Submission Form
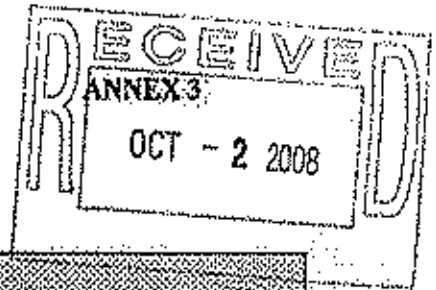## To
Joint Steering Committee

Part A: Meeting Information	
To be completed by the PBF Secretariat	
SC Meeting No:	Fourth (4th)
Item No:	III
Date of Meeting:	9 August 2008

Part B: Project Summary	
To be completed by the Recipient UN Organization	
From: Renata Dubini, Representative *Head of Recipient UN Organization* Contact: 06870780, dubini@unhcr.org *Telephone number, email*	Date of Submission: 4 September 2008

Proposed Project, if approved, would result in:	Proposed Project resulted from:
☐ New Project / Joint Project ☐ Continuation of previous funding X Other (explain) *Expansion of existing project*	☐ National Authorities initiative within Liberia PBF Terms of Reference ☐ UN Agency initiative within Liberia PBF Terms of Reference X Other (explain) *Carter Center/UN Agency initiative within Liberia PBF Terms of Reference*

Recipient UN Organization: UNHCR			
Implementing Partner(s): Carter Center			
Theme/Cluster/Priority Area: 3.1, 3.2			
Project[1] Title: *Strengthening the Rule of Law in Post-Conflict Liberia*			
Total Project Budget: $2,886,864 USD			
Amount requested: $1,167,610 USD			
Amount and percentage of indirect costs requested: $80,086 (Carter Center indirect costs)			
Projected Annual Disbursements:	2008 $378,679	2009 $758,200	2010 $30,731
Projected Annual Commitments:	2008 $378,679	2009 $758,200	2010 $30,731

[1] *The term "Projectine" is used for projects, Projectines and joint Projectines.*

1. Background

The Carter Center (TCC)/UNHCR proposed project, *Strengthening the Rule of Law in Post-Conflict Liberia*, builds on the successes of current Carter Center programming in Liberia. The proposal contains three inter-related elements developed over the past two years of working with the Ministry of Justice (MOJ), the Ministry of Internal Affairs (MIA) and rural communities, primarily in the southeast and Bong County.

1) The main element of this proposal is the creation of a sustainable cadre of Community Legal Advisors (CLA) in target counties. The goal of which is to *increase access to justice by establishing credible transitional tools to help people identify appropriate dispute resolution venues*. The CLA model stems from a successful and on-going pilot program conducted in the five southeastern counties since October 2007 (see *Appendix I* for a detailed description of CLA activities and the CLA program to date). The CLAs are individuals from local communities who have been given training in mediation, advocacy, domestic laws, and the roles of the different legal agencies. They are available at no cost to provide referrals, advice, and advocacy, or to help disputants negotiate local problems. They provide an immediate alternative in the transitional period to other local justice mechanisms that may not be accessible or trusted by all.

2) A second element of the program is *increasing legal literacy through community sensitization*. Effective, functioning institutions and methods of justice require an informed citizenry with knowledge of the rules, procedures, and outcomes within the forums of justice. In 2006, Minister of Justice Frances Johnson Morris requested TCC's assistance in providing short term capacity support to the ministry, in educating citizens on the role of the MOJ and on the law, and in organizing dialogues between the different constituencies interested in legal reform, particularly those in rural areas. Under a Memorandum of Understanding (MOU) with the MOJ (see *Appendix II*), TCC has worked with local civil CSO partners to develop and implement innovative and effective capacity building programming based on an MOJ-approved training manual and in line with IPRS deliverables. This public education, conducted by CSOs at the community level and through radio, provides the information with which citizens can begin to hold local leaders and institutions to account. (See *Appendix III* for a review of CSO activities to date) This public education is particularly effective when coupled with the increased access to justice provided by a gradually improving justice system and the emergences of alternative community opportunities for justice such as the CLAs.

3) The third element of the program is *promoting the participation of traditional leadership in the rule of law*. Effective institutions and methods of justice require the understanding, if not support, of all the people they intend to protect. The MOJ's foundational request to TCC to help organize dialogues with the range of constituents involved in legal reform has lead, in part, to TCC's collaboration with the Ministry of Internal Affairs (MIA) to provide rule of law and leadership training to traditional leaders. Following three regional workshops with the MIA and the National Traditional Council, both bodies have requested TCC to train traditional leaders in each county. Training on the rule of law has been requested, as has the provision of office space and logistical support for the National Traditional Council (See *Appendix IV*).

2. Purpose of Proposed Project

The purpose of the project is to focus on underserved rural areas to develop capacity by establishing a transitional mechanism of Community Legal Advisors and by educating all citizens (including traditional leaders) about their rights and obligations under the law by engaging in the activities mentioned above.

Composition of Technical Advisory Panel:
Provide names, titles and organizational affiliation of Panel members

Wilfred Gray-Johnson, Nat. Of. DSRSG (peacebuilding, nat'l processes)
Christiana Solomon, Civil Affairs Officer, UNMIL.
Malin Herwig, Office of RC. (UN Coordination, Results Based Management)
Michael George, Ministry of Internal Affairs (MIA) Governance
Roosevelt Woods, Foundation for Internal Dignity (FIND) CSO related to Human Rights and RoL.
Gudrun Fridriksdottir, (UNIFEM, Gender)
Secretariat: UN, Andrews, MIA Spatz – supported by MIA intern, Leah Spigelman

<u>External TAP</u>
Jeannie Annan - Yale University
Christopher Balttman – Yale University
Cheyanne Church – RPP - Reflecting on Peace Practice, CDA Collaborative Learning Projects
Peter Woodrow – RPP - Reflecting on Peace Practice, CDA Collaborative Learning Projects

Technical Advisory Panel Review Date:
Provide date(s) of review
22 – 24 June 2008 (first review and interactive discussion with project team – when the proposal was submitted as concept note)
23 – 28 July 2008 (final review and interactive discussion with project team / TAP's recommendations to the JSC)

3. Evaluation of Proposal by the Technical Advisory Panel

Provide concise summary evaluation of proposal against:

* Concerned about moving ahead without seeing concrete evaluation of past success of pilot and lessons learned. Need to know the impact of the pilot project.
* Aligned with PRS, Priority Plan; solid problem statement and understanding of root causes.
* Using CLAs to facilitate access to justice and increasing legal literacy seem like good ideas.
* Potential that sensitization – explaining citizen rights – without linking that with actual access to justice will exacerbate tension. Maybe rethink how to inform about rights and seeking redress, with the realities of accessing justice.
* MoJ buy-in unclear; this should be consistent with Government rule of law strategy.
* Questions on number and type of partners.
* Strong link to Oxford for M&E, but necessary to develop more and ensure follow-up.
* Project too broadly focused geographically. Limit scope down from 10 counties to now – possible pilot in a few counties of greatest need.

	i) General principles and selection criteria	
(a)	Is the Project explicitly based on Liberia PBF Priority Plan?	Yes ☒ No ☐
(b)	Does the project build capacity within national institutions?	Yes ☒ No ☐
(c)	Does the project promote and ensure national and local ownership?	Yes ☒ No ☐
(d)	Does the organization have the appropriate system to deliver expected results (also looking at earlier performance and project delivery)?	Yes ☒ No ☐
(e)	Does the project avoid duplication of and significant overlap with the activities of other actors?	Yes ☒ No ☐
(f)	Does the project use strategic entry points that respond to immediate needs and yet facilitate longer-term improvements?	Yes ☒ No ☐
(g)	Does the project build on existing resources, capacities, strengths and experience?	Yes ☒ No ☐
(h)	Can the Project be completed within 18 months?	Yes ☒ No ☐
	ii) Relevance to peacebuilding criteria	
(a)	Are peacebuilding and reconciliation aspects adequately addressed by the proposal?	Yes ☒ No ☐
(b)	Are related gender dimensions taken into account and adequately addressed by the proposal?	Yes ☒ No ☐
(c)	Are the theory of change and strategy for the project appropriate for, and relevant to the particular conflict situation?	Yes ☒ No ☐
	iii) Project design criteria	
(a)	Are the activities appropriate, practical, and consistent with the expected results?	Yes ☒ No ☐
(b)	Are risks taken into account and is this analysis reflected in the structure and design of the logframe?	Yes ☒ No ☐
(c)	Has the role of partners been identified and is their level of involvement and participation in the project satisfactory?	Yes ☒ No ☐
(d)	Does the proposal include realistic provisions for monitoring and are the indicators at impact, outcome and output level adequate?	Yes ☒ No ☐

	(iv) *Impact and Sustainability*	
(a)	Is the project likely to have a tangible/measurable impact on its target groups, especially in terms of building peace and reconciliation?	Yes ☒ No ☐
(b)	Is the project likely to have multiplier effects, including scope for replication and/or extension?	Yes ☒ No ☐
(c)	Does the proposal have mechanisms to ensure that it is sustained beyond the end date?	Yes ☒ No ☐
(d)	Does the proposal have the mechanisms to be fully integrated and mainstreamed into new Projects and projects?	Yes ☒ No ☐
	❑ *Overall Technical Advisory Panel review of project submission [Recommendations]* **Overall Recommendation:** APPROVE This project is a timely addition to the PBF, as it uses an approach that seems to work well, and provides an impetus to peacebuilding efforts. • The project addresses a critical area – South-East. • This project is critical for promoting rule of law on the community level. • Collaboration between CC and MoJ has been a promising model that bodes well for such a proposal.	Yes ☒ No ☐

Part D: Administrative Review
To be completed by the Liberia PBF Secretariat

4. Review by PBF Secretariat
Date of review:
6 September 2008

Check on Project Proposal Format Contents

- ❑ Cover sheet (first page)   Yes ☒ No ☐
- ❑ Logical Framework   Yes ☒ No ☐
- ❑ Project Justification   Yes ☒ No ☐
- ❑ Project Management Arrangements   Yes ☒ No ☐
- ❑ Risks and Assumptions   Yes ☒ No ☐
- ❑ Summary Budget   Yes ☒ No ☐
- ❑ Progress Report (for supplementary funding only)   Yes ☐ No ☐
- ❑ Support Cost   Yes ☒ No ☐

Provide concise summary assessment against:

☑ *18 Months Implementation*
   Elaborate

☑ *Agency indirect support cost*
   Elaborate Explained

☑ *General evaluation criteria*
   Elaborate

	Part E General criteria for prioritising Projects/projects	
(a)	Must be in line with Liberia PBF Priority Plan	Yes ☒ No ☐
(b)	Recipient Organisation is unable to meet high or urgent priority needs with existing level of funding	Yes ☒ No ☐
(c)	Addresses high priority activities that have significant impact, and by nature must address seasonal or timing imperatives and considerations.	Yes ☒ No ☐
(d)	Supports activities that are likely to improve the overall peacebuilding situation at national and local levels.	Yes ☒ No ☐

5. Recommendation of the PBF Secretariat
   Elaborate
UNHCR and the Carter Center have reworked the project to consider the TAP's and JSC comments and concerns. The project seems to be a reasonable input into expanding an existing effort. The Secretariat therefore recommends it approval and funding.

Part F: Decision of Steering Committee

(To be completed by the Steering Committee)

5. Decision of the Liberia PBF Joint Steering Committee

- ☒ Approved for a total budget of $1,167,610
- ☐ Approved with modification/condition
- ☐ Deferred/returned with comments for further consideration
- ☐ Rejected

Comments/Justification

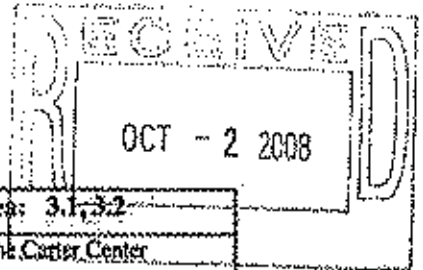| Ambulai Johnson Minister of Internal Affairs Co-Chair, PBF Joint Steering Committee	Jordan Ryan Deputy Special Representative of the Secretary-General (R&G)

Part G: Administrative Agent Review

(To be completed by the Administrative Agent)

7. Action taken by the Administrative Agent: MDTF Office, UNDP

- ☑ Project consistent with provisions of the Liberia PBF Memorandum of Understanding and Standard Administrative Arrangements with donors.
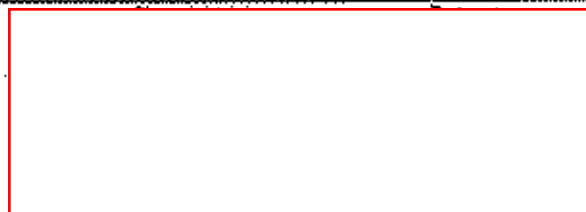
LIBERIA PEACEBUILDING FUND
PROJECT DOCUMENT COVER SHEET

Recipient UN Organisation: UNHCR	**Liberia PBF Priority Area: 3.1, 3.2**
Project Manager: UNHCR Name: Jason Hepps Address: Mamba Point, Monrovia, Liberia Telephone: +231 (0)6 491 977 E-mail: hepps@unhcr.org	**Implementing Partner(s): The Carter Center** Name: John Hummel Address: Mamba Point, Monrovia, Liberia Telephone: +231 (0)6 452 022 E-mail: john.hummel@cartercenterliberia.org
Project Number:	**Project Duration:** 16 months
Project Title: *Strengthening the Rule of Law in Post-Conflict Liberia*	**Project Location:** Lofa, Bong, Nimba, Grand Gedeh, Grand Kru, Sinoe, River Gee, Maryland
Project Description: *Sentence identifying issue/problem tackled and people affected:* Due to historic abuses and the damage caused by the war, today there is little public trust in Liberia's justice system and very little capacity. This project focuses on underserved rural areas to develop capacity by establishing a transitional mechanism of Community Legal Advisors and by educating all citizens (including traditional leaders) about their rights and obligations under the law.	**Total Project Cost:** PBF: $1,167,610 USD **Government Input:** In-kind (staff support) **Other:** $1,719,254 USD[1] **Total:** $2,886,864 USD
	Project Duration: 16 months

Peacebuilding Impact and key outcomes:
Peacebuilding Impact: A working and responsive local justice system that historically marginalized demographics can use and trust.
Key Outcomes: Citizens have more tools to resolve local disputes peacefully and to access justice through mediation or the courts; Citizens develop confidence in the fairness of justice; Traditional leaders discourage sassywood and trial by ordeal, and promote locally derived alternative means of dispute resolution consistent with constructive customary practices and in concert with statutory law and basic human rights. Other key outcomes are detailed in the logframe.

Outputs and Key Activities:
Building on the Project Description above, Peacebuilding Impact and key outcomes will be achieved by engaging in three activities. 1) Establishing a cadre of Community Legal Advisors (CLAs) in Bong, Nimba, Lofa, Grand Gedeh, River Gee, Grand Kru, Sinoe, and Maryland counties in order to increase access to justice by establishing credible transitional tools to help people identify appropriate dispute resolution venues; 2) Civil Society Organizations (CSOs) in each county will educate citizens on the rule of law in order to increase legal literacy and help them identify appropriate dispute resolution venues, and; 3) The project will promote the participation of traditional leadership in the rule of law through a series of workshop consultations and logistical support to the National Traditional Council in partnership with the MIA.

Technical Advisory Panel Review Date: _____
PBF Secretariat Review Date_____
Joint Steering Committee Approval Date: _____

On behalf of: *Name/Title*

Recipient UN Org/UNHCR   Renata Dubini, Representative
Co-Chair PBF SC   Ambulai Johnson, Minister
Co-Chair PBF SC   Jordan Ryan, DSRSG (RC)

[1] Represents funds raised by The Carter Center for use against proposed 16 month project period and in-kind contributions from UNHCR. Additional proposals are outstanding with the Government of Ireland and the Open Society Institute to cover the balance.

Results	Measurable indicators	Means of verification	Important assumptions
PEACEBUILDING IMPACT A working and responsive local justice system that historically marginalized demographics can use and trust.	– Effective traditional, formal, and informal dispute resolution options are present, accepted, accessible, and used. – Public perception of the justice system improves. – The number of resolved justice disputes increases	– Carter Center/ UNHCR and other partner oversight data – GoL RoL reports – Community Legal Advisor (CLA) case data – Household Survey by the Centre for the Study of African Economies (CSAE) at Oxford University – Focus Groups – Key Informant Interviews	– Citizens educated on the rule of law and given appropriate, effective, and egalitarian justice options will use them – The atmosphere of current government support for improving access to justice continues. – The project enjoys the support of all levels of government – The socio-political and economic conditions of the country do not deteriorate to a critical level that compromises security
OUTCOMES: *The intended changes or benefits resulting from the project[2]*	*Quantitative ways of measuring or qualitative ways of judging timed achievement of outcome[3]*	*Cost-effective methods and sources to quantify or assess indicators*	(Outcome to Peacebuilding Impact) *External conditions necessary if achieved project outcome is to contribute to reaching project impact*
1. *Institution/Behaviour:* Citizens have and use more tools to resolve local disputes peacefully and to access justice through mediation or the courts.	– "Key" Socio-political: CLAs function in target countries; Civil Society Partners (CSOs) conduct rule of law education – "More" Socio-political: Citizens bring justice concerns to CLAs	– CLA oversight data – CLA case data – Household Survey by the Centre for the Study of African Economies (CSAE) at Oxford University – Focus Groups	– Citizens will be receptive to the CLAs and CSOs

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

[3] • Key/More: The terminology "Key" and "MORE" people comes from Church and Rogers (2006). "Key" People are those with whom it is essential to effect change in order to ensure the sought after peacebuilding impact. The "MORE" people are other persons in the community whom play an essential part, but whose "change" often comes as a result of a change among "Key" people.
• Individual/Socio-political: This terminology denotes the level of change, reflected in the RPP Matrix provided by PBF/JSC/TAP adviser, Cheyanne Church.

2. *Attitude/Value:* Citizens develop confidence the justice system.	– "More" Socio-political: Citizen's perceptions/opinions of the justice system change	– Household Survey by CSAE – Incidence of negative justice stories in media	– See Outcome 1 – Reform/reconstruction of justice institutions does not backslide
3. *Knowledge:* Citizens in rural and underserved areas improve knowledge of the law, human rights, conflict resolution mechanisms, and their rights and responsibilities under the law.	– "More" Individual: Citizens are able to answer key questions about the law, human rights, and conflict resolution mechanisms	– Household Survey by CSAE – Focus Groups	– Citizens are receptive to the messengers and willing to participate in educational programs; knowledge can transform/inform values.
4. *Knowledge/Functioning/In stitutional:* The Ministry of Justice and others receive regular public feedback from CSO partners that is incorporated into reforms and which improves the decentralization of decision-making.	– "Key" Individual: Government personnel gain perspective of rural realities/perceptions – "Key" Socio-political: Government reform incorporates considerations of rural realities/perceptions	– Key informant interviews – External evaluation of new legislation	– The Ministry of Justice and others continue to incorporate rural realities/perceptions into reforms and in improving the decentralization of decision-making
5. *Knowledge:* Traditional leaders improve knowledge of the law, human rights, conflict resolution mechanisms, and their rights and responsibilities under the law	– "Key" Individual: Traditional leaders are able to answer key questions about the law, human rights, conflict resolution mechanisms, and their rights and responsibilities under the law	– Key informant interviews	– Traditional leaders are receptive to the messengers and willing to participate in educational programs; knowledge can transform/inform values.
6. *Attitude:* Traditional people feel ownership in and relevance of reform process.	– "Key/More" Individual: Traditional people express feelings of ownership in and relevance of reform process – "Key/More" Socio-Political: Traditional people as a group become engaged in the reform process	– Household Survey by CSAE – Key Informant Interviews – Focus Groups	– See outcomes 1, 5, 6, 7, 8, 9
7. *Institutional:* CLAs and CSOs build sustainable organizational capacity.	– "Key" Socio-political: CLAs are able to continue functioning at the end of the PBF grant period; CSOs have an improved level of sustainable organizational capacity	– Review of CLA and CSO strategic work plans	– CLAs secure government financial buy-in and/or NGO financial buy-in
OUTPUTS: *The specific products, services, or changes in processes resulting from the*	Quantitative ways of measuring or qualitative ways of judging timed	Cost-effective methods and sources to quantify or assess	(Outputs to outcome) Factors out of project control which, if present, could restrict progress

3

project.	production of outputs	indicators	from outputs to achieving project outcomes
1. CLAs function in 8 target counties.	Outputs as formulated are measured by the output itself (ref. consultations with PBF/SC/TAP adviser, Prof. Church)	– Financial reports – Institutional oversight – Household Survey by CSAE – Key Informant Interviews – Focus Groups	– The atmosphere of current government support for improving access to justice continues – Reform/reconstruction of justice institutions does not backslide.
2. 16 hours of workshop consultations on the rule of law for an average of 100 traditional leaders in each of the 8 target counties.		– Completed workshop consultation reports	– Sufficient financing not secured – Government commitment to 'inclusiveness' changes
3. 84,000 citizens educated on the rule of law.		– Household Survey by CSAE – CSO reports – Institutional oversight	– Sufficient financing not secured
4. 1,520 hours of radio programming conducted in 8 target counties.		– Institutional oversight – Media monitoring	– Sufficient financing not secured
5. CSO partners meet quarterly with the Ministry of Justice and other relevant ministries. (Oct., and Dec., 2008, March, June, and Sept., Dec. 2009).		– Completed meeting reports – Institutional oversight	– The Ministry of Justice and other relevant ministries are unwilling to meet with CSO partners
6. County-level dialogues held in two regions (Northwest and Southeast) with the full range of rural justice stakeholders, including MOJ, MIA and other interested government partners.		– Completed dialogue reports – Institutional oversight	– The MOJ, MIA and other stakeholders are unwilling to meet in this manner
7. Office space and logistical support is provided for the National Traditional Council		– Institutional oversight – Financial reports	– Sufficient financing not secured
ACTIVITIES: *Tasks to be done to produce the outputs*	**INPUTS:** This is a summary of the project budget (sub-budgets and total as in Annex 2.4)	**MEANS OF VERIFICATION**	(Activity to output) Factors out of project control which, if present, could restrict progress from activities to achieving outputs.
1 CLA office established in each of 8 target counties	1. Personnel US$296,440	– Financial report	– Finances and resources for all activities are

2 CLAs operating in each CLA office.	2. Contracts US$490,031	– Programmatic report	secured, and there is no significant increase in costs due to unforeseen circumstances.
4 additional CLAs in each of Bong, Lofa, and Nimba conduct mobile clinics; 4 additional CLAs conduct mobile clinics in the Southeast	3. Training US$116,290		
	4. Transport US$35,088		
The total of 32 CLAs receive regular oversight and direction from the Carter Center/UNHCR and other partners	5. Supplies and Commodities US$8,111		
CSO partners in two target counties – where the Center does not currently work – are trained	6. Equipment US$22,636		
	7. Travel US$7,176		
2 hours of radio programming/messaging airing weekly in each of 8 target counties on 11 radio stations	8. Miscellaneous US$195,452		
	9. Agency Mgmt Support US$76,386		
4 hours of radio programs conducted weekly through 2 national stations (2 hours on each station)	10. Total US$1,167,610		
100 community/village legal education events held in each of six counties where the Carter Center currently operates, and 150 community/village level legal education events held in 2 expansion counties			
2-day rule of law workshop consultations conducted for traditional leaders in each target county			
Establish an office space for the National Traditional Council			
Two county-level dialogues held. One in the Northwest and one in the Southeast with the full range of rural justice stakeholders, including MOJ, MIA and other interested government partners.			
6 CSO consultations with the Ministry of Justice and other relevant ministries: Oct., Dec., 2008, and March, June, Sept., Dec., 2009.			