal as well as formal justice mechanisms have a role to play in Liberian society, and can also contribute to peaceful conflict resolution

Supporting access to justice mechanisms - both formal and informal - that are legitimate, effective and non-discriminatory is a decisive factor in strengthening the social fabric, and indeed preventing conflict. Such an approach must take care not to exclude community-based actors and processes to ensure effective service provision. While remaining committed to strengthening state institutions and the formal justice system, UNDP and UNMIL also intend to engage with informal justice actors and processes with a view to increasing observation of international standards of fairness, especially in relation to gender and juvenile justice.

As highlighted in the situation analysis, informal dispute resolution is part and parcel of life in Liberia and many are still averse to using formal justice processes, except as a last resort. This is especially the case in rural areas where informal justice mechanisms are particularly heavily relied upon. While customary law processes offer many practical advantages, they are often incapable of providing a level playing field and equitable outcomes for all parties. Informal justice processes can and do produce manifestly inequitable results, especially in cases involving women, children and other less socially empowered community members. Thus, interacting with customary justice systems presents opportunities but also carries risks if interventions are not carefully targeted and closely monitored.

While informal justice systems are often lauded for being accessible, affordable and swift, they often reflect and reinforce existing social hierarchies and thus favour the interests of those with power, and entrench the marginalisation of those without. Hence, the Joint Programme will work with selected community leaders and civil society organisations towards strengthening rights protection within informal justice processes through a series of interventions that draw on the strengths of existing cultural and social protection mechanisms. Reform initiatives will be driven by local actors viewed as locally legitimate and will encourage informal justice leaders to accept the involvement of women advocates to assist women parties involved in informal justice processes and promote the inclusion of women in informal justice decision-making roles.

In order to maximise sustainable and reinforcing effect, the Joint Programme should itself be comprehensive, inclusive and flexible

In order to have sustainable and reinforcing effect, the Joint Programme will strive to be as comprehensive, inclusive and flexible as possible. As discussed earlier, the programme is based on a ‘top-down and bottom-up’ approach, which has been demonstrated to ensure both the ‘supply’ and ‘demand’ sides of the rule of law equation are addressed. In so doing, the Joint Programme will monitor the impact of its interventions in part by how effectively it can reach the most vulnerable demographics, including women and children.

To do so, UNDP and UNMIL aim to strike a balance between its support to government institutions and civil society actors. Careful attention will also be given to improving the human rights outcomes of informal justice systems, given the relevance of such systems to the lives of Liberians and their interdependent relationship with formal justice processes. As part of ensuring a crisis-sensitive approach, the Joint Programme will adopt a conflict-sensitive lens to programming to avoid negative impacts of interventions (i.e. ‘do no harm’ approach) and to be part of a government-owned approach.

In addition to ensuring that the Joint Programme itself is executed in full conformity with international human rights standards, the Joint Programme aims to complement additional work carried-out by UNDP, UNMIL and other actors in the area of human rights, and the programme will actively promote human rights as a cross-cutting approach. Per the UN’s Human Rights Due Diligence Policy (HRDDP), the Joint Programme will work to enable duty-bearers to develop their capacity, so as to be held accountable for their performance and to meet their obligations as far as possible to respect, protect and fulfil human rights, while empowering rights-holders to claim and exercise their rights.

The Joint Programme will actively seek to ensure interventions having an enduring effect through the linkage of activity level engagement with policy- and system-level change. For example, studies of informal justice systems will be used to help develop a strategy to reform informal justice processes to increase their conformity with international standards and to model possible linkages between the formal and informal justice systems. While understanding the criticality of actions that produce rapid results to respond to the population’s need for change, the Joint Programme also seeks to support a longer term vision via policy and governance support.

The country's continuous state of flux requires a flexible and constantly evolving approach that is locally driven. Accordingly, programme outcomes and suggested activities will be adapted as necessary to adjust to changes affecting the achievement of overall goals. A thorough risk log is part of this programme document (see Annex A) which will be maintained and updated, and mitigation measures adopted as necessary. The Joint Programme will be reviewed at the end of each year, providing opportunities to assess the need for modification. Furthermore, the programme will be guided by the Programme Board, composed of UNDP and UNMIL, national institutional and CSO partners and donors/development partners. Such oversight and ongoing engagement enables the programme to scale-up or scale-down activities in ways that respond most effectively to the ever-changing local context.

5. Partnerships

The establishment of multi-stakeholder partnerships is an important *modus operandi* throughout the UN system. For UNDP and UNMIL, the establishment of strong, sustainable and enabling development partnerships is a core practice in the implementation of projects and programmes.

The programme's primary partners are the government institutions with which the programme has been formally agreed - in this case the Judiciary and the Ministry of Justice. Other key institutions with which UNDP and UNMIL will work on a day-to-day basis retain an equally critical position, including the Liberia National Police (LNP), the Bureau of Immigration and Naturalisation (BIN), the Prosecution Department, the Bureau of Corrections and Rehabilitation (BCR), and the Independent National Human Rights Commission (INHRC). In addition, the implementing agencies aim to strengthen their partnership with the Liberia Institute of Statistics and Geo-Information Services (LISGIS) with a view to better monitoring progress in the justice and security sectors.

The UNDP/UNMIL Joint Programme will increasingly focus on building partnerships with civil society organisations, community-based organisations as well as academic institutions, striving also to strengthen their engagement with relevant government institutions. As such, UNDP and UNMIL intend to capitalise on the capacities of CSOs/CBOs, employing grant modalities and providing rolling guidance, monitoring and technical support.

Aimed at ensuring complementarity, the programme will engage other UN partners in the spirit of a 'One UN' approach. Developing the new UNDAF will provide a backdrop for continuous coordination of activities across the broader UN family, including with UN Women, UNODC, UNFPA, UNICEF, UNOPS, and other agencies, funds and programmes working in areas related to the programme outcomes.²⁴ By actively participating in the various justice and security sector coordination mechanisms, the programme will also engage other multilateral and bilateral actors, helping to ensure a coordinated and concerted response to common challenges. In this sense, UNDP and UNMIL are committed to linking their support to that of other international and regional organisations engaged in the Liberian rule of law sector, considering also the scope for joint activities and practical assistance where appropriate.

In terms of the programme's relationship with its own donors/development partners, UNDP and UNMIL aim to foster a collaborative and open approach, working together with the programme donors to resolve substantive challenges and ensure synergy with other (UN and non-UN) projects and programmes, cognisant of the respective roles and comparative advantages of each in pursuit of common goals. General principles for partnership will include information-sharing, cooperation, coordination, and consultation, strengthening national capacities to work with other donors/development partners, joint planning, monitoring and evaluation.

²⁴ UNDP, UNMIL and UN Women are currently working on an MOU that will form the basis for collaboration between the UNDP/UNMIL Joint Programme and the SGBV Joint Programme

Finally, the programme will continue to build upon the UN system's global experience in providing rule of law assistance in conflict- and post-conflict settings. In the context of the UN Global Focal Point for Police, Justice and Corrections, the programme will be able to draw on the support functions of not only UNDP and DPKO but also OHCHR, UN Women and UNODC. In addition to helping to achieve greater system-wide coherence, it is hoped that the GFP will assist in providing specialised police, justice and corrections expertise, strengthening locally-driven planning, monitoring and evaluation processes, underpinning resource mobilisation efforts, and fostering partnerships, as appropriate.

6. Management Arrangements

Underpinned by development principles such as empowerment, participation and inclusion, and guided by the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs),²⁵ the programme will be implemented in partnership with relevant government institutions and an array of civil society actors, including the Liberian National Bar Association (LNBA), civil society and community-based organisations, and academic institutions.

The programme is closely aligned with the Government of Liberia's national development goals and strategies, including the long-term development plan National Vision: Liberia Rising 2030, the Agenda for Transformation (2013-2017), the National Security Strategy, the Strategic Roadmap for National Healing, Peacebuilding and Reconciliation in Liberia (2013-2030), and the National Human Rights Action Plan of Liberia (2013-2018). By doing so, the programme aims to ensure proper buy-in and support at every level, with a view to maximising impact and sustainability of the different activities and interventions.

As per the Memorandum of Understanding agreed between UNDP and UNMIL, UNDP will assume full responsibility and financial accountability for the funds made available for the purpose of implementing the joint programme. As such, the programme will be able to make full use of the services provided by UNDP's operational units.²⁶

As per its financial rules and regulations, UNDP will receive and administer contributions; disburse funds in accordance with the programme document and subsequent annual work plans, and consolidate narrative and financial reports, including certified financial statements. UNDP will charge an 8% fee for General Management Support, or GMS.

Programme Advisory Group

UNDP and UNMIL will form a Programme Advisory Group (PAG) composed of relevant UNDP and UNMIL staff (with assigned deputies) to provide advisory support, acting as a sounding board for the members of the joint programme team. The Programme Advisory Group is to meet on a quarterly basis, or more often as needed. Members include the UNDP Deputy Country Director/Programme, the UNDP Team Leader/Senior Governance Adviser, the UNMIL Principal Rule of Law Officer, and the UNMIL Police Commissioner.²⁷ The PAG will review and approve annual work plans, and identify revisions requiring donors' approval.

The UNDP Chief Technical Adviser/Programme Manager (FTA/P5) will work under the direct supervision and guidance of the UNDP Deputy Country Director/Programme. In consultation with members of the PAG, s/he will be responsible for the day-to-day management, ensuring that the

²⁵ In particular, the programme is geared towards achieving the Goal 16, i.e. promoting peaceful and inclusive societies for sustainable development, providing access to justice for all, and building effective, accountable and inclusive institutions at all levels

²⁶ UNDP Finance Unit, UNDP Procurement Unit, UNDP Human Resources Unit, UNDP Travel Unit, etc.

²⁷ Aimed at ensuring complementarity with other interventions, including the SGBV Joint Programme, the UN Women Deputy Representative is a non-voting member of the Programme Advisory Group

programme produces the expected results set out in the programme document and subsequent annual work plans. In addition, s/he will be responsible for issuing narrative and financial reports to account for resources allocated and results achieved.

Joint Programme Team

The programme will be implemented by a joint programme team, comprised of UNDP staff and UNMIL staff. It is understood that the UNMIL staff assigned to the joint programme team will work on the mission's mandated priorities identified in the programme document and subsequent annual work plans. A memorandum of understanding to be agreed upon between the implementing partners will define the specific working arrangements within the joint programme team.

UNDP and UNMIL staff assigned to the programme will continue to be employed by UNDP and DPKO, respectively. As such, UNDP and DPKO undertake to pay all expenses in connection to their staff's employment, including salaries, allowances and all other benefits to which they are entitled. In addition, they will ensure that their staff is provided with adequate office space, support staff, equipment and all other resources necessary to carry out assigned tasks and duties. As highlighted in the executive summary, the mission is not able to commit any personnel beyond the expiration of its mandate.

Aimed at promoting cooperation and fostering teamwork, the joint programme team will co-locate at PAP. UNDP and UNMIL will ensure that the joint programme team is provided with ample opportunity to confer and consult, including by organising regular team meetings and retreats as well as frequent visits to the field.

Programme Board

Aimed at bringing together key actors and stakeholders, a Programme Board will be established to review the strategic direction of the programme, ensuring accountability and proper oversight.²⁸ The board meetings will provide a forum for stringent quality control and review of progress. This will entail determining deliverables and achievement of benchmarks, alongside opportunities for fine-tuning and adjustments, including any prioritisation of activities in the event that the programme is not fully funded.

In addition to anchoring the accountability aspect of the programme, advantage will be taken of the unique composition of the Programme Board to also use the convening opportunity for policy dialogue and meaningful discussion of key policy challenges facing the programme. Thus, a significant part of board meetings will be dedicated to thematic discussions in smaller groups, with selected programme partners and those Programme Board members with the greatest interest and experience in the theme.

The Programme Board, which will meet at least twice a year, shall be comprised of:

- Chief Justice
- Minister of Finance and Development Planning
- Minister of Justice
- Minister of Internal Affairs
- Minister of Gender, Children and Social Protection
- Chair of the Independent National Human Rights Commission
- Chair of the National Civil Society Council

²⁸ As per applicable rules and regulations, the Programme Board will be co-chaired by the Chief Justice, the Minister of Finance & Development Planning, the UNMIL Deputy Special Representative of the Secretary-General for Political and Rule of Law, and the UNDP Country Director. The joint programme team will act as the secretariat

- UNMIL Deputy Special Representative of the Secretary-General
- UNDP Country Director
- Representatives of contributing donors/development partners

In addition, the Programme Board, through its respective members, will feed into other existing coordination mechanisms, such as the Justice and Security Capacity Development Partnership Forum, the Rule of Law Working Group, the Security Sector Working Group, the UN Gender Theme Group, the SGBV Working Group, and the UN/Donor Group on Rule of Law.

7. Monitoring and Evaluation

The opening paragraph of the UNDP Strategic Plan (2014-2017) states that all UNDP work is aimed at achieving one overarching result: real improvement in people's lives and in the choices and opportunities open to them. Effective monitoring and evaluation helps projects and programmes learn from their past successes and challenges, and to apply these lessons to the present phase. It also enables projects and programmes to detect problems and make adjustments to ensure that the delivery stays on track.²⁹ In addition, robust M&E systems are necessary to achieve accountability to programme partners and stakeholders, and are also important for generating knowledge for wider use.

To the extent possible, the UNDP/UNMIL Joint Programme will ensure that M&E processes are led or co-led by national partners and feed into national plans and efforts. This will also help keep the 'big picture' in view, enabling UNDP and UNMIL to understand how various components of the programme relate to and build upon each other for greater impact. For example, while each rule of law institution has unique needs linked to its specific functions, there is also a raft of common capacity deficiencies to differing extents, from planning and project management, to gender and juvenile justice, data collection and M&E. To the extent that common core needs exist, the programme will work thematically, linking the support provided across these grouped themes to forge closer developmental links between its partners and achieve efficiencies by making available technical knowledge and expertise available across the entire justice chain.

Undertaking M&E in the area of rule of law can be a challenge: no one measurement tool is sufficient to build an adequate results picture. A composite of various M&E approaches, quantitative and qualitative, may best yield information on results achievement. To this end, the programme will support and embed within its activities various M&E approaches, including public perception surveys to establish the extent to which Liberians engage with and trust justice and security institutions as well as surveys of available justice and security sector data. In addition to establishing baselines, UNDP and UNMIL will endeavour to collect both the quantitative and qualitative data required for monitoring progress towards the prescribed indicators. More particularly, the programme will monitor each activity component by:

- Interacting with designated national coordinators in each activity area to confirm implementation of activities and progress;
- Interviewing randomly selected participants from capacity development activities to acquire feedback on the activities;
- Soliciting participants' written feedback from any capacity development activity via a questionnaire; and
- Monitoring the media for relevant information reflecting the achievement of targets.

Based on these results, UNDP and UNMIL will then prepare biannual progress reports, to be submitted to donors/development partners within three months after the end of the reporting period. A comprehensive final report (both narrative and financial) describing the process, approach, implementation results and lessons learned will be submitted upon completion of the programme. In

²⁹ See also: Handbook on Planning, Monitoring and Evaluating for Development Results (UNDP, 2009)

addition, UNDP and UNMIL intend to commission an independent outcome evaluation to assess the level of progress made towards achieving the outputs and outcomes articulated in the programme document.

The post-conflict situation in Liberia is dynamic and necessitates the capacity for the programme to quickly respond to change. Therefore, UNDP and UNMIL will continually analyse and monitor contextual developments as well as programme implementation to ensure that the proposed interventions remain appropriate and relevant.

8. Exit Strategy

The exit strategy of the UNDP/UNMIL Joint Programme will be influenced by a number of internal and external factors, some of which are beyond the direct control of UNDP and UNMIL, such as the build-up towards the general election scheduled to take place next year, as well as the future direction of the Liberian economy and the extent to which the government will be able to adequately resource the broader sector.

External factors include UNMIL's drawdown and eventual withdrawal, which is determined by the Security Council under its Chapter VII powers. It is possible that the Joint Programme will outlast the mission, in which case the UNDP will assume remaining activities in line with its mandate and financial capabilities. Any substantial change to either the UNDP or UNMIL during the Joint Programme's operations will require assessment of activities and staffing to ensure that priority targets are achieved.

Other factors relevant to an exit strategy UNDP and UNMIL will try to influence include the pace of adoption and implementation of improved legal frameworks, the cooperation between different institutions, counterpart absorption capacities and the type and success of assistance provided by others during the coming three years and beyond. Given the number and range of these variables, it seems premature to formulate an exit strategy for the entire programme with three years of implementation activities still ahead. At the same time, exit strategies based on clear timelines and milestones have been agreed to and integrated into the programme's outputs and activities.

The Government of Liberia is fully committed to ensuring sustainability of the proposed activities and interventions. As such, it is committed to absorbing all the costs related to the increase in the number of civil servants working across the sector, not only in terms of labour costs but also in terms of other outlays, including maintenance, services and supplies, ICT, and transportation.

At the same time, ensuring sustainability of the different interventions will not be easy: due to the economic slowdown, the Liberian government currently seems unable to make available the necessary financial resources required to adequately resource the different justice and security institutions, casting some doubt as to whether it will be able to absorb some of the recurring costs related to extending their presence and reach when the programme comes to an end. Hence, instead of going along with often overly optimistic revenue forecasts, it will be important to 'factor in' perhaps inevitable upsets and setbacks, and avoid developing a justice system which, in the long term, is impossible to sustain.

Many of the proposed activities and interventions relate to training for justice and security sector personnel, including police officers, prosecutors, judges, public defenders, prison guards, parole officers, and human rights monitors. Investing in developing the skills and knowledge of people is an inherently sustainable approach, providing it is appropriately targeted and well-delivered. While the training of staff is a 'rolling' activity to continuously improve the levels of their skills and knowledge, the benefits of investment in training efforts are never lost, as beneficiaries absorb the knowledge they have acquire and apply it to their work situations.

The comprehensive nature of the programme makes it more resilient to shocks and emergencies, as it draws on an array of both institutional and civil society actors. Bringing both into play will allow UNDP and UNMIL to adjust the allocation of programme resources, achieving the best possible balance of investments in institutional and civil society actors to ensure maximum impact.

The programme will further enhance sustainability of the legal aid system by supporting the Liberian National Bar Association (LNBA) and CSO legal aid providers to institutionalise legal aid. Whatever legal aid scheme is adopted by national actors, the programme will encourage adoption of strict ‘means and merit’ eligibility tests and co-contribution approaches to ensure ‘best value for money’ for publicly funded legal aid. Promoting clinical legal education in law schools is also a long-term strategy to increase the sustainability of legal aid as it will nurture a generation of lawyers willing to offer some *pro bono* legal assistance.

As the manner in which the programme will exit a significant number of the programme activities and outputs is currently not possible to foresee in detail, it will be imperative to commence the design an exit strategy around the mid-term evaluation of the programme, based on the realities on the ground at that time. Also for that purpose, a mid-term review report will be produced, which will be supplemented by regular as well as specific exit strategy discussions with all national stakeholders. This process will also entail consultations with donors and other development actors working in the sector to further help inform the details of the exit strategy.

9. Legal Context

UNDP and UNMIL shall comply with the policies, procedures and practices of the United Nations safety and security management system. In addition, UNDP and UNMIL will undertake all reasonable efforts to ensure that none of the funds received pursuant to the Programme Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999).

The list can be accessed via: http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Programme Document.

10. Results Framework

Outcome 1: Capacity of justice and security institutions strengthened and linkages forged			
Baselines	Indicators	Risks/Assumptions	Means of Verification
Limited presence, reach and capacity of the different justice and security institutions, particularly in outlying areas	Number of justice and security sector personnel, disaggregated by gender, age, educational attainment, and location	Justice and security institutions committed to programmes aimed at providing sustained capacity development support	Surveys of available justice and security sector data (2017 and 2019)
Lack of public awareness of the roles and responsibilities of the different justice and security institutions	Change in the number of women employed by the different justice and security institutions	Sufficient funding available to adequately resource the justice and security sectors	Data and records generated by the different justice and security institutions
Lack of public confidence in the ability of the formal justice system to uphold the rule of law	Number of complaints, investigations, prosecutions and adjudications, disaggregated by type, gender and location	Political developments in the country permit timely implementation and delivery of the programme	Public perception surveys aimed at establishing the extent to which Liberians engage with and trust justice and security institutions (2017 and 2019)
Heightened perceptions of corruption, nepotism and favouritism	Case disposition and congestion rates per county	Sufficient political will to bring about the strategic reforms necessary to achieve improved delivery of justice, security and protection services	Narrative and financial reports issued by the programme
Continued fragmentation across the justice-security continuum	Level of public awareness of the roles and responsibilities of the different justice and security institutions, disaggregated by gender	Sufficient political will to tackle corruption, nepotism and favouritism	Reports issued by programme counterparts, including civil society partners
High prevalence of SGBV and HTP	Level of public satisfaction with the performance of the different justice and security institutions, disaggregated by gender	Relations between the different justice and security institutions, and between the government and civil society remain conducive to working together	
Continued reliance upon informal justice actors and processes to resolve disputes and conflicts	Level of public confidence and trust in the different justice and security institutions, disaggregated by gender		
Output 1.1: Civilian oversight of the justice and security sectors strengthened			
Baselines	Indicators	Activities	
Lack of public oversight and control of the justice and security sectors	Number of trainings conducted, number of people trained	1.1.1: Provide sustained capacity development support to the relevant parliamentary committees and sub-committees, including by offering tailored training and by seconding experts and advisers	
Limited capacity of the relevant parliamentary committees and sub-committees, including support staff	Number of experts and advisers seconded to the relevant parliamentary committees and sub-committees	1.1.2: Facilitate the sharing of regional and global best practices, including by organising study tours and exchange visits	
Limited opportunities for legislators to exchange experiences and share regional and global best practices	Number of study tours and exchange visits aimed at facilitating the sharing of regional and global best practices		
Output 1.2: Institutional capacity of the Liberian Judiciary enhanced, with a focus on decentralising justice and security services and improving case flow management			
Baselines	Indicators	Activities	
Limited presence, reach and capacity of the Liberian Judiciary, particularly in outlying areas	Extent to which the Liberian Judiciary is able to dispose of cases in an effective, efficient and timely manner, in accordance with established standards of judicial conduct	1.2.1: Support the Supreme Court in the development of comprehensive SOPs on court administration, applicable to all courts, through a revision of the 'Rules of Courts'	
Lack of public confidence in the ability of the Liberian Judiciary to dispose of cases in an effective, efficient and timely manner, in accordance with established standards of judicial conduct	Gender-sensitive SOPs on court administration in place	1.2.2: Recruit, train and deploy 30 additional Magisterial Court level judges across the country	
Lack of qualified Magisterial Court level judges	Number of judges, disaggregated by gender, age, educational attainment, and location	1.2.3: Support the development of clear job descriptions as well as clear guidelines on expected performance of individual staff and functions to ensure accountability for performance	
		1.2.4: Set up and deliver a continuing legal education programme in conjunction with the James A.A. Pierre Judicial Institute	

<p>No SOPs on court administration in place</p> <p>No job descriptions or performance management system in place</p> <p>Limited learning opportunities available for sitting judges and support staff</p> <p>Limited capacity of the Courts Inspectorate Unit to ensure proper oversight and accountability</p> <p>Lack of qualified public defenders</p> <p>No proper records management and archiving system in place</p> <p>Limited opportunities for judges to exchange experience and share best practices</p>	<p>Job descriptions and performance management system in place</p> <p>Number of judges and support staff enrolled in continuing legal education programme delivered in conjunction with the James A.A. Pierre Judicial Institute</p> <p>Judicial inspections take place on a regular basis</p> <p>Availability of public information on judicial performance</p> <p>Number of public defenders, disaggregated by gender, age, educational attainment, and location</p> <p>Proper records management and archiving system in place</p> <p>Number of multi-stakeholder consultations held</p>	<p>1.2.5: Enhance judicial accountability, including by providing sustained capacity development support to the Courts Inspectorate Unit in the Office of the Court Administrator, and by strengthening linkages with external oversight bodies</p> <p>1.2.6: Sustainably enhance public outreach and information, including through the publication of annual reports, quarterly newsletters and other materials</p> <p>1.2.7: Strengthen the capacity of the Public Defenders' Office at local level by recruiting, training and deploying 12 additional public defenders across the country</p> <p>1.2.8: Sustainably improve records management and archiving</p> <p>1.2.9: Support annual judicial conferences and other knowledge-sharing and exchange, as appropriate</p>
Output 1.3: Institutional capacity of the Ministry of Justice enhanced, with a focus on improving sector-wide planning and policy-making processes		
Baselines	Indicators	Activities
<p>Ministry of Justice largely unable to play oversight and coordination role vis-à-vis the different justice and security institutions</p> <p>Lack of in-house planning and project management capacity</p> <p>Lack of in-house legal capacity to furnish the Liberian government with expert legal advice and representation</p> <p>Limited capacity of the Human Rights Unit to oversee the implementation of the National Human Rights Action Plan of Liberia</p> <p>No proper records management and archiving system in place</p> <p>Limited conferencing and networking opportunities</p>	<p>Level of coordination across the rule of law sector</p> <p>Number of sector-wide, gender-sensitive strategies, policies and action plans adopted and implemented</p> <p>Number of experts and advisers seconded to the Office of the Minister and the Programme Management Unit</p> <p>Number of legal trainings conducted, number of staff trained</p> <p>Existing Liberian statutory laws and Supreme Court opinions codified and disseminated</p> <p>National Human Rights Action Plan of Liberia implemented in timely manner, particularly in terms of prevention SGBV</p> <p>Proper records management and archiving system in place</p>	<p>1.3.1: Support the leadership and coordination role of the Ministry of Justice, including by seconding experts and advisers to the Office of the Minister and the Programme Management Unit</p> <p>1.3.2: Support the Ministry of Justice in addressing long-standing, systemic weaknesses in the criminal justice sector in line with nationally validated recommendations, including by adopting a national policy or policies for individual criminal justice agencies to operate under</p> <p>1.3.3: Strengthen the in-house legal capacity with a view to empowering the Ministry of Justice to furnish the Liberian government with expert legal advice and representation, including by conducting training workshops and improving the availability of legal resources</p> <p>1.3.4: Ensure the proper codification of existing Liberian statutory law as well as the publication of Supreme Court opinions</p> <p>1.3.5: Provide technical assistance to the Human Rights Unit in the Ministry of Justice, with a view to implementing the National Human Rights Action Plan of Liberia</p> <p>1.3.6: Sustainably improve records management and archiving</p> <p>1.3.7: Hold annual ROLJS conferences and other events, as appropriate</p>
Output 1.4: Institutional development of the Ministry of Internal Affairs enhanced		
Baselines	Indicators	Activities
<p>No national early warning and early response mechanism in place</p> <p>Security councils established in 5 counties</p>	<p>National early warning and early response mechanism established and operational across the country</p> <p>Number of security councils established and operational at both county and district level</p>	<p>1.4.1: Support the development of a national early warning and early response mechanism</p> <p>1.4.2: In close conjunction with the National Security Council, establish and support security councils at both county and district level to ensure a rapid and effective response to local security challenges</p> <p>1.4.3: Support the Bureau of Culture & Custom Affairs to ensure that traditional leaders play a more active role in local reconciliation and peacebuilding processes</p>

Limited capacity of the Bureau of Culture & Custom Affairs to actively engage in local reconciliation and peacebuilding processes	Level of engagement of the Ministry of Internal Affairs in reconciliation and peacebuilding processes	
Output 1.5: Institutional capacity of the Liberia National Police enhanced, with a focus on strengthening (internal) accountability and oversight and advancing the concept of community policing		
Baselines	Indicators	Activities
<p>Limited presence, reach and capacity of the Liberia National Police, particularly in outlying areas</p> <p>Lack of public confidence in the ability of the police to curb crime and uphold the rule of law</p> <p>Regulations and Administrative Instructions provided for in the Police Act (2016) not yet implemented</p> <p>No proper administrative systems in place to ensure proper management of finances, assets and human resources</p> <p>Policy Management Board not yet operational</p> <p>No civilian complaints' review mechanism in place</p> <p>Limited capacity of the National Police Training Academy to provide training to security sector personnel</p> <p>Newly adopted community policing policy not yet implemented</p> <p>Lack of investigative as well as operational response capacity</p> <p>Lack of operational resources and support, particularly in outlying areas</p>	<p>Extent to which the police are able to respond effectively and professionally to requests for assistance and reports of criminal incidents</p> <p>Regulations and Administrative Instructions successfully developed, internalised and operationalised</p> <p>Effective administrative systems in place to ensure proper management of finances, assets and human resources</p> <p>Policy Management Board established and operational</p> <p>Civilian Complaints' Review Board established and operational</p> <p>Code of conduct developed and disseminated</p> <p>Number of complaints handled in accordance with applicable policies and procedures, disaggregated by gender</p> <p>Availability of appropriate infrastructure to perform police duties</p> <p>Fleet management system set up and operational</p> <p>Availability of vehicles and motorbikes to perform police duties</p>	<p>1.5.1: Support organisational reforms in the Liberia National Police by restructuring, right-sizing and decentralising operations</p> <p>1.5.2: Help develop, internalise and operationalise the Regulations and Administrative Instructions provided for in the Police Act (2016), with a particular focus on the establishment of the Civilian Complaints' Review Board</p> <p>1.5.3: Support the National Police Training Academy to provide training for security sector personnel</p> <p>1.5.4: Support the development of investigative as well as operational response capacity</p> <p>1.5.5: Operationalise the Professional Standards Division, including by developing a code of conduct and setting up an effective complaints' mechanism</p> <p>1.5.6: Roll out and implement the LNP's community policing policy at the local level, including by establishing community watch forums</p> <p>1.5.7: Renovate and refurbish local police stations, as appropriate</p> <p>1.5.8: Further enhance police mobility by setting up a fleet management system and enhancing transportation capacity at county level</p>
Output 1.6: Institutional capacity of the Bureau of Immigration and Naturalisation enhanced		
Baselines	Indicators	Activities
<p>Limited presence, reach and capacity of the Bureau of Immigration and Naturalisation, particularly in outlying areas</p> <p>Lack of public confidence in the ability of the border police to protect Liberia's borders</p> <p>Regulations and Administrative Instructions provided for in the Immigration Service Act (2016) not yet implemented</p> <p>No proper administrative systems in place to ensure proper management of finances, assets and human resources</p>	<p>Extent to which the Bureau of Immigration and Naturalisation is able to manage all border crossings effectively and professionally</p> <p>Regulations and Administrative Instructions successfully developed, internalised and operationalised</p> <p>Effective administrative systems in place to ensure proper management of finances, assets and human resources</p> <p>Policy Management Board established and operational</p> <p>Availability of appropriate infrastructure to perform border police duties</p>	<p>1.6.1: Support organisational reforms in the Bureau of Immigration and Naturalisation by restructuring, right-sizing and decentralising operations</p> <p>1.6.2: Help develop, internalise and operationalise the Regulations and Administrative Instructions provided for in the Immigration Service Act (2016), with a particular focus on the establishment of the Civilian Complaints' Review Board</p> <p>1.6.3: Renovate and refurbish border crossings, as appropriate</p> <p>1.6.4: Further enhance border police mobility by strengthening transportation capacity at county level</p>

Policy Management Board not yet operational Lack of operational resources and support, particularly in outlying areas	Availability of vehicles and motorbikes to perform border police duties	
Output 1.7: Institutional capacity of the Prosecution Department enhanced		
Baselines	Indicators	Activities
Limited presence, reach and capacity of the Prosecution Department, particularly in outlying areas Lack of public confidence in the ability of the Prosecution Department to effectively supervise and direct criminal investigations and successfully prosecute offenses No overarching, gender-sensitive policy or SOPs in place No job descriptions or performance management system in place Lack of qualified prosecutors (Legal Counsels and City Solicitors) No proper records management and archiving system in place	Extent to which the Prosecution Department is able to effectively supervise and direct criminal investigations and successfully prosecute offenses Overarching, gender-sensitive policy and SOPs in place Job descriptions and performance management system in place Number of prosecutors, disaggregated by gender, age, educational attainment, and location Specialised SGBV Crimes Prosecution Unit operational across the country Proper records management and archiving system in place	1.7.1: Help develop an overarching policy which defines the guiding vision, goals and performance expectations of the Prosecution Department, as well as SOPs to cover all aspects of prosecution 1.7.2: Support the development of clear job descriptions as well as clear guidelines on expected performance of individual staff and functions to ensure accountability for performance 1.7.3: Strengthen prosecution capacity at the local level by recruiting, training and deploying 50 additional prosecutors (Legal Counsels and City Solicitors) across the country 1.7.4: Assist with the establishment of a proper plea bargaining system to help reduce case backlogs and ensure timely delivery of justice 1.7.5: Roll out and support the specialised SGBV Crimes Prosecution Unit across the country 1.7.6: Sustainably improve records management and archiving
Output 1.8: Institutional capacity of the Bureau of Corrections and Rehabilitation enhanced, with a focus on investing in vocational activity facilities, and introducing the concept of alternative sentencing		
Baselines	Indicators	Activities
Limited capacity of the Bureau of Corrections and Rehabilitation to manage the prisons under its command effectively and professionally Lack of funding to adequately meet inmates' physical, health and welfare needs Lack of public confidence in the ability of the prison service to manage the prisons and detention facilities under its command in an effective and professional manner Limited capacity of the Parole and Probation Services Division Pre-trial detention rate stands at a national average of around 64% Limited vocational skills training opportunities available for inmates Prisons and detention facilities are dilapidated and overcrowded, inmates suffer from poor sanitary facilities and conditions	The extent to which the Bureau of Corrections and Rehabilitation is able to manage the prisons and detention facilities under its command in an effectively and professional manner, ensuring the safety and well-being of all inmates Parole and Probation Services Division operational across the country Pre-trial detention rate across the country Inspections, internal audits and investigations take place on regular basis Vocational skills training programmes available across the country Prison uniforms provided to all inmates Facilities meet inmates' physical, health and welfare needs	1.8.1: Support organisational reforms in the Bureau of Corrections and Rehabilitation by restructuring, right-sizing and decentralising operations 1.8.2: Roll out the Parole and Probation Services Division to cover the entire country 1.8.3: Support the Bureau of Corrections and Rehabilitation to further develop its internal audit and investigation function 1.8.4: Support ongoing vocational skills training programmes 1.8.5: Provide prison uniforms for all inmates 1.8.6: Renovate and refurbish detention facilities, as appropriate

Output 1.9: Institutional capacity of the Independent National Human Rights Commission enhanced, with a view to ensuring compliance with the Paris Principles		
Baselines	Indicators	Activities
<p>Limited capacity of the Independent National Human Rights Commission to deliver on its mandate in full compliance with the Paris Principles</p> <p>Lack of public awareness of the role and responsibilities of the Independent National Human Rights Commission</p> <p>Lack of capacity to receive and investigate complaints of human rights violations</p> <p>Lack of qualified human rights monitors, particularly in outlying areas</p> <p>Lack of funding to deploy additional human rights monitors</p> <p>No proper system in place to conduct regular inspections of prisons and detention facilities</p>	<p>The extent to which the Independent National Human Rights Commission is able to deliver on its mandate in full compliance with the Paris Principles</p> <p>National Human Rights Action Plan of Liberia and the recommendations contained in the UPR (2015), particularly those related to SGBV, implemented</p> <p>Number of complaints and investigations handled, disaggregated by type, gender and location</p> <p>Level of public awareness of the role and responsibilities of the Independent National Human Rights Commission</p> <p>Human rights monitors deployed across the country</p> <p>Inspections of prisons and detention facilities take place on a regular basis</p>	<p>1.9.1: Support the implementation of the National Human Rights Action Plan of Liberia and the recommendations contained in the UPR (2015)</p> <p>1.9.2: Help raise public awareness of the Independent National Human Rights Commission and its services</p> <p>1.9.3: Provide sustained capacity development support with a view to strengthening the complaints intake, processing and investigation functions</p> <p>1.9.4: Support the deployment of human rights monitors across the country</p> <p>1.9.5: Support the Independent National Human Rights Commission to oversee conditions in prisons and detention facilities</p>
Output 1.10: Legislative drafting skills enhanced across the legislative chain, with a focus on systematising law-making approaches and ensuring broader inclusion of societal groups and perspectives		
Baselines	Indicators	Activities
<p>Critical law reforms, including the constitutional review, delayed</p> <p>Law-making conducted in an <i>ad hoc</i> manner, resulting in discrepancies and inconsistencies in the legal framework</p> <p>Limited legislative drafting capacity, including in terms of undertaking gender impact analyses</p> <p>Limited capacity to carry out impact and costing assessments</p> <p>Limited opportunity to ensure broader inclusion of societal groups and perspectives</p> <p>Limited opportunities for law-makers to exchange experiences and share regional and global best practices</p>	<p>Systematisation and democratisation of the law-making process</p> <p>Impact and costing assessments carried out on a regular basis</p> <p>Gender impact analyses undertaken on a regular basis</p> <p>Key pieces of legislation, including the Land Rights Act, the Land Authority Act, the Gender Equity Bill, the Whistle Blower Protection Act, the Domestic Violence Act and the Corrupt Offences Act, enacted</p> <p>Broader inclusion of societal groups and perspectives</p> <p>Number of multi-stakeholder consultations held, with a view to ensuring proper interest representation and feedback</p>	<p>1.10.1: Sustainably improve the law-making process, with a focus on incorporating impact and costing assessments</p> <p>1.10.2: Systematise law-making approaches and processes with a view to ensuring overall consistency and coherence of the national legal framework and ensuring compliance with national and international human rights obligations</p> <p>1.10.3: Underpin critical law reforms, including by lobbying for the passage of the Land Rights Act, the Land Authority Act, the Gender Equity Bill, the Whistle Blower Protection Act, and the Corrupt Offences Act</p> <p>1.10.4: Ensure broader inclusion of societal groups and perspectives, including by supporting multi-stakeholder consultations</p> <p>1.10.5: Facilitate the sharing of regional and global best practices, including by organising seminars and conferences</p>
Output 1.11: Inter-institutional linkages forged, with a view to addressing the continued fragmentation of the justice-security continuum		
Baselines	Indicators	Activities
<p>No clear demarcation of the roles and responsibilities between the different justice and security institutions</p> <p>Functional linkages between the Liberia National Police and the Prosecution Department need to be strengthened</p>	<p>Clear demarcation of the roles and responsibilities between the different justice and security institutions</p> <p>Level of coordination and cooperation between the Liberia National Police and the Prosecution Department</p>	<p>1.11.1: Advise the Ministry of Justice on the applicability in Liberia of comparative justice models and the demarcation of roles and responsibilities between justice and security institutions in other jurisdictions</p> <p>1.11.2: Foster linkages between the different justice and security institutions, with a focus on improving coordination and cooperation between the Liberia National Police and the Prosecution Department</p>

Lack of communication, coordination and cooperation between the different justice and security institutions	Levels of communication, coordination and cooperation between the different justice and security institutions	1.11.3: Enhance coordination between the main external oversight institutions in order to clarify their respective mandates, and to establish priorities for each in the oversight of justice and security institutions	
Limited coordination between the main external oversight bodies	Level of coordination between the main external oversight bodies	1.11.4: Promote confidence- and trust-building between the different justice and security institution and civil society, including by establishing a think tank to engage CSOs/CBOs on security sector governance issues	
Relations between the government and civil society strained	Level of trust and confidence between the government and civil society		
Outcome 2: Civil society contribution to rule of law and community access to justice enhanced			
Baselines	Indicators	Risks/Assumptions	Means of Verification
Limited CSO/CBO capacity to deliver quality legal aid services to disadvantaged individuals and communities	CSO/CBO capacity to deliver quality legal aid services to disadvantaged individuals and communities	CSOs/CBOs committed to engaging in the areas of raising legal awareness, providing legal aid and assistance, monitoring the performance of the different justice and security institutions, and promoting human rights advocacy	Public perception surveys aimed at establishing the extent to which Liberians engage with and trust justice and security institutions (2017 and 2019)
Low levels of legal literacy, i.e. understanding your rights and how to assert them, particularly in rural areas	Legal literacy levels amongst local communities, disaggregated by gender	Sufficient number of lawyers and paralegals with the necessary skills and knowledge to provide quality legal aid and assistance	Narrative and financial reports issued by the programme
Lack of public awareness of how to file a complaint against the different justice and security institutions	Level of public awareness of how to file a complaint against the different justice and security institutions, disaggregated by gender	The security situation allows for continued access across the country	Reports issued by programme counterparts, including civil society partners
Lack of public awareness of available legal aid services	Level of public awareness of available legal aid services, disaggregated by gender	No government restrictions on the work of human rights groups and activists, legal aid related activities can be implemented unhampered	Records of site visits and focus group discussions with staff and beneficiaries
Lack of public confidence in the ability of civil society to contribute to rule of law and enhance community access to justice	Level of public confidence and trust in legal aid providers, disaggregated by gender	Notwithstanding resistance in some quarters, women are able to participate in legal literacy activities and access legal aid services	Records of spot-checks on randomly selected advice files
Rural Liberians pursue justice almost entirely through traditional means	Client satisfaction with the performance of legal aid providers and outcomes of cases, disaggregated by gender	Relations between the different justice and security institutions and civil society remain conducive to working together	
Strained relations between the different justice and security institutions and civil society	Number of legal aid beneficiaries, disaggregated by gender, age and location		
	Level of coordination and cooperation between the different justice and security institutions and civil society		
Output 2.1: Capacity of CSOs/CBOs strengthened to deliver quality legal aid services to disadvantaged individuals and communities			
Baselines	Indicators	Activities	
Limited CSO/CBO capacity to provide legal aid and assistance, i.e. legal information, legal advice, legal representation	Number of CSO/CBO legal aid providers operating under the programme	2.1.1: Sustainably strengthen the capacity of selected CSOs/CBOs to provide legal aid and assistance (legal information, legal advice, legal representation)	
Lack of access to legal aid services, particularly in rural areas	Number of legal aid beneficiaries under the programme, disaggregated by gender, age and location	2.1.2: Support CSOs/CBOs in reaching out to poor and marginalised communities and in addressing their specific legal needs	
Lack of public awareness of available legal aid services	Community legal literacy rate per county, disaggregated by gender	2.1.3: Raise public awareness of available legal aid services	
Lack of clear guidelines, including proper means and merit eligibility criteria	Guidelines, including proper means and merit eligibility criteria, developed and endorsed	2.1.4: Undertake two audits of the legal aid services provided to measure performance and client satisfaction	
	Number of legal aid service audits undertaken		

Output 2.2: Quality of legal profession strengthened to enhance community access to justice and security		
Baselines	Indicators	Activities
<p>Limited capacity of the Liberian National Bar Association to 'push' social justice agenda</p> <p>Liberian National Bar Association largely unable to play a convening role</p> <p>Lack of legal aid lawyers and paralegals</p> <p>No paralegal system in place</p> <p>Limited training opportunities for practising lawyers</p> <p>Legal education is largely based on theoretical methods, rather than practical ones</p> <p>Limited opportunities for law students to gain hands-on legal experience</p>	<p>Number of referrals facilitated by network of legal aid providers</p> <p>Number of lawyers and paralegals providing legal aid and assistance, disaggregated by gender, age and location</p> <p>Number of lawyers participating in continuous education programme</p> <p>Pilot paralegal system established and operational</p> <p>Number of law students involved in legal awareness-raising, disaggregated by gender</p> <p>Number of law students enrolled in moot court competitions, disaggregated by gender</p>	<p>2.2.1: Set up a network of legal aid providers and establish a <i>pro bono</i> legal aid scheme in collaboration with the Liberian National Bar Association and other partners</p> <p>2.2.2: Investigate viability of compulsory <i>pro bono</i> legal aid scheme for lawyers to re-register</p> <p>2.2.3: Set up a continuous education programme for practising lawyers</p> <p>2.2.4: Explore the possibility of setting up a pilot paralegal system</p> <p>2.2.5: Strengthen clinical legal education, including by introducing innovative learning approaches (legal aid clinics, moot court competitions etc.)</p>
Output 2.3: Support an enabling legal environment conducive to increasing citizen oversight and community access to justice		
Baselines	Indicators	Activities
<p>Limited CSO/CBO capacity to monitor the performance of the different justice and security institutions</p> <p>Limited coordination between selected CSOs/CBOs and the Independent National Human Rights Commission</p> <p>Limited understanding about the functioning of the justice system, particularly in rural areas</p> <p>Limited media coverage of rule of law related issues</p> <p>Lack of public awareness of available complaints' mechanisms</p>	<p>Number of CSOs/CBOs engaged in monitoring the performance of the different justice and security institutions</p> <p>Level of coordination between selected CSOs/CBOs and the Independent National Human Rights Commission</p> <p>Level of understanding about the functioning of the justice system, particularly in rural areas</p> <p>Number of justice and security sector monitoring reports issued</p> <p>Level of public awareness of available complaints' mechanisms</p>	<p>2.3.1: Build civil society capacity to actively monitor the performance of the different justice and security institutions, including through the Security Sector Civil Society Working Group</p> <p>2.3.2: Foster linkages between selected CSOs/CBOs and the Independent National Human Rights Commission, with a particular focus on ensuring adherence to fair trial standards</p> <p>2.3.3: Sustainably increase legal literacy, with a view to enhancing the understanding of the population about the functioning of the justice system, particularly in rural areas</p> <p>2.3.4: Enhance coverage by local media outlets of rule of law related issues, including by training selected reporters and journalists</p> <p>2.3.5: Raise public awareness of available complaints' mechanisms</p>
Output 2.4: Engagement with informal justice actors and processes to increase observation of international standards		
Baselines	Indicators	Activities
<p>Little to no interaction between formal justice actors and informal justice actors</p> <p>Informal justice system commonly used to resolve a wide range of disputes, including criminal and civil matters, violence against women and children and inter-familial and/or tribal disputes</p> <p>Informal justice processes often favour the interests of those with power. As a result, women and children are often unable to secure their rights</p>	<p>Level of interaction between formal justice actors and informal justice actors</p> <p>Enhanced CSO/CBO engagement with informal justice authorities applying gender equality and rights-based approach</p> <p>Network of 'progressive' informal justice actors, including women leaders, established and operational</p> <p>Informal justice study completed and disseminated</p>	<p>2.4.1: Harmonise the traditional and statutory justice systems, including through the preparation of new framing legislation</p> <p>2.4.2: Commission a study on how Liberians use informal justice mechanisms and what kind of outcomes they achieve</p> <p>2.4.3: Form a network of 'progressive' informal justice actors with a view to developing and implementing an informal justice engagement strategy</p> <p>2.4.4: Support the promotion of women into positions of authority and decision-making</p>

<p>Women largely excluded from informal justice decision-making roles</p> <p>Limited training opportunities for informal justice actors</p>	<p>Number of female informal justice actors</p> <p>Number of informal justice actors engaged in training on international human rights norms and standards as well as relevant domestic laws</p>	<p>2.4.5: Provide ‘progressive’ informal justice actors with tailored training on international human rights norms and standards as well as relevant domestic laws</p>	
<p>Outcome 3: Gender responsiveness of justice, security and legislative actors strengthened and women and girls’ access to justice and security improved</p>			
<p>Baselines</p>	<p>Indicators</p>	<p>Risks/Assumptions</p>	<p>Means of Verification</p>
<p>No sector-wide gender-mainstreaming strategies in place</p> <p>Limited understanding of the specific rights and needs of women and girls across the justice and security sectors</p> <p>Limited number of number of women working across the justice and security sectors</p> <p>Limited availability of specialised services for victims/survivors of SGBV</p> <p>Lack of capacity among lawyers to represent and advocate for cases of women and girls</p> <p>Legal aid services tailored to the specific needs of women and children not readily available</p> <p>Lack of awareness amongst women and girls of available legal aid services</p>	<p>The extent to which the different justice and security institutions are able to provide justice, security and protection services tailored to the specific needs of women and girls</p> <p>Number of gender strategies and action plans developed</p> <p>Number of women working across the justice and security sectors</p> <p>Gender-sensitive HRM policies and procedures adopted and implemented</p> <p>Number of lawyers representing and advocating for cases of women and girls</p> <p>Number of women and girls benefitting from legal aid services provided under the programme</p> <p>Satisfaction of female clients with the performance of legal aid providers and outcomes of cases</p>	<p>The different justice and security institutions prioritise capacity development in the area of gender justice</p> <p>Sufficient institutional commitment to sustainably strengthen gender responsiveness and improve women and girls’ access to justice and security</p> <p>Sufficient number of posts become available for female candidates</p> <p>Sufficient number of lawyers who are able to provide gender-sensitive legal services</p> <p>Notwithstanding resistance in some quarters, women and girls are able report violence and seek redress</p>	<p>Surveys of available justice and security sector data (2017 and 2019)</p> <p>Data and records generated by the different justice and security institutions</p> <p>Public perception surveys aimed at establishing the extent to which Liberians engage with and trust justice and security institutions (2017 and 2019)</p> <p>Narrative and financial reports issued by the programme</p> <p>Reports issued by programme counterparts, including civil society partners</p> <p>Records of site visits and focus group discussions with staff and beneficiaries</p> <p>Records of spot-checks on randomly selected advice files</p>
<p>Output 3.1: Capacity of justice and security institutions to develop and implement gender responsive laws, policies and frameworks strengthened</p>			
<p>Baselines</p>	<p>Indicators</p>	<p>Activities</p>	
<p>Limited capacity to develop and implement gender responsive laws, policies and frameworks</p> <p>Limited civil society engagement in the development of gender responsive laws, policies and frameworks</p> <p>No sector-wide gender mainstreaming policy in place</p> <p>Statistics regarding the number of women and girls coming into contact with rule of law institutions are not readily available</p>	<p>Review of national laws, policies and frameworks from a women’s rights’ perspective undertaken and endorsed</p> <p>Number of multi-stakeholder consultations, including conferences, seminars and workshops, conducted</p> <p>Gender mainstreaming strategies developed and implemented</p> <p>Extent to which statistics regarding the number of women and girls coming into contact with rule of law institutions are readily available</p>	<p>3.1.1: Undertake a review of national laws, policies and frameworks from a women’s rights’ perspective and identify priority areas of justice and security sector reform</p> <p>3.1.2: Support multi-stakeholder consultations on priority areas of reform, including by organising conferences, seminars and workshops</p> <p>3.1.3: Help develop and implement a sector-wide gender mainstreaming strategy with a view to ensuring greater gender sensitivity of justice, security and protection services</p> <p>3.1.4: Help develop a mechanism to collect statistics regarding the number of women and girls coming into contact with rule of law institutions</p>	

Output 3.2: Availability, accessibility and appropriateness of policing services for women and girls, including those threatened by or experiencing violence, improved		
Baselines	Indicators	Activities
<p>Lack of understanding of the specific rights and needs of women and girls amongst police personnel</p> <p>No gender-sensitive HRM policies and procedures in place</p> <p>Less than 20% of police officers are women</p> <p>Limited capacity of the Women and Children Protection Section to investigate SGBV crimes</p> <p>Limited number of investigations into SGBV crimes</p> <p>No minimum standard guidelines in place to ensure victim protection standards are met</p>	<p>Level of understanding of the specific rights and needs of women and girls amongst police personnel</p> <p>Gender-sensitive HRM policies and procedures developed and implemented</p> <p>Change in the number of women employed by the Liberia National Police</p> <p>Number of SGBV crimes investigated</p> <p>Level of satisfaction amongst complainants with the performance of the Women and Children Protection Section</p> <p>Minimum standard guidelines related to infrastructure and equipment developed and met</p>	<p>3.2.1: Support the sensitisation of the police force on the rights and needs of women and girls, with a view to reducing discriminatory attitudes and behaviours and strengthening gender responsiveness across the 'justice chain'</p> <p>3.2.2: Promote development and implementation of gender-sensitive HRM policies and procedures, with a view to increasing the number of women working across the justice and security sectors</p> <p>3.2.3: Provide sustained capacity development support to the specialised Women and Children Protection Section, including by supplementing the existing training programme to ensure that specialised aspects of victim protection as well as data collection and management are adequately covered</p> <p>3.2.4: Develop minimum standard guidelines related to infrastructure and equipment and provide support to ensure these standards are met</p>
Output 3.3: Availability, accessibility and appropriateness of prosecutorial and judicial services for women and girls, including those threatened by or experiencing violence, improved		
Baselines	Indicators	Activities
<p>Lack of understanding of the specific rights and needs of women and girls amongst prosecutorial, judicial and legal staff</p> <p>No gender-sensitive HRM policies and procedures in place</p> <p>Limited traineeship opportunities for female law school graduates</p> <p>Limited capacity of the SGBV Crimes Prosecution Unit and the specialised Court E to properly prosecute and adjudicate SGBV crimes</p> <p>Low SGBV case disposal and conviction rates</p>	<p>Level of understanding of the specific rights and needs of women and girls amongst prosecutorial, judicial and legal staff</p> <p>Gender-sensitive HRM policies and procedures developed and implemented</p> <p>Change in the number of women employed by the Prosecution Department and the Liberian Judiciary</p> <p>Number of female law school graduates enrolled in traineeship programme</p> <p>Number of SGBV crimes prosecuted and adjudicated, SGBV case disposal and conviction rates</p>	<p>3.3.1: Support the sensitisation of prosecutorial, judicial and legal staff on the rights and needs of women and girls, with a view to reducing discriminatory attitudes and behaviours and strengthening gender responsiveness across the 'justice chain'</p> <p>3.3.2: Promote development and implementation of gender-sensitive HRM policies and procedures, with a view to increasing the number of women working across the justice and security sectors</p> <p>3.3.3: Provide support for traineeships for female law school graduates</p> <p>3.3.4: Provide sustained capacity development support to the specialised SGBV Crimes Prosecution Unit as well as the specialised Court E with a view to increasing case disposal and conviction rates</p>
Output 3.4: Strengthen lawyers' capacity to provide gender-sensitive legal services and rights-based advocacy for women and girls		
Baselines	Indicators	Activities
<p>Lack of capacity among lawyers to provide gender-sensitive legal services and rights-based advocacy for women and girls</p> <p>No specialised training programme in place for lawyers who provide legal aid and assistance to women and girls</p> <p>Few lawyers provide specialised legal services for women and girls</p>	<p>Lawyers' capacity to provide gender-sensitive legal services and rights-based advocacy for women and girls</p> <p>Specialised training programme developed for lawyers who provide legal aid and assistance to women and girls</p> <p>Number of lawyers providing specialised legal services for women and girls</p> <p>Number of women and girls benefitting from legal aid services provided under the programme</p>	<p>3.4.1: Support the delivery of a specialised training programme for lawyers who provide legal aid and assistance to women and girls</p> <p>3.4.2: Provide tailored legal aid services to women and girls</p> <p>3.4.3: Development clear guidelines and a client service charter aimed at improving the quality of services provided</p>

Legal aid services tailored to the specific needs of women and girls not readily available	Client satisfaction with the performance the lawyers and the outcomes of cases		
Lack of clear guidelines and a client service charter	Guidelines and a client service charter developed		
Outcome 4: Capacity of key actors and stakeholders to monitor progress and results in rule of law development increased			
Baselines	Indicators	Risks/Assumptions	Means of Verification
Limited PME and data collection capacity across the justice and security sectors	PME and data collection capacity across the justice and security sectors	Justice and security institutions committed to invest in sustainably strengthening their PME and data collection capacity	Surveys of available justice and security sector data (2017 and 2019)
Lack of robust baseline data for the justice and security sectors, hampering informed decision-making	Number of M&E experts working across the justice and security sectors	Justice and security institutions willing to share data with LISGIS	Data and records generated by the different justice and security institutions
Lack of M&E experts working across the justice and security sectors	PME strategies and work plans in place for the different justice and security institutions	LISGIS committed to carrying out public perception surveys and surveys of available justice and security sector data	Public perception surveys aimed at establishing the extent to which Liberians engage with and trust justice and security institutions (2017 and 2019)
Weak monitoring and evaluation frameworks	Capacity of LISGIS to actively monitor development in the Liberian rule of law sector	actively monitor developments in the Liberian rule of law sector	Narrative and financial reports issued by the programme
Limited capacity of LISGIS to actively monitor developments in the Liberian rule of law sector	Extent to which baseline and follow-up data is available to adequately monitor progress and results in rule of law development	The security situation allows for public perception surveys to be carried out across all 15 counties	Reports issued by programme counterparts, including civil society partners
No PME strategies and work plans in place for the different justice and security institutions	Extent to which both institutional and civil society partners are able to support and feed into the programme's M&E systems	CSO/CBO partners committed to invest in sustainably strengthening their PME and data collection capacity	M&E assessments of all activities and interventions (progress reports, data collection and analysis, field visits, focus group discussions, spot-checks, etc.)
Limited CSO/CBO capacity to undertake M&E activities and report on results	Capacity of UNDP and UNMIL to ensure proper monitoring, evaluation and reporting		The M&E plan, the financial review, the mid-term review, the independent outcome evaluation, the financial audit
Limited capacity of UNDP and UNMIL to ensure proper monitoring, evaluation and reporting	Programme's M&E milestones achieved, including the M&E plan, the mid-term review, the independent outcome evaluation, and the financial audit		
Limited capacity amongst both institutional and civil society partners to support and feed into programme's M&E systems			
Output 4.1: Enhanced national capacities to develop a robust PME system across the rule of law sector			
Baselines	Indicators	Activities	
Limited PME and data collection capacity across the different justice and security institutions, including the Ministry of Justice and the Liberian Judiciary	Number of staff seconded to the Ministry of Justice and the Liberian Judiciary	4.1.1: Support the development of PME capacity within the rule of law sector by seconding staff to the Ministry of Justice and the Liberian Judiciary	
No PME strategies and work plans in place for the different justice and security institutions	PME strategies and work plans for the different justice and security institutions as well as harmonised indicators for the rule of law sector as a whole in place	4.1.2: Develop individual PME strategies and work plans for the different justice and security institutions as well as harmonised indicators for the rule of law sector as a whole	
No harmonised indicators in place for the rule of law sector as a whole	Financial review to determine minimum financial needs and the allocation of government resources for the reform, restructuring and effective functioning of the rule of law sector completed	4.1.3: Help carry-out a financial review, building on the 2013 Public Expenditure Review, to determine minimum financial needs and the allocation of government resources for the reform, restructuring and effective functioning of the rule of law sector	
It is not clear how much it costs to adequately resource the justice and security sectors, including at county level			

Output 4.2: Capacity of LISGIS developed to monitor progress in the justice and security sectors, including by conducting public perception surveys and surveys of justice and security sector data		
Baselines	Indicators	Activities
<p>Lack of information about the extent to which Liberians engage with and trust justice and security institutions</p> <p>Lack of information about the performance of the different justice and security institutions vital for diagnosing bottlenecks and support informed decision-making</p> <p>Limited capacity of LISGIS to monitor developments in the Liberian rule of law sector</p>	<p>Level of coordination and cooperation between the Peacebuilding Office and the programme</p> <p>Empirical knowledge products, including public perception surveys and surveys of available justice and security sector data, are readily available</p> <p>Capacity of LISGIS to conduct public perception surveys and surveys of available justice and security sector data</p>	<p>4.2.1: In close conjunction with the Peacebuilding Office, conduct public perception surveys to establish the extent to which Liberians engage with and trust justice and security institutions</p> <p>4.2.2: Conduct surveys of available justice and security sector data with a view to tracking the effectiveness of existing investments, identifying areas in which additional efforts are needed, and prioritising interventions accordingly</p> <p>4.2.3: Sustainably strengthen LISGIS capacity to actively monitor developments in the Liberian rule of law sector</p>
Output 4.3: Enhanced capacity amongst civil society partners to monitor, evaluate and report on results		
Baselines	Indicators	Activities
<p>Limited civil society capacity to undertake M&E activities and report on results</p> <p>Limited CSO/CBO capacity to support and feed into the programme's M&E systems</p> <p>Limited opportunities for CSOs/CBOs to further develop their M&E and data collection capacities and share 'best practice' M&E models and reporting systems</p>	<p>Civil society capacity to reliably monitor, evaluate and report on results</p> <p>Availability of quantitative and qualitative data, including in the areas of legal awareness-raising and legal aid and assistance</p> <p>Training on M&E and data collection conducted and sharing of 'best practice' M&E models and reporting systems facilitated</p>	<p>4.3.1: Conduct training for CSOs/CBOs on developing and implementing M&E strategies and reporting on results</p> <p>4.3.2: Provide on-going advice and assistance to civil society partners to improve data collection and M&E</p> <p>4.3.3: Support sharing of 'best practice' M&E models and reporting systems amongst civil society partners</p>
Output 4.4: A results-based approach to monitoring, evaluating and reporting on programme results adopted		
Baselines	Indicators	Activities
<p>Limited capacity of UNDP and UNMIL to ensure proper monitoring, evaluation and reporting</p> <p>No dedicated M&E capacity in place</p> <p>Limited results-based management capacities among key rule of law actors and stakeholders</p> <p>Limited capacity amongst both institutional and civil society partners to support and feed into programme's M&E systems</p> <p>No programme-wide M&E plan in place</p>	<p>Monitoring and Evaluation Analyst employed by the programme</p> <p>M&E plan and reporting tools developed and endorsed by the Programme Board</p> <p>Annual work plans and annual reports submitted in timely manner</p> <p>Number of M&E assessments undertaken (progress reports, data collection and analysis, field visits, focus group discussions, spot-checks, etc.)</p> <p>Lessons learned exercise on the work of UNMIL's Rule of Law Pillar completed</p> <p>The financial review, the mid-term review, the independent outcome evaluation, and the financial audit completed</p>	<p>4.4.1: Develop programme-wide M&E plan and submit high-quality annual work plans and annual reports in a timely manner</p> <p>4.4.2: Undertake regular M&E assessments of all activities and interventions (progress reports, data collection and analysis, field visits, focus group discussions, spot-checks etc.)</p> <p>4.4.3: Carry-out a lessons learned exercise on the work of UNMIL's Rule of Law Pillar in conjunction with the Standing Police Capacity, the Justice & Corrections Standing Capacity as well as OHCHR</p> <p>4.4.4: Conduct a mid-term review in conjunction with UNDP/BPPS, DPKO/OROLSI and OHCHR with a view to addressing the challenges impacting the programme</p> <p>4.4.5: Commission an independent outcome evaluation to assess the level of progress made towards achieving the outputs and outcomes articulated in the programme document</p> <p>4.4.6: Commission a financial audit to ascertain compliance with UNDP's accounting standards and internal control framework</p>

Annex A: Risk Log

The risk log has been designed to reflect risks to the implementation of the programme and their respective foreseen mitigation measures. It includes risks related to the overall developmental and humanitarian environment in which the programme operates, risks related to the interaction with and between national counterparts, as well as risks related to the programme itself and its joint implementation by UNDP and UNMIL.

As with any developmental intervention, there are multiple foreseeable risks on all levels, ranging from the activity level to the macro-political level. There is always the possibility of risks created by the development intervention itself. If, for instance, assistance is directed too much towards one institution, this is likely to affect the others, and may hamper processes for which the institutions are jointly responsible. For example, if the balance of assistance between the Liberia National Police and the Prosecution Department is too much in favour of the former, this potentially not only jeopardises the (working) relationship between the institutions, but also risks distorting mandates and the overall effectiveness of the criminal justice chain.

UNDP and UNMIL strongly believe that they can contribute to the (pre-emptive) mitigation of many (potential) risks by the manner in which they work with all counterparts at all levels throughout the programme cycle. Among the pillars upon which successful implementation of previous programming was built were crucial concepts of national ownership, broad-based consultations, participation, empowerment, consensus-building, facilitation and dialogue, non-discrimination and the active promotion of gender equality and human rights, as well as a strong focus on support for the most vulnerable groups in Liberian society - striking a proper balance between institutional capacity building (the 'supply-side'), civil society capacity development and addressing pressing (legal) needs of the most vulnerable groups in Liberian society (the 'demand-side'). With this approach, it is foreseen that the interventions will not contribute to the creation, prolongation or aggravation of risks.

There are several ways in which the programme aims to contribute to the sustainability of its capacity development interventions, by focussing on developing the capacities of individuals, systems as well as institutions (and how these all interact) in a manner that empowers the targeted counterparts with increased professional skills, legal frameworks and strategies, improved and standardised work processes, and a service-oriented approach. A sizeable engagement of national capacities in academia, civil society organisations complements what is effectively a national development methodology. As such, the programme is well-positioned to contribute to improving Liberian capacities to deal with the challenges of the future.

Description	Project Activities Affected	Risk Impact & Probability		Mitigation Measures
		Likelihood	Impact	
1. Security risks caused by UNMIL drawdown leaving gaps and vulnerability	All activities might be affected if the programme is forced to suspend implementation due to increased security risks.	Medium	High	Extensive planning and effort has gone into ensuring no lapse of security occurs as a consequence of the UNMIL drawdown. The Government of Liberia Plan for UNMIL Transition was approved in March 2015, and to the extent possible, the programme has been aligned with the priorities identified in the transition plan. Security risks are likely to be regional. Should security in some locations deteriorate, UNDP and UNMIL will work with their partners to close security gaps as far as possible. If necessary, the programme will suspend implementation in insecure areas or adapt implementation modalities, while maintaining implementation wherever else possible. Through making extensive use of national implementation mechanisms, empowering national programme staff, and continuing to build capacities with all counterparts, the programme should be able to continue implementation of activities despite adverse conditions.
2. Political instability in lead-up to 2017 elections	While the presidential and parliamentary elections are not due until October 2017, there could be heightened political instability in the months leading up to them, in both the capital and at the county level as political parties seek to shore up their support basis. These dynamics could interfere with programme implementation in affected areas.	Medium	High	While the mitigation measures for this particular risk appear to be largely outside of the programme's realm, the programme will likely focus on increased engagement with communities through CSOs/CBOs and community policing efforts. It will aim to support the civil authorities to manage legitimate political campaigning, but also use negotiation to defuse dynamics or deter tactics which threaten to erode fragile security situations. This will be a test of how successfully the police have managed to build community trust and engagement. Should the security situation in particular regions unravel, the programme will seek to mitigate risk to the programme through the measures addressed above.
3. Lack of adequate government resources to fill emerging additional capacity gaps	While the resources necessary for implementing this programme have been secured, further capacity gaps may jeopardise the sustainability of the proposed interventions. The Liberian economy was hit hard by the Ebola crisis and government resources are now even more thinly stretched than previously.	High	Medium	UNDP and UNMIL have done their utmost to assess and predict the most pressing needs likely to emerge in the foreseeable future, and to prioritise implementation of these at the earliest possible time. Should additional needs emerge which could, if left unmet, jeopardise the investments made, the programme will seek to mobilise additional resources to meet critical needs or work with relevant institutions to mitigate such risks.
4. Corruption, nepotism and favouritism and lack of high-level political will to tackle these	Corruption, in its many forms, constitutes a serious risk to any institutional development process and public perceptions of justice and the rule of law. As such, it represents an important risk not only at the level of individual activities and interventions but for the programme as a whole.	High	High	More serious efforts are needed by the government to fight corruption through implementation of a national anti-corruption strategy and rigorous investigations and prosecution, both activities beyond the scope of this programme. Nonetheless, several aspects of this programme will contribute to increasing accountability of the justice and security institutions, including through the work of the public outreach offices to support citizen complaints, through increased community engagement in security issues, by supporting civil society organisations to increase their advocacy and reporting on institutional corruption, and by tightening record-keeping procedures across the justice and security sectors.
5. Strained relations or lack of coordination between the institutions	While to date relations between key justice and security institutions have been reasonably harmonious, competition over resources will likely increase, potentially affecting the levels of coordination and functionality between them.	Medium	High	UNDP and UNMIL will continue to support the Ministry of Justice to undertake thorough information sharing, planning and coordination with all stakeholders. As the resource allocations for this programme are fixed, friction caused by the issue of the division of resources within the programme should be limited, however the Programme Management Unit will remain closely apprised of institutional dynamics and ready to intervene and support mediated solutions to any particular disputes that arise between the institutions, and to make adjustments as necessary.

6. Strained relations or lack of coordination between institutions and civil society	The fact that some of the relationships between programme partners and counterparts are strained could, if not properly addressed, hamper the implementation of some of the programme activities	Medium	Medium	UNDP and UNMIL have a good understanding of the different relationships between programme partners and counterparts and are generally considered reliable partners. As such, it is expected the programme will be able to build bridges and enable improved cooperation by encouraging partners to recognise the synergies between them and work constructively on concrete issues to help each other. For example, UNDP and UNMIL will continue to encourage the Government of Liberia to draw on the expertise of civil society while also deepening its understanding and appreciation of their monitoring role. In the same vein, the programme will continue to encourage CSOs/CBOs to use their common and respective strengths to work together.
7. Slow and centralised decision-making	This risk refers to the protracted and sometimes unclear decision-making processes in some programme counterpart institutions. Additionally, the rotation of staff members occasionally creates a lack of continuity.	Medium	Medium	UNDP and UNMIL will adequately plan for time required for certain counterpart decisions to be made and will continue to work on the basis of inclusion and consensus. In addition, the programme will work to ensure 'quick gains' to demonstrate in concrete ways the potential benefits of reform and to foster commitment to the agreed-upon for change processes to be completed. The programme will focus on decentralising decision-making and supporting proper delegation of authority.
8. Entrenched legal and social discrimination against women and lack of measures to address these	This is a known risk to implementation of some aspects of the programme but is also one of the key reasons why the programme is needed. It is the role of the programme to contest these patriarchal norms and values and address the symptoms, such as high levels of violence against women.	High	High	The programme includes components that explicitly aim at addressing discrimination against women and strengthen gender responsiveness across the justice chain. In addition to working to support victims of SGBV and hold perpetrators to account, the programme is geared towards encouraging justice and security institutions to recruit and promote more women, and for women to be proactively engaged in community security strategies. The programme will also support women's organisations to lead grassroots community efforts to tailor legal aid services to legally empower women so they can better realise their rights.
9. Lack of reliable data to make informed decisions	The lack of reliable data poses a considerable risk to the programme, as it makes it difficult to make informed decisions about needs, programme implementation approaches and results.	Medium	High	The programme will mitigate this risk through its own efforts to fill data gaps where possible by leveraging its close working relationships with institutional actors and civil society. The programme will also encourage institutions to commit to developing proper baselines through a rigorous public perception survey of justice and security services and regular institutional performance data both conducted on a regular basis, so that future results can be better measured and programming adjusted accordingly.

Annex B: Overview of Justice and Security Institutions in Liberia

Ministry of Justice

The Ministry of Justice (MOJ) is responsible for providing leadership and coordination of the justice and security sectors and ensuring that the sector is capable of effectively upholding citizens' rights and that justice and security services are efficient, accountable and non-discriminatory. Established in 1972, the MOJ oversees six government agencies, including the Liberia National Police (LNP), the Prosecution Department (PD) and the Bureau for Corrections and Rehabilitation (BCR), but also the Bureau of Immigration and Naturalisation (BIN), the Drugs Enforcement Agency (DEA), and the Liberian National Fire Service (LNFS). Due to capacity constraints, the MOJ is still largely unable to ensure proper guidance and oversight, or unity of purpose and objectives.

As per the Executive Law enacted in the early 70s, the MOJ is headed by a Minister of Justice who also acts as the Attorney-General of Liberia. As such, s/he is tasked with prosecuting and defending all suits for and against the government. Additionally, s/he acts as the main legal adviser of the executive branch of government, including the President of Liberia as well as other ministries and agencies.

In addition to an Administration & Public Safety Department, an Economic Affairs Department and a full-fledged Prosecution Department (see below), the MOJ also features a specialised Codification Department. Headed by a Deputy Minister of Justice for Codification, this department is in charge of the codification of Liberian statutes as well as the preparation for publication of opinions issued by the Supreme Court of Liberia. In addition, the department provides recommendations pertaining to proposed law and policy reforms. The MOJ also boasts a Human Rights Unit, staffed with five researchers. The Human Rights Unit acts as the secretariat for both the National Human Rights Action Plan (NHRAP) and the Universal Periodic Review (UPR). However, government funding is limited and the unit is still largely dependent upon development assistance.

Ministry of Internal Affairs (MIA)

Established in 1982, the Ministry of Internal Affairs (MIA) is responsible for developing a responsive and effective system of local government and ensuring improved public service delivery across the country. As such, it acts as the interface between the central government and representatives of the executive branch of government at the local level, notably the superintendents and district commissioners.

As per the National Policy on Decentralisation and Local Governance (2013-2017), the MIA is also responsible for developing an early warning and early response mechanism and establishing local security councils to ensure a rapid and effective response to local security challenges. These county and district security councils are headed by superintendents and district commissioners, respectively, and bring together local government officials, civil society representatives as well as community leaders.

The MIA also features a Bureau of Culture & Custom Affairs (BCCA), which monitors and mediates tribal conflicts and supports the activities of the National Council of Chiefs and Elders of Liberia, including by vetting and appointing community leaders. In February 2016, Minister Tokpa urged traditional leaders across the country to play a more pro-active role in local reconciliation and peacebuilding processes.

National Security Council (NSC)

Chaired by the President, the National Security Council (NSC) is the principle forum to discuss national security and foreign policy matters amongst members of cabinet, heads of the different security agencies as well as other senior government officials. The NSC is responsible for

coordination policy on national security issues and advising the President on all matters related to national security. Through its secretariat, the NSC, in conjunction with the MIA, is also responsible for rolling out security councils at both county and district level.

Law Reform Commission (LRC)

Given the importance of law reform in the Liberian context, the government established a Law Reform Commission (LRC) to spearhead the government's law reform agenda and lead the law reform process. The LRC subsequently formulated a National Policy on Law Reform to guide the actions of key institutions which are involved in the law making process, including the Governance Commission, key ministries, the Independent National Commission for Human Rights (INCHR) and the legislature.

Constitutional Review Committee (CRC)

In August 2012, the government established a six-member Constitutional Review Committee (CRC) to review the Constitution of 1986. The CRC was "to arrange public debates on the various provisions of the Constitution, considering as appropriate, *inter alia*, national policies on decentralisation, and identifying other provisions in need of amendment". The deadline was initially set for 2014, but the CRC has not yet been able to complete the review process.

Liberian National Police (LNP)

The Liberia National Police (LNP) are responsible for maintaining public order and safety and indeed ensuring the stability required for Liberia's economic recovery. In recent years, the strength of the police force has nearly doubled and the LNP is currently comprised of 5,106 police officers, of whom 18.6% are women. Twice the size of the Liberian army, it is tasked with carrying out an array of standard policing functions such as surveillance, investigations, searches, seizures, arrests and interrogations. Headed by the Inspector-General of Police, the LNP boasts two armed units. The Emergency Response Unit (ERU), comprised of approximately 360 police officers, is a 'quick reaction force' tasked with responding to major (internal) security breaches. The Police Support Unit (PSU), which includes approximately 1,070 police officers, is commissioned to control riots and respond to violent crime.

The Forensic Unit is responsible for securing crime scenes and collecting, preserving and analysing scientific evidence. The Forensic Unit currently employs more than 20 police officers but it still lacks the capacity to establish irrefutable 'forensic links' required to bring criminal investigations to a favourable conclusion. At present, there are no forensic officers stationed outside Monrovia. In 2009, the LNP also established a specialised Women and Children Protection Section (WACPS); working closely with the SGBV Crimes Prosecution Unit, the WACPS is specialised in investigating SGBV crimes.

Overall, law enforcement capacity remains weak and despite significant capacity development support from the international community, the LNP are still largely unable to protect the population and tackle crime effectively. Most police officers are ill-trained and poorly paid; the LNP are severely under-resourced and notoriously slow to respond. The lack of trust and confidence in the LNP has caused people to take the law into their own hands, in some instances resulting in 'mob justice'.

In addition to the severe capacity deficits, the LNP are wrecked by endemic levels of corruption; a public perception survey carried-out in 2012 indicated that Liberians perceived the police to be the most corrupt institution in Liberia. According to a recent report by Human Rights Watch, "(...) the ability of the police to enforce the law and investigate wrongdoing is severely compromised by lawlessness and abuse that police officers themselves inflict on ordinary Liberians, especially those

living on the margins. The police force is riddled with corruption and a lack of professionalism and accountability”.³⁰ The report describes police extortion at every stage, from registration of a complaint to release from police detention. According to Human Rights Watch, this has created the perception that “wealth, not guilt, determines the outcome of a criminal case”.³¹

The LNP have made some effort to address the corruption and abuse, notably through the establishment of the Professional Standards Division (PSD). The PSD is tasked with handling police complaints made by the public and putting forward recommendations for disciplinary action. . In 2015, the PSD received a total of 605 complaints, resulting in the investigation of 206 individual officers. Based on the reports filed with the Inspector-General of Police, disciplinary measures were ordered against 128 individual officers.³² Despite this progress, many Liberians are still unaware of the unit and its work.

Bureau of Immigration and Naturalisation (BIN)

The Bureau of Immigration and Naturalisation (BIN) is currently comprised of 2,346 staff, 30% of whom are women. Originally established in 1956, BIN is charged with protecting Liberia’s borders, including by detecting and preventing illegal trafficking of people and contraband. BIN currently manages a total of 202 border crossings; central command is based in Monrovia.

Prosecution Department (PD)

Headed by a Solicitor-General (at the level of Deputy Minister), the Prosecution Department (PD) is responsible for supervising and directing criminal investigations, prosecuting misdemeanours and felonies, and representing the government in civil cases. The PD forms an integral part of the MOJ. There are currently 60 prosecutors, including County Attorneys, Legal Counsels and City Solicitors. This provides a ratio of just 1.4 prosecutors per 100,000 inhabitants. County Attorneys act as chief legal representatives of the PD at county level and are tasked with prosecuting criminal cases at Circuit Court level. In most counties, they are assisted by teams of Legal Counsels. The 30 or so City Solicitors prosecute criminal cases at Magisterial Court level.

Following the establishment of Court E (see below), the PD formally established an SGBV Crimes Prosecution Unit in February 2009. Working closely with the specialised Women and Children Protection Section (WACPS) within the LNP, its stated intention is “to enhance prosecution services for these crimes, providing a concentrated prosecution unit, specially trained in the prosecution of these crimes, and in providing support for victims”.³³ At the same time, the inefficiency of the SGBV Crimes Prosecution Unit is often cited as the main reason for the generally low case disposal and conviction rates by Court E.

Liberian Judiciary

In Liberia, judicial powers are vested in the Supreme Court of Liberia and such subordinate courts established by law. The Supreme Court of Liberia, which is located in the Temple of Justice in Monrovia, is comprised of the Chief Justice of Liberia and four Associate Justices. According to S. 66 of the Judiciary Law (1972), the Supreme Court of Liberia has the exclusive authority to determine the constitutionality of legislation and exercises final appellate jurisdiction, whether emanating from courts of record or courts not of record. Attached to the Supreme Court of Liberia, the Office of the Court Administrator (OCA) is tasked with court administration and management, i.e. providing all the necessary financial and administrative support to facilitate the work of the approximately 324 judges

³⁰ See: No Money, No Justice - Police Corruption and Abuse in Liberia (Human Rights Watch, 2013)

³¹ Idem

³² These included written reprimands, restitutions, suspensions as well as summary dismissals

³³ See: Sexual Assault and Abuse Prosecution Handbook (Ministry of Justice, 2013)

operating across the country.³⁴ As such, OCA is not only responsible for personnel and fiscal management, but also for jury management and judicial inspections.

The legal system in Liberia is closely modelled on that of the United States. As such, it also employs juries to make findings of fact, ascertain guilt and render verdicts. Together with the United States, Liberia is the only common law jurisdiction in the world which uses so-called ‘grand juries’ to assess, in the most serious cases, whether there is enough evidence to bring someone to trial.

In addition to the Supreme Court of Liberia, the Judiciary is comprised of 152 Magisterial Courts and 22 Circuit and six Specialised Courts.³⁵ Acting as courts of first instance, Magisterial Courts exercise original trial jurisdiction in misdemeanour cases as well as felony cases carrying sentences of up to three years in prison.³⁶ Circuit Courts exercise original jurisdiction in felony cases carrying sentences of three years or more in prison. One Circuit Court exists in each of the 15 counties of Liberia, with the exception of Montserrado. Because of the heavy caseload, it has two Circuit Courts - the First Judicial Circuit Court and the Sixth Judicial Circuit Court.³⁷ The First Judicial Circuit Court consists of a Civil Court and 5 Criminal Assizes, i.e. Courts A, B, C, D & E.

Court E was formally opened in December 2008 and has exclusive jurisdiction over cases of rape, sexual assault and sexual abuse that take place in Montserrado County. It is important to note the limited geographical scope of Court E: the law envisages divisions of Court E in other counties but these have not yet been established. Hence, SGBV cases reported in the other 14 counties are dealt with by regular Circuit Courts and are not prioritised over other cases. Criminal Court E completed just 18 trials during the period 2009-2012.

Reliable statistics are lacking but it is clear that Liberia’s courts dispose of few cases, and complete very few trials. According to data compiled by UNMIL, the Circuit Courts completed just 44 criminal cases in 2011 (conviction, acquittal, hung jury), while 51 were disposed without trial. The number of cases carried over from previous court terms amounted to 2,023. The highest frequency courts in the country include the Monrovia City Court, West Point Court, Paynesville Court and New Kru Town Court.

Public Defenders’ Office (PDO)

The Public Defenders’ Office (PDO), which is part of the judiciary, was established in 2008. It is responsible for providing legal aid and assistance to indigent defendants and enhancing access to justice in fulfilment of S. 21 of the Liberian Constitution (1986).³⁸ Despite the fact that the PDO has not received the same level of support as some of the other criminal justice actors, their numbers have grown significantly in recent years; there are currently 30 public defenders, 16 in Montserrado, and one in each of the other 14 counties. Like judges, they are appointed by the President of Liberia upon the recommendation of the Chief Justice. A public defender must be an attorney at law, i.e. admitted to the bar upon successful completion of the bar examination.

³⁴ This provides a ratio of 7.9 judges per 100,000 inhabitants

³⁵ Magisterial Courts are also often referred to as ‘magistrate courts’ or ‘city courts’

³⁶ As such, Magisterial Courts exercise original jurisdiction in 133 of the 179 categories of offenses established under Liberian law

³⁷ Circuit Courts are consecutively numbered in the order of which they were created: Montserrado: First Judicial Circuit Court; Grand Bassa: Second Judicial Circuit Court; Sinoe: Third Judicial Circuit Court; Maryland: Fourth Judicial Circuit Court; Grand Cape Mount: Fifth Judicial Circuit Court; Montserrado: Sixth Judicial Circuit Court; Grand Gedeh: Seventh Judicial Circuit Court; Nimba: Eighth Judicial Circuit Court; Bong: Ninth Judicial Circuit Court; Lofa: Tenth Judicial Circuit Court; Bomi: Eleventh Judicial Circuit Court; Grand Kru: Twelfth Judicial Circuit Court; Margibi: Thirteenth Judicial Circuit Court; River Cess: Fourteenth Judicial Circuit Court; River Gee: Fifteenth Judicial Circuit Court; and Gbarpolu: Sixteenth Judicial Circuit Court

³⁸ S. 21 of the Constitution (1986) stipulates that in all criminal cases, the accused shall have the right to be represented by counsel of his choice. In addition, it states that “where the accused is unable to secure such representation, the Republic shall make available legal aid services to ensure the protection of his rights.”

Despite its increased strength, PDO is not able to cope with the rapidly increasing caseload. Though public defenders should reside in the county of their assignment, this is not always the case. Furthermore, public defenders are oftentimes freshly admitted lawyers and relatively inexperienced compared to their prosecution counterparts. Overwhelmed by the heavily congested Circuit Court dockets, public defenders are largely unable to appear before the Magisterial Courts to represent clients accused of committing less serious crimes. The need for representation of at Magisterial Court level is all the more pressing given the recent expansion of their jurisdiction. By contrast, the PD has a City Solicitor assigned to nearly every Magisterial Court in the country, rendering indigent defendants vulnerable to abuse of process.

Bureau of Corrections and Rehabilitation (BCR)

Established in 1969, the Bureau of Corrections and Rehabilitation (BCR) falls under the MOJ and operates 15 prisons and detention facilities across the country.³⁹ BCR currently employs some 500 corrections staff, including 23 probation officers. Its operating budget amounts to approximately US\$ 1.2 million per year, US\$ 900,000 of which is used to cover salaries and other staff related costs.

Headed by an Assistant Minister of Justice, BCR is mandated to “establish, maintain and administer all correctional institutions in the Republic, including prisons, reformatories, parole and probation hostels, work camps, local jails and such other facilities as may be required for the custody, detention, control, correctional treatment, and rehabilitation of committed offenders, and for the safekeeping of such other persons as may be remanded thereto in accordance with the law”.⁴⁰

The total prison population fluctuates between 2,000 and 2,200 inmates,⁴¹ roughly half of whom are imprisoned in Monrovia Central Prison (MCP). The largest facility in the country, MCP operates at between two and three times of its intended capacity. Conditions are extremely poor: the latest UPR (2015) describes dark and dirty cell blocks, lacking adequate light and ventilation. Prisoners suffer from poor sanitary facilities and conditions. In addition, they don’t have access to proper health care. At 48 per 100,000 residents, Liberia’s incarceration rate is relatively low. At the same time, dockets are often over-crowded and those accused of crimes frequently face long periods of pre-trial detention. Precise figures are hard to come by but the pre-trial detention rate could be as high as 64%; the average length of pre-trial detention could be as long as 169 days.

In the course of 2015, BCR has developed a comprehensive Strategic Plan (2015-2019), articulating the vision and core values of the institution as well as outlining the strategic priorities for the years to come. The plan is awaiting final endorsement by the Ministry of Justice. In addition to the International Covenant on Civil and Political Rights (ICCPR) and the Convention Against Torture and other Cruel, Inhumane or Degrading Treatment or Punishment (CAT), the Strategic Plan also references the UN Standard Minimum Rules for the Treatment of Prisoners.

Independent National Human Rights Commission

Established in September 2009, the Independent National Human Rights Commission (INHRC) is mandated to receive and investigate complaints of human rights violations as well as recommend prosecution and initiate civil legal proceedings to obtain relief for victims.⁴² In addition, the INHRC

³⁹ These include: Barclayville (Grand Kru); Bopolu (Gbarpolu); Buchanan (Grand Bassa); Cestos (River Cess); Fishtown (River Gee); Gbarnga (Bong); Greenville (Sinoe); Harper (Maryland); Kakata (Margibi); Monrovia (Montserrado); Robersport (Grand Cape Mount); Sannioullie (Nimba); Tubmanburg (Bomi); Voinjama (Lofa); and Zwedru (Grand Gedeh)

⁴⁰ See: Part IV Chapter 41 - Criminal Procedure Law (1969)

⁴¹ According to the latest figures, these include 43 women and 36 juveniles

⁴² Initially, there were doubts about the commission’s impartiality and independence. According to Human Rights Watch, the establishment was marred by “a flawed vetting process and inadequate involvement of relevant civil society groups”. See: World Report 2011 (Human Rights Watch, 2011)

conducts regular inspections (including ‘spot checks’) of prisons and detention centres, and advises the government on how to meet its human rights obligations.

The INHRC continues to struggle to comprehensively and effectively fulfil its mandate; yet it has progressed in relation to some functions. In 2012, the INHRC dispatched human rights monitors to Bong, Lofa and Nimba and in 2014, a further 10 human rights monitors were deployed to counties covered by regional hubs 2 and 3. The human rights monitors have worked with justice actors to reduce the unacceptably high pre-trial detention rate across the country, undertaken human rights awareness raising activities with local communities, and begun implementing the so-called *Palava Hut Programme*, a critical initiative under the so-called Reconciliation Roadmap.⁴³

National Liberian Bar Association

The National Liberian Bar Association (NLBA) represents all lawyers in Liberia.⁴⁴ It is responsible for defending their interests, and for regulating and strengthening the legal profession. As such, the NLBA is tasked with enforcing standards of professional conduct, enhancing the knowledge and skills of its membership, and improving the administration of justice.⁴⁵

An independent legal profession constitutes a vital part of any democratic system and it is therefore a matter of public interest that the legal profession’s strength and integrity are sustained. In particular, the legal profession has a key role to play in promoting and protecting access to justice and equality before the law. *Pro bono* provision of legal aid and assistance is an important element in this regard, especially in jurisdictions such as Liberia which have underdeveloped legal aid systems.

While its 1983 charter requires the NLBA to actively improve access to and quality of legal aid and assistance, its capacity to do so remains limited.⁴⁶ Yet, it reconstituted its Legal Aid Committee in 2012 and is looking for ways to reinforce its role in advancing the social justice agenda in Liberia. In addition to ensuring that lawyers are more attuned to the justice needs of disadvantaged groups and promoting a *pro bono* culture across the legal profession, the NLBA is also in the process of developing a national legal aid policy.

Judicial Training Institute

The James A.A. Pierre Judicial Institute was established in 2008. In addition to offering induction courses for incoming magistrates, the institute helps nurture professionalism amongst existing members of the legal profession by providing continuing legal education to judges, prosecutors, public defenders as well as private lawyers. It offers courses on a variety of subjects, including important areas of substantive and procedural law. Other modules are geared towards strengthening judicial skills as well as leadership and management skills. Previously, the American Bar Association (ABA) supported the institute in the development of a 15-month training programme designed to prepare college graduates to serve as magistrates and to administer justice at Liberia’s courts of first instance.

⁴³ The Strategic Roadmap for National Healing, Peacebuilding and Reconciliation in Liberia (2013-2030), which was developed by the Peacebuilding Office (PBO), located within the Ministry of Internal Affairs, with support from the Peacebuilding Commission (PBC), was adopted in 2012. It defines reconciliation as “a multidimensional process of overcoming social, political and religious cleavages; mending and transforming relationships; healing the physical and psychological wound from the civil war; and confronting and addressing historical and structural wrongs.” The roadmap is framed within 12 thematic components, which are arranged in strategies and programmes under three categories: 1) accounting for the past; 2) managing the present; and 3) planning for the future

⁴⁴ Currently, there are approximately 1,010 lawyers in Liberia, providing a ratio of 23.5 lawyers per 100,000 inhabitants

⁴⁵ Admission to the NLBA requires successful completion of the bar examination. After at least three years of practice, attorneys at law can apply to become counsellors at law, i.e. practice before the Supreme Court of Liberia

⁴⁶ See S. 4 of the Constitution of the National Liberia Bar Association (1983)

Academic Institutions

Liberia still has just one law school, attached to the University of Liberia (UOL). The Louis Arthur Grimes Law School was founded in 1951 and offers a three-year Bachelor of Laws programme. It also offers a part-time evening programme which encompasses five years of study.

The LL.B. programme includes courses on civil law, constitutional law, contracts, criminal law, evidence, human rights law, and procedural law, as well as legal research and writing, and instruction on the use of the legal database LiberLII.⁴⁷ However, the programme tends towards ‘theoretical excess’ and new law school graduates are often unprepared for the practical reality of their legal work. Hence, there is an urgent need to strengthen clinical legal education to allow law students to strengthen their practical legal skills and gain hands-on legal experience, e.g. by enrolling in legal clinics or moot court competitions. However, students generally work full-time jobs alongside their (nominally) full-time law school education. Hence, the space for additional commitments such as providing basic legal information and advice might be limited.

Civil Society Organisations

Perhaps Liberia is not known for its robust civil society culture but a number of Liberian CSOs have been extremely active in providing legal advice and representation in civil, criminal and family law matters, legal awareness raising, human rights advocacy, and engaging in sensitive and complex areas such as informal justice.

For instance, the Catholic Justice and Peace Commission (CJPC) runs a network of 52 community justice advisers who provide legal aid services across seven counties (Bong, Grand Bassa, Grand Gedeh, Lofa, Maryland, Montserrado, and Nimba). The community justice advisers are involved in legal awareness raising and help resolve local disputes, including through mediation. In addition, they help people navigate the formal justice system in order to pursue their rights. Other CSOs working on rule of law and access to justice related issues include the Association of Female Lawyers in Liberia (AFELL),⁴⁸ the Foundation for International Dignity (FIND),⁴⁹ the Foundation for Human Rights and Democracy (FOHRD),⁵⁰ the Liberia Democracy Institute (LDI),⁵¹ the Liberian Media Centre (LMC), the Liberia National Law Enforcement Association (LINLEA),⁵² Prison Fellowship Liberia (PFL),⁵³ and Rescue Alternatives Liberia (RAL).⁵⁴

The importance of effective civil society engagement is clear, to enhance community access to justice, to ensure accountability and oversight, and increase observation of national and international standards. However, Liberian CSOs have been hit hard by the global financial crisis and appear to work amid a perpetual struggle to continue operations. Unfortunately, cooperation is rare due to the prevailing atmosphere of competition for funding.

⁴⁷ See www.liberlii.org

⁴⁸ The Association of Female Lawyers in Liberia (AFELL) sporadically offers *pro bono* legal services to survivors of SGBV, albeit in an *ad hoc* manner

⁴⁹ The Foundation for International Dignity (FIND) is working with attorneys in Bong, Grand Gedeh and Lofa

⁵⁰ The Foundation for Human Rights and Democracy (FOHRD) provides basic legal information and advice in Bomi, Margibi and Montserrado and has helped to establish a number of community mediation committees

⁵¹ The Liberia Democracy Institute (LDI) produces annual legislative report cards, scoring legislators on a range of issues including attendance, bills, votes, and overall impact. The score cards are disseminated to electorate communities

⁵² The Liberia National Law Enforcement Association (LINLEA) is the professional association for law enforcement officers. Its focus has been mainly upon promoting security sector reform (SSR)

⁵³ Prison Fellowship Liberia (PFL) monitors prison conditions and the treatment of detainees. It relies heavily on government goodwill for its continuing operation within the prisons, so it tends to communicate identified issues to government in a non-public manner

⁵⁴ Rescue Alternatives Liberia (RAL) previously advocated for a bill outlawing torture

Annex C: Mapping of Relevant Development Efforts in the Justice and Security Sectors

United Nations Development Programme (UNDP)

Established in 1965, the United Nations Development Programme (UNDP) assists countries in their efforts to eradicate extreme poverty and reduce inequalities and exclusion, while consolidating peace and security. Guided by the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs), UNDP presently works in some 170 countries and territories, focusing on building resilience, enhancing institutional capabilities, improving access to basic services, and strengthening citizen security.

The rule of law plays a critical role in preventing conflict and violence, and constitutes the essential foundation for the effective protection of human rights for all. Furthermore, it underpins democratic governance and provides the platform for stable and sustainable economic development. As such, strengthening the rule of law in the aftermath of conflict is not only an important objective in its own right, but is also central to consolidating peace and fostering development. UNDP has scaled up its rule of law assistance considerably in recent years: in 2015, UNDP's rule of law projects and programmes delivered over US\$ 220 million across some 40 countries affected by violence, conflict and fragility. Rule of law development features in the UNDP Strategic Plan (2014-2017) more prominently than ever before, emphasising the need to address (gender) inequality and reinforce the rule of law. Moreover, it reaffirms the human rights-based approach (HRBA) as one of the most important principles for the Organisation.⁵⁵

The UNDP Country Office in Liberia was established in 1977. As such, UNDP has been at the forefront of the fight against poverty, inequality and exclusion for nearly four decades. Through an array of development activities, UNDP has made an important contribution to the efforts of the international community to help foster inclusive growth, environmental sustainability and social equity.

The *Justice and Security Joint Programme (2008-2015)* was UNDP's first comprehensive effort to support the Government of Liberia (GOL) in achieving its vision on rule of law. Over the course of eight years, the programme delivered concrete results in terms of strengthening core institutions to provide justice and security services, and of building capacities at the grassroots level to ensure access to justice for ordinary Liberians, with particular attention to the needs of women and children. Working closely with the Ministry of Justice (MOJ), the Liberia National Police (LNP), the Prosecution Department (PD), the Judiciary, and the Bureau of Corrections and Rehabilitation (BCR), the JSJP has played an important role in enhancing justice and security at the local level, including through the establishment of five regional hubs.⁵⁶ These hubs provide important operational support to justice and security service providers across the entire justice chain. Moreover, the hubs have helped forge functional inter-institutional linkages, allowing for better access to effective, equitable and affordable justice and security services outside the capital Monrovia.

United Nations Mission in Liberia (UNMIL)

Following the signing of the peace agreement in August 2003, the Security Council authorised the establishment of a peacekeeping mission in Liberia. In addition to actively monitoring the ceasefire, the United Nations Mission in Liberia (UNMIL) was tasked to facilitate and support the effective implementation of the peace agreement, including by consolidating peace and stability, protecting civilians under imminent threat of physical violence, facilitating the delivery of humanitarian assistance, and supporting the safe and sustainable return of Liberian refugees and IDPs. Over the last

⁵⁵ See: UNDP Strategic Plan - Changing with the World (2014-2017)

⁵⁶ The regional hubs are located in Gbarnga (Bong), Zwedru (Grand Gedeh), Harper (Maryland), Buchanan (Grand Bassa) and Tubmanburg (Bomi)

decade, UNMIL has transformed itself into a multidimensional peace operation, which provides vital support to the Liberian authorities on a whole range of issues, including in terms of extending state authority across the country and in terms of sustainably improving justice and security, particularly for vulnerable groups. To this end, UNMIL boasts a number of specialised service units which operate under the overall guidance and leadership of the Deputy Special Representative of the Secretary-General (Rule of Law).

Human Rights and Protection Service

The Human Rights and Protection Service (HRPS) draws its mandate from resolution 2239 (2015) through resolution 2308, which mandates UNMIL to promote, protect and monitor human rights, with special attention to violations and abuses committed against children and women, particularly SGBV. HRPS is also responsible for supporting the strengthening of efforts by the Liberian government to combat SGBV, including combatting impunity for such crimes. HRPS also provides a field presence for OHCHR to support the human rights agenda of the Government of Liberia by strengthening its capacity to meet its international human rights obligations, supporting independent human rights oversight mechanisms and mainstreaming human rights across the UN system.

Rule of Law and Security Institutions Support Service

The Rule of Law and Security Institutions Support Service (ROLSISS) is mandated to provide strategic advice and support across the justice-security continuum. Aimed at addressing systemic gaps and weaknesses, ROLSISS provides mentoring support to an array of justice and security actors, including prosecutors, judges, public defenders, human rights monitors, and corrections officers. It also supports the Liberian government in setting up proper oversight and accountability mechanisms and preventing elections related violence through preparedness of the different security and justice institutions.

In addition, it is responsible for advancing the government's law reform agenda, including by underpinning the constitutional review process, improving planning and policy-making processes, and assisting in the development of regulatory frameworks. ROLSISS also supports initiatives for more systematic and effective coordination among the different justice and security institutions, and promoting security sector reform, including by strengthening civilian oversight of the various security agencies.

United Nations Police

As per mid-2016, UNMIL's police component is comprised of 606 police personnel, including 226 UN police officers and 380 formed police personnel. The United Nations Police (UNPOL) is tasked with the institutional strengthening of the LNP, the BIN and, to a lesser extent, the Drug Enforcement Agency (DEA). Focussing on enhancing knowledge and skills, underpinning reorganisation and restructuring processes, and strengthening (civilian) accountability and oversight, UNPOL provides advisory, mentoring and monitoring support to the different Liberian law enforcement agencies on an on-going basis.

United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)

Later this year, UN Women intends to launch a US\$ 36 million programme aimed at addressing sexual and gender-based violence (SGBV) and harmful traditional practices (HTP) across all counties. While the programme document has not yet been finalised, it is clear that the programme will consist of five key components, or pillars, i.e. prevention, response, institutional strengthening, advocacy and social mobilisation, and coordination. At such, the five-year programme will be geared towards changing attitudes and mind-sets at the local level as well as towards strengthening the institutional responsiveness to SGBV and HTP across the entire justice chain. In addition to strengthening data collection (through the so-called GBV National Database) and coordination at the central level, UN

Women intends to provide capacity development support to the LNP's Women and Children Protection Section (WACPS), the SGBV Crimes Prosecution Unit as well as Criminal Court E, which has exclusive jurisdiction over cases of rape, sexual assault and sexual abuse.

United Nations International Children's Emergency Fund (UNICEF)

Since the enactment of the Children's Law in 2012, the United Nations International Children's Emergency Fund (UNICEF) has worked to support implementation of all aspects of the law focussing especially on combatting violence against children. UNICEF also works to improve juvenile justice processes, and played an important role in the establishment and development of the specialised Women and Children Protection Section (WACPS) of the Liberia National Police. Last year, UNICEF helped the MOJ establish a Child Protection Unit to coordinate all issues related to juvenile justice.

United Nations Office on Drugs and Crime (UNODC)

In early 2013, the United Nations Office on Drugs and Crime (UNODC) launched a two-year project aimed at strengthening the capacity of the Public Defenders' Office (PDO). The project's primary objective was to increase compliance with the right to a fair trial by improving the availability, accessibility and appropriateness of the legal aid and assistance provided by the 30 or so public defenders. As such, the project focused on developing cooperation frameworks and internal policies, as well as on establishing a national training mechanism for Liberian defense lawyers. The project was completed at the end of 2014.

Peacebuilding Support Office (PBSO)

In addition to providing strategic advice and guidance to the Peacebuilding Commission (PBC),⁵⁷ the Peacebuilding Support Office (PBSO) administers the Peacebuilding Fund (PBF) and coordinates UN organisations, agencies and entities in their peacebuilding efforts.

As such, PBSO has been a key driver of the development and reform of the Liberian rule of law sector. As mentioned in the context section, PBSO has played an important role in ensuring better access to effective, equitable and affordable justice and security services outside the capital Monrovia, notably through the establishment of five regional justice and security hubs. In addition, PBSO supported constitutional and legal reform efforts and promoted peacebuilding and reconciliation at the grassroots level, including by ensuring the inclusion of women in informal justice decision-making roles and by supporting the National Youth Service.

Economic Community of West African States (ECOWAS)

Following the signing of the peace agreement signed in August 2003, the Economic Community of West African States (ECOWAS) helped to create an arms-free zone in and around Monrovia and implement a comprehensive disarmament, demobilisation and reintegration (DDR) programme covering the entire country. It also helped organise and monitor the presidential and legislative elections in 2005 and 2010. In addition, it assisted the Liberian government in setting up the Governance Reform Commission.

ECOWAS still maintains a strong presence in Monrovia and its projects and programmes have recorded some notable achievements, particularly in terms of providing sustained capacity development support to members of both the Senate and the House of Representatives on issues such as civilian oversight of the security sector, gender mainstreaming, and police reform.

⁵⁷ The PBC is an intergovernmental advisory body which supports peacebuilding efforts in countries affected by conflict, violence and fragility. It brings together governments, donors/development partners, international financial institutions and troop-contributing countries to advise on peace- and state-building strategies and highlight gaps that may threaten to undermine peace

Swedish Embassy

Through the Swedish International Development Cooperation Agency (Sida), the Swedish embassy invests heavily in promoting democracy, human rights and gender equality across the country. Last year, Swedish development assistance provided to Liberia amounted to approximately US\$ 26.5 million, almost 40 percent of which (US\$ 9.9 million) was employed to support projects and programmes across these thematic areas.

Indeed, Sweden has been a key donor/development partner to the Liberian rule of law sector, including through the UNDP-managed Justice and Security Trust Fund. Since 2010, the Swedish police also provide direct support to the LNP through a bilateral capacity development support project entitled *Democratic Policing in Liberia - Forensics*. Working closely with the LNP's Forensic Unit, the project is geared towards strengthening forensic capacity and sustainably improving the quality of criminal investigations. The project is about to come to a close but preparations for a second phase (2016-2019) are underway. In addition to enhancing the capacity of the Forensic Unit, the new US\$ 3.6 million project will also focus on strengthening the functional cooperation between the LNP and the PD.

United States Agency for International Development (USAID)

As part of its Democracy, Human Rights and Governance pillar, USAID works with a number of government ministries and agencies to improve sectorwide planning and policy-making processes. Through its project entitled *Legal Professional Development and Anti-Corruption (LPAC)*, USAID invests in building a new cadre of Liberian civil servants, notably through its support to the Liberian Institute of Public Administration, the Louis Arthur Grimes Law School and the James A.A. Pierre Judicial Institute. Under the same programme, USAID also supports the Liberian Anti-Corruption Commission (LACC) and associated government entities to investigate, prosecute and adjudicate cases of corruption and to raise awareness amongst the general public of the fight against corruption in Liberia. Finally, USAID supports several local media outlets in an attempt to increase civic participation in public affairs. In addition to providing sustained capacity development support, USAID provides avenues of participation and information-sharing in seven targeted counties.

United States Bureau of International Narcotics and Law Enforcement (INL)

Working closely with USAID as well as other development actors and agencies, INL focusses on strengthening the criminal justice chain by providing sustained capacity development support to the police, the prosecution service, the judiciary, and the prison service. Its bilateral law enforcement programme is specifically geared towards the strengthening the LNP's Emergency Response Unit (ERU), Police Support Unit (PSU) and Professional Standards Division (PSD).

In addition, INL provides support to the MOJ to sustainably enhance management and administration capacities. Through government services provider PAE, INL has also seconded a number of experts to the Prosecution Department, the Liberian Judiciary, and the Bureau of Corrections and Rehabilitation. Finally, INL provides funding UNODC to train public defenders as well as to IDLO to implement a two-year SGBV project.

The Carter Centre (TCC)

In close conjunction with the Catholic Justice and Peace Commission (CJPC), TCC runs a network of 52 community justice advisers who provide legal aid services across seven counties (Bong, Grand Bassa, Grand Gedeh, Lofa, Maryland, Montserrado, and Nimba). The community justice advisers are involved in legal awareness raising and help resolve local disputes, including through mediation. In addition, they help people navigate the formal justice system in order to pursue their rights.

In addition, TCC raises human rights awareness amongst traditional chiefs as well as other informal justice providers across five counties (Bong, Grand Gedeh, Lofa, Margibi and Nimba). In addition to building the capacity of these informal justice providers, TCC actively monitors cases and regularly organises forums to discuss community welfare and protection.

International Committee of the Red Cross (ICRC)

As part of its (global) mandate to ensure respect for the life and dignity of persons deprived of their liberty, the International Committee of the Red Cross (ICRC) is working closely with the Liberian prison authorities to improve living conditions for inmates across the country. In addition to refurbishing wells and repairing sewage facilities, ICRC regularly supplies both food and non-food items, such as mattresses, blankets, water barrels and jerry-cans. ICRC also helps raise awareness of health and hygiene issues amongst inmates and corrections staff.

International Development Law Organisation (IDLO)

In late September 2015, the International Development Law Organisation (IDLO) was awarded a US\$ 2 million grant from INL to implement a two-year SGBV project. In addition to supporting a number of women's shelters, IDLO intends to second two advisers to the Liberian Judiciary. Aimed at ways of improving the jury management system, IDLO will also support the establishment of so-called Jury Management Offices, a priority activity listed in the Government of Liberia Plan for UNMIL Transition (GOLPUT). IDLO also intends to support the Women and Children Protection Service (WACPS) within the LNP, which was established a few years ago to combat impunity for acts of SGBV along with a unit specialised in prosecuting SGBV crimes.

Annex D: Budget

Expected Outputs	Budget (in US\$)
Programme Management Unit	3,034,000
<i>Subtotal:</i>	<i>3,034,000</i>
Outcome 1: Capacity of justice and security institutions enhanced and linkages forged	
1.1: Civilian oversight of the justice and security sectors strengthened	200,000
1.2: Institutional capacity of the Liberia Judiciary enhanced, with a focus on decentralising justice and security services and improving case flow management	1,150,000
1.3: Institutional capacity of the Ministry of Justice enhanced, with a focus on improving sector-wide planning and policy-making processes	960,000
1.4: Institutional development of the Ministry of Internal Affairs enhanced	300,000
1.5: Institutional capacity of the Liberia National Police enhanced, with a focus on strengthening (internal) accountability and oversight and advancing the concept of community policing	1,085,000
1.6: Institutional capacity of the Bureau of Immigration and Naturalisation enhanced	600,000
1.7: Institutional capacity of the Prosecution Department enhanced	645,000
1.8: Institutional capacity of the Bureau of Corrections and Rehabilitation enhanced, with a focus on investing in vocational activity facilities, and introducing the concept of alternative sentencing	750,000
1.9: Institutional capacity of the Independent National Human Rights Commission enhanced, with a view to ensuring compliance with the Paris Principles	590,000
1.10: Legislative drafting skills enhanced across the legislative chain, with a focus on systematising law-making approaches and ensuring broader inclusion of societal groups and perspectives	310,000
1.11: Inter-institutional linkages forged, with a view to addressing the continued fragmentation of the justice-security continuum	65,000
<i>Subtotal:</i>	<i>6,655,000</i>
Outcome 2: Civil society contribution to rule of law and community access to justice enhanced	
2.1: Capacity of CSOs/CBOs strengthened to deliver quality legal aid services to disadvantaged individuals and communities	1,185,000
2.2: Quality of legal profession strengthened to enhance community access to justice and security	590,000
2.3: Support an enabling legal environment conducive to increasing citizen oversight and community access to justice	855,000
2.4: Engagement with informal justice actors and processes to increase observation of international standards	300,000
<i>Subtotal:</i>	<i>2,930,000</i>
Outcome 3: Gender responsiveness of justice, security and legislative actors strengthened and women and girls' access to justice and security improved	
3.1: Capacity of justice and security institutions to develop and implement gender responsive laws, policies and frameworks strengthened	470,000
3.2: Availability, accessibility and appropriateness of policing services for women and girls, including those threatened by or experiencing violence, improved	459,000
3.3: Availability, accessibility and appropriateness of prosecutorial and judicial services for women and girls, including those threatened by or experiencing violence, improved	489,000
3.4: Strengthen lawyers' capacity to provide gender-sensitive legal services and rights-based advocacy for women and girls	585,000
<i>Subtotal:</i>	<i>2,003,000</i>
Outcome 4: Capacity of key actors and stakeholders to monitor progress and results in rule of law development increased	
4.1: Enhanced national capacities to develop a robust PME system across the rule of law sector	330,000
4.2: Capacity of LISGIS developed to monitor progress in the justice and security sectors, including by conducting public perception surveys and surveys of justice and security sector data	410,000
4.3: Enhanced capacity amongst civil society partners to monitor, evaluate and report on results	60,000
4.4: A results-based approach to monitoring, evaluating and reporting on programme results adopted	150,000
<i>Subtotal:</i>	<i>950,000</i>
<i>Total :</i>	<i>15,572,000</i>
GMS (8%)	1,245,760
GRAND TOTAL	16,817,760