

**LIBERIA MULTI-PARTNER TRUST FUND (MPTF)  
PROJECT DOCUMENT**

<b>Project Title:</b> Advancing Reconciliation through Legislative Reforms and Civic Engagement	
<b>Project Number from MPTF-O Gateway (if existing project):</b> N/A	
<b>List all direct project recipient UN organisations (starting with convening agency):</b> Office of the High Commissioner for Human Rights (OHCHR), United Nations Development Programme (UNDP) and United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)	
<b>List additional implementing partners, governmental and non-governmental:</b> Senate and House of Representatives of the Republic of Liberia, Law Reform Commission (LRC), Independent National Commission on Human Rights (INCHR), Ministry of Internal Affairs/Peacebuilding Office (PBO), Geneva Centre for the Democratic Control of Armed Forces (DCAF) and selected CSOs/CBOs; NAYMOTE-Partners for Democratic Development	
<b>Expected project commencement date:</b> <sup>1</sup> 1 December 2018 (bank transfer date)	
<b>Project duration in months:</b> 18 months	
<b>Geographic zones for project implementation:</b> Nationwide, Liberia	
<b>Total approved PBF project budget* (by RUNO):</b> OHCHR: \$541,582.64 UNDP: \$635,648.28 UN Women: \$422,769.31 <b>Total PBF: \$1,600,000.22</b> Any other existing funding for the project (amount and source): UNDP: \$100,000.00 Total project budget: \$1,700,000.22	
<b>1st tranche (70%):</b> OHCHR: \$ 379,107.85 UNDP: \$ 444,953.79 UN Women: \$295,938.51 <b>Total PBF : \$1,120,000.16</b> UNDP's Contribution: \$70,000.00	<b>2nd tranche (30%) :</b> OHCHR: \$162,474.79 UNDP: \$190,694.48 UN Women: \$126,830.79 <b>Total PBF: \$480,000.07</b> UNDP's Contribution: \$30,000
<b>Project Gender Marker score:</b> 2 <b>Specify % of total project budget allocated to activities in direct pursuit of gender equality and women's empowerment:</b> 50%	
<b>Project Risk Marker score:</b> 1	
<b>Sustainable Development Goal to which the project contributes:</b> Goals 5, 10 and 16 <b>UNDAF outcome(s) to which the project contributes:</b> Outcomes 1 (Peace, Security and Rule of Law) and 4 (Governance and Public Institutions)	
<b>If applicable, select PBF Focus Areas which best summarizes the focus of the project (select ONLY one):</b> (1.4) Political Dialogue	
<b>Type of submission:</b> <input checked="" type="checkbox"/> New project <input type="checkbox"/> Project amendment	<b>If it is a project amendment, select all changes that apply and provide a brief justification:</b> N/A <b>Extension of duration:</b> <input type="checkbox"/> Additional duration in months: <b>Change of project outcome/ scope:</b> <input type="checkbox"/> <b>Change of budget allocation between outcomes or budget categories of more than 15%:</b> <input type="checkbox"/> <b>Additional budget:</b> <input type="checkbox"/> Additional amount by recipient organization: <b>Brief justification for amendment:</b>
<b>Project focal point</b>	<b>OHCHR:</b> Uchenna Emelonye, Country Representative <b>UNDP:</b> Cleophas Torori, Deputy Country Director/Programme <b>UN Women:</b> Marie Goreth Nizigama, Country Representative

<sup>1</sup> Note: actual commencement date will be the date of first funds transfer.



## I. Executive Summary

With a view to advancing reconciliation processes in Liberia through the national law reform agenda and promoting parliamentary oversight, OHCHR, UNDP and UN Women have agreed to put in place a comprehensive capacity development support programme targeting not only the relevant legislative committees<sup>2</sup> but also the Legislative Drafting Bureau (LDB), Legislative Budget Office (LBO), Legislative Information Service (LIS) and the Law Reform Commission. The project envisages to strengthen capacities of relevant institutions enlisted to strengthen their oversight functions and capacities to discharge their mandate in supporting legislative reforms and strategic actions to address conflict triggers. Whilst at least sixteen (16) conflict factors have emerged in various policy related documents and conflict mapping reports, the need for strategic actions to improve national reconciliation, peace, social justice and legal reforms cannot be over-emphasised. At the same time, supporting the government to address the wanton disrespect and disregard for human rights, which has been flagged as a one of the key reasons that led Liberia to civil war (PRS page 24), promoting transitional justice processes especially related to the TRC report as well as fostering civic engagement and participation through county consultations, remain indispensable. It is in this regard that this proposal takes a more holistic approach to reconciliation by undertaken activities that bring together legislative, political, economic reforms, social justice and reconciliation.

In addition to offering training and mentoring to both the members and support staff of the different committees on human rights, peace and reconciliation, good governance and gender. OHCHR, UNDP and UN Women intend to develop practical guidelines on legal reform and parliamentary oversight, compile lessons learned from former members, and facilitate meetings with local constituents on a regular basis. Moreover, the project is geared towards reviewing existing laws and supporting the drafting of new legislation, with a view to underpinning the peacebuilding and reconciliation process. Legislative reforms, oversight and review of discriminatory provisions in the domestic laws will directly address structural gaps and barriers which predispose certain special groups and other persons in vulnerable situations to discrimination, deprivation and human rights violation that were at the root of Liberia's brutal civil war. In view of this, the establishment of an enabling legal framework and strong oversight mechanisms will strengthen government's capacity to address grievances and thus promoting social cohesion which is pivotal in nurturing peaceful co-existence and sustainable peace.

To this end, OHCHR, UNDP and UN Women have adopted a multi-pronged approach to support the different institutions and entities engaged in the law reform process. As such, the project will focus on further strengthening the capacities of the Liberian legislature in formulating, reviewing pending and / or emerging bills, enacted laws and other related statutory legislative instruments taking into consideration human rights standards and best practices. Enhancing capacities of relevant oversight mechanism including the Law Reform Commission (LRC) and the legislature will strengthen a comprehensive law reform process, enactment of laws and review of bills to ensure a human right compliant and gender sensitive legal framework which provides safeguards for protection and promotion of a broad spectrum of rights ranging from civil, political, economic, social, cultural and other collective rights such as the right to development. Capacities of duty bearers need to be strengthened to address structural gaps in laws which reinforce exclusion, inequality and thus increasing susceptibility of communities and certain groups such as women, sexual minorities, youth and other vulnerable groups to violence. In view of this, alignment of bills and existing domestic laws with requisite human rights standards will not only address conflict triggers stemming from structural gaps in laws but will also contribute to respect, promotion, protection of human rights, rule of law and peace building. It is imperative to note that, human rights and gender sensitive legislation provide a strong foundation for peace building and national reconciliation.

Specifically, the project aims to contribute to legislative audit and amendment of two laws (**Domestic Relations Law**, Chapter 2, Sub. § 2.2 (2) provides that a child at the age of 16 years and under 18 years or 21 years can contract marriage and be licensed provided that consent is given by his or her parents or guardian, or of the

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<sup>2</sup>These include both the Leadership Committees, Standing Committees, Ad Hoc Committees, Caucuses and International Parliamentary Bodies in the Senate, and the Statutory Committees, Standing Committees, Ad Hoc Committees, Caucuses, and International Parliamentary Bodies in the House of Representatives

parent or person standing in loco parentis having the actual care, custody and control of said child. Amendment of provisions of the **Penal Code 1978**, Chapter 11, by repealing Sections 11.11, 11.12 and 11.14). The proposed amendments of laws with restrictive and discriminatory provisions is envisaged to strengthen alignment of domestic laws with human rights standards. High level advocacy with the executive in collaboration with key partners such as the relevant Committees of the Senate and the House of Representatives, the LRC, the Independent National Commission on Human Rights (INCHR), the Women's Legislative Caucus and selected civil society organisations (CSOs) will be made to also advocate for the proposed amendments and passage of four bills (**Witness protection bill, Legal Aid bill, Affirmative action bill and Corrupt offences bill**).

It should be noted that this is high risk project: we will need to garner sufficient levels of political will to bring about the envisaged law reforms. Also, UN engagement should not stop there: law reforms in itself does not bring about change, and it is expected that the UN system will also be called upon to elaborate a road map to support the Government of Liberia to implement the laws in next phase of project.

The involvement of relevant stakeholders such as the Legislative Drafting Bureau (LDB), the Law Reform Commission (LRC), the INCHRs and other relevant interlocutors such as the Civil Society from the onset of the project design and in the subsequent phases of project, implementation, monitoring and evaluation is envisaged to strengthen requisite capacities of the different stakeholders to own and contribute to the project formative process and outcomes. It is also envisaged that the involvement of relevant stakeholders will facilitate long term sustainability of project outcomes even after the project has ended. It is envisaged that the Legislature of Liberia, including the LDB, relevant Committees of the Legislature such as: The Committee on Good Governance; SDGs Committee, Committee on Peace and Reconciliation; Committee on Human Rights and Clerk's capacities will have been strengthened to follow up on project outcomes.

Similarly, the involvement of line ministries such as the Ministry of Gender, Children and Social Protection, Ministry of Justice, the Women Legislative Caucus, Gender Committee, the Justice and Rule of Law/SSR Committees; Committee on Decentralization/Local Governance Gender and Security Sector National Taskforce will create an impetus for mandated line Ministries to plan and budget to ensure effective implementation and enforcement of the legislation once it is passed.

The involvement of line Ministries at the inception of the project and subsequent design and implementation will also strengthen their capacities to provide overall oversight, support supervision and technical backstopping to technical local government and other actors at different levels to ensure effective implementation of laws after the law reform process as taken place. This will promote sustainable long-term peace and stability by ensuring that human rights principles are upheld in practice and that national human rights protection systems are able to implement the laws to reinforce public confidence in the security and rule of law sectors. This will contribute substantially to long term peacebuilding, conflict prevention and national reconciliation.

The human rights and gender Committee will be supported to elaborate a human rights and gender checklists to facilitate the review of bills to ensure consistency with human rights standards and principles of equality and non-discrimination. Requisite capacity development, training and technical support will be provided to orient the Legislature and relevant Committees on the human rights and gender checklists with a view of strengthening their oversight functions and long-term sustainability

It is also envisaged that key project deliverables such as; five amended laws, GIS mapping of memorial sites, county action plans on consolidation of peace building efforts and national reconciliation; coupled with outcomes of the political dialogue and national colloquium on accountability will provide a road map to inform strategies for a comprehensive implementation of the TRC recommendations in the next phase of the project. Gains from the current project will be consolidated and used as a spring board to design a comprehensive and protracted project which will focus on: strengthening institutional capacity of the government to implement amended laws and to disseminate the same among vulnerable population, facilitate country wide construction of the mapped memorial sites in recognition of individuals who lost their lives during the war; implementing a roadmap agreed upon by Liberians to implement the TRC recommendations among others.

## II. Context and rationale for support

In view of the political antagonisms surrounding the presidential and legislative run-off elections held in December 2017, the issue of national reconciliation has received renewed attention and saliency in Liberia. The President has officially declared that reconciliation represents a strategic objective to be addressed with great urgency. The major challenge that remains in reconciliation of Liberia is that reducing inequalities and disparities has not taken place in an integrated and coordinated manner. One of the chief contributing factors includes the inability to effectively undertake legislative reforms that address socio-economic issues relating to identity, accountability, citizenship, land rights and religion.

In 2018, the United Nations Country Team in Liberia conducted a Common Country Assessment (CCA<sup>3</sup>) and the Pro-poor Agenda for Development (PAPD)<sup>4</sup>, revealed that, the conflict triggers which led to the protracted civil war in Liberia have continued to remain unaddressed. Some of the key conflict drivers highlighted in both the CCA(2018) and PAPD include: high youth unemployment due to limited employable skills and lack of skills; land and county boundary disputes; concession related tensions; concerns over ineffective delivery of legislative agenda; centralized decision making; poverty; elite capture of the state and natural resources; disharmony between communities and sentiments from Liberian citizenry that the Government of Liberia's priorities does not benefit most of its people coupled with economic inequality and corruption.

Similarly, in 2018, the Social Cohesion on Reconciliation<sup>5</sup> Index (SCORE) provided a detailed analysis of potential violence triggers with corresponding ratings of indicators which shows potential occurrence of certain types of violence. Analysis of the scores from rural and urban areas revealed that rural communities are significantly more prone to violence and victimhood. As such based on the SCORE assessment, there is need for deliberate efforts to engage the citizenry, especially in rural areas to address emerging and predisposing factors and root causes /or pointers of potential violence triggers. The SCORE findings concur with findings from the Liberian Government's conflict mapping exercise (Liberian Peacebuilding Office, Ministry of Internal Affairs) conducted in August 2016. The findings revealed that 32.5 percent of respondents believed that unresolved underlying conflicts continue to undermine genuine peace and reconciliation. These include root causes of the civil conflict identified by the Truth and Reconciliation Commission (TRC) recommendations, of which the most serious are: ethnicity and divisive clustering; over-centralization of governance; poor livelihoods and high levels of unemployment, especially among the youth; poor socio-economic conditions exacerbated by socio-economic inequality; lack of access to adequate social services; and, mistrust of the government, exacerbated by widespread perception of corruption. The conflict mapping by the Government also shows that conflict triggers are driven by citizens' grievances and a deep civic resentment, with 44 percent of people pointing to patterns of social injustice perpetuated by disadvantage, and 25 percent indicating marginalization as the source of possible future conflict. To address the grievances, 85.9 percent believe that inclusive reconciliation dialogues can promote peace, followed by 73.8 percent who believe in the peacebuilding impact of development projects.

Furthermore, there are structural, procedural and capacity constraints which prevent the legislature to effectively carry out its core functions, evidenced by the findings of a UNDP and UNMIL commissioned capacity assessment of the Liberian legislature in 2017. The connection between civic resentment and the potential for conflict is undeniable in the Liberian context, thus underscoring the need for legislative reforms and continued civic engagement. The role of the Legislature is therefore critical in aiding the national reconciliation process, as, in line with its functions, the Legislature is to act as the catalyst in the process of social and economic transformation.

National reconciliation following Liberia's civil war has been characterized by a stop-and-go pattern. Though offering a reconciliation 'blueprint' in 2009, the final report of the TRC generated considerable controversy about its recommendations to establish a tribunal to prosecute abusers and publicly sanction erstwhile supporters of the warring factions, including former President Johnson Sirleaf. This meant that reconciliation momentum

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<sup>3</sup> Common Country assessment, 2018 p 26-27;

<sup>4</sup> Pro Poor Agenda for Prosperity and Development, 2018, p.99

<sup>5</sup> Score Liberia, 2018: Key highlights and findings retrieved from <https://www.scoreforpeace.org/en/liberia/>

within the political sphere stalled for some years. In many ways, this period represents a lost window of opportunity in Liberia's reconciliation history. The 2012 Strategic Roadmap for National Healing, Peacebuilding and Reconciliation (Roadmap) offered an opportunity to address some of the 'unfinished business of healing and reconciliation. It distilled elements of the TRC recommendations, but the poor coordination, prioritisation, sequencing, implementation and monitoring and evaluation of measures pose major problems. Another weakness is the absence so far of mechanisms for resource mobilisation.

Reconciliation was always going to be slow and there were concerns that momentum was being lost. However, peace consolidation now remains high on the agenda of the Government, especially in the wake of UNMIL final withdrawal from Liberia in March 2018. Therefore, this project will be helpful in setting the stage for genuine reconciliation, and the civic engagement mechanism established by the project will generate information and data that feeds into the wider policy decision making process, while framing actions which can consolidate peace. In this context, the primary task of this project is to help the Government to build a coherent and politically credible reconciliation platform. This project is, therefore, uniquely positioned to address these critical issues through a multi-pronged strategy – (i) supporting a strategic advocacy and engagement with the Government of Liberia (GoL) through the Ministry of Justice and Law Reform Commission to advance the national law reform agenda and to review discriminatory provisions in enacted laws, emerging bills and laws pending assent, and, (ii) creating opportunities for civic engagement around selected community development issues and governance processes, by creating appropriate dialogue platforms. The project will seek to overcome the above-mentioned structural weaknesses within the context of the Government's commitment to prioritize reconciliation in the Pro-Poor Agenda for Prosperity and Development (PAPD). In this context the project will serve to quickly advance the Government's strategy on peace consolidation, with LMPTF resources acting as seed funding to leverage a longer-term mixed funding approach.

### **Nexus between legislative, political, economic, social reforms and reconciliation**

It is widely accepted that reconciliation is both a process and an outcome. While some conflict issues can be addressed in a relatively short time, based on concrete conflict analysis and intervention, achieving overall national reconciliation in Liberia is a long-term endeavour. As defined in the Reconciliation Roadmap of Liberia reconciliation is not limited to respective grievances including addressing root causes of conflict, bringing closure to past injustices, and establishing mechanisms of accountability. Reconciliation is increasingly viewed as a process that strengthens the peace-development-governance nexus. As such, the **Advancing Reconciliation through Legislative Reforms and Civic Engagement** project will substantively support the three strategic outcomes of transforming mind-set, rebuilding relationships, and rebuilding social, political, and economic institutions as captured in in the Government's Strategic Roadmap for national healing, peacebuilding and reconciliation, which was launched in 2012. From this perspective, the project responds to President George Weah's repeated calls for national reconciliation and his request to the United Nations to support the process, including the holding of a peace dialogue, county reconciliation dialogues and a national forum for political parties, and reflects the Government's priority to address the underlying causes of conflict in Liberia.

Establishing an effective system for conflict mitigation and prevention is one of the key building blocks for peace and reconciliation in Liberia for several reasons. First, legislative reform is an important step towards setting a solid legal foundation for pushing for political, economic and social reforms in Liberia. Whereas there is a strong need to advocate for socio-economic and political reforms in Liberia, given the scope and duration of the proposed project interventions, the project has prioritized to focus on comprehensive legislative reforms. The creation of an enabling legal framework for promotion and protection will provide a strong legal basis for advancing the agenda for political, social and economic reforms in Liberia especially considering that the political, economic and social factors which led to protracted conflict in Liberia included among others (elite capture, social inequalities, patronage, corruption, governance challenges land disputes, concession related tension), lack of accountability for human rights abuses and violations still continue to remain unaddressed.

Secondly, expanding opportunities for civic engagement around dialogues, community development and memorialisation represent a central tenet of a package of the UN support to develop more coherent and effective

reconciliation policies and practices which underscore the Government's responsibilities to implement the PAPD and Liberia Peacebuilding Plan. And, importantly, dealing with Liberia's many simmering disputes will help address not only the consequences of the conflict but also some of the root causes of the conflict itself, including voice and participation.

Additionally, the rationale for prioritizing legislative reform and civic engagement is envisaged to create avenues for multi-stakeholder engagement in re-definition of the social contract governing relations between citizens, different interest's groups and the state to inform a robust people-driven constitutional reform process that will create avenues for the populace to reach basic consensus on the rules of engagement (social contract) and recognition of their entitlements in the law in line with applicable human rights standards. This will be complemented with strategic interventions to strengthen capacities of requisite institutional accountability mechanism with oversight in law reforms and drafting of laws to comply with applicable human rights standards. The proposed project interventions seek to strengthen the institutional capacities of the LRC, the legislature and relevant committees to discharge their mandates effectively in line with human rights obligations derived from international and regional treaties with the assistance and technical support from UNDP, OHCHR and UN Women.

Further, this project will promote transitional justice processes through consultations and political dialogues with a wide range of stakeholders, as recommended by the TRC, by supporting the Independent National Commission on Human Rights (INCHR)<sup>6</sup> and subsequently for onward submission to the President.<sup>7</sup> The Commission among other recommendations highlights memorialization of the victims and the holding of Palaver Hut style dialogue to bring alleged perpetrators and victims to seek closure.<sup>8</sup> The project will build on the previous initiative by the Government of Liberia to implement some of the TRC recommendations. This includes holding Palaver Hut dialogues as well as county-level reconciliation dialogues in 2017, also aligned with the Reconciliation Roadmap launched in 2012. Recently, the INCHR through UNDP re-established the Transitional Justice Working Group (TJWG) that comprises 30 CSOs that have worked with the TRC process in Liberia and supported the implementation of the recommendations when the report was launched. This partnership will be a strong platform to implement this project at the county level as well as to strengthen its deep engagement with the Liberian citizens.

### **Alignment with existing Government and United Nations frameworks**

In its vision for development launched in March 2018, the GoL outlined a nationally-owned and pro-poor agenda backed by a robust law reform program based on four key pillars. The Third Pillar is strongly aligned with the proposed interventions of this project as it rests on establishing "a society where justice, rule of law and human rights prevail" by improving justice service delivery and access to the justice system by the poor and vulnerable.

A major part of this effort involves the harmonisation of national plans with the SDGs, Agenda 2063, and other international frameworks, including international human rights treaty obligations. In this regard, working with the Legislature through its specialized committees will deliver dividends and this is the primary focus of this project. Based on the inputs of OHCHR, UNDP and UN Women in the development of the PAPD for an imminent launch by the Government, the proposed outcomes of this project are closely aligned with the national priorities of transforming the lives of all Liberians, especially the poor and most vulnerable through protection of their human rights while also promoting national capacity, ownership and leadership.

This project is closely aligned with the United Nations Development Assistance Framework for Liberia, notably under Pillar I. Specifically, Outcome 1.1 is aimed at ensuring that Liberia has an improved inclusive rule of law framework for effective administration of and equitable access to justice.

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<sup>6</sup> Section 46 of the Truth and Reconciliation Commission Act of Liberia (2005)

<sup>7</sup> Same as above Section 48

<sup>8</sup> Truth and Reconciliation Commission report of Liberia, p 12 (2005)

The proposed project initiative is in line with the Government's commitments under the PAPD to sustain the peace with the end of the UN peacekeeping mission earlier this year. The ultimate goal of the project's activities is, therefore, to reinforce the Government's efforts under Pillar 3, which is dedicated to providing overarching development policy guidance on strengthening consolidation of peace and reconciliation efforts, legislative and institutional reforms to strengthen Rule of Law and effective resolution of conflicts, and the cessation of fragility. In so doing, the project aims to reinforce the national priorities of eliminating social inequities and inequalities that are potential triggers for disturbing national peace.

The project is based on the recommendations accepted by government stemming from 2015 Universal Periodic Review (UPR) in which the GOL accepted recommendations relating to ratification/domestication of treaties and optional protocols including legislative reforms. It is against this background that the UN Country Team has elaborated this joint project to support the GOL to advance the national law reform agenda, including by undertaking a comprehensive legislative review and carry-out an audit of discriminatory provisions in existing laws and bills.

### **Alignment of proposed project initiative with previous/existing interventions**

This project draws extensively on the work of the UN Mission in Liberia, including its "Local Voices for Inclusive Reconciliation in Liberia" implemented by Search for Common Ground and NAYMOTE. UNDP/OHCHR Joint Programme entitled "Strengthening the Rule of Law in Liberia: Justice and Security for the Liberian People" and OHCHR's project entitled "Support to National Peacebuilding Priorities in Enhancing the Capacity of Human Rights Institutions and Entities" which is linked to identifying gaps in the ongoing UN Women led Joint Program on Sexual and Gender-based violence and Harmful Traditional Practices that targets the protection of the rights of all especially the most vulnerable and ending harmful traditional practices.

Since its establishment, 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 sustain the peace in Liberia, including by strengthening core institutions to provide justice, security and protection services, and by building capacities at the grassroots level to ensure access to justice for ordinary Liberians.

The programmatic experience of UN Women and partner agencies implementing JP SGBV/HTP proved that the lack of political will and insufficient legal protection are the major challenges affecting protection of women and vulnerable groups' human rights and safety. For example, the Domestic Violence Bill was adopted without the articles which criminalize the Female Genital Mutilation. Furthermore, on the October 3, 2017, the Liberian Senate voted to amend the 2006 Rape Law to weaken the measures against statutory rape. The amendment voted on by the Senate included, but was not limited to, the following: A) Making rape a bailable offense (the present law is quasi bailable except for first degree felony) and B) Granting parole to convicted rapists (currently, there is no parole of convicted rapists).

Additionally, the absence of a vibrant legal framework that protects women and children against domestic/physical violence in Liberia negated the reporting of SGBV cases. This is exacerbated by the weak and reluctant enforcement of existing laws and policies by the relevant institutions including the police and courts of law.

Similarly, the capacity assessment findings conducted by the Geneva Centre for the Democratic Control of Armed Forces (DCAF), highlighted the need to put in place a comprehensive capacity development support programme for the legislature to help advance the national law reform agenda.

Furthermore, UNDP and UN Women are working together in support of the Liberia Decentralization Support Programme which seeks to empower local communities, bringing services closer to them as an important step towards the reduction of social tension and promotion of grassroots level empowerment to sustain the peace.

The development of SCORE, based on the review of the earlier Index by the UNCT, has provided the UN agencies involved, an in-depth analysis of the nation-wide social triggers of conflict and the relevant legislations



that are necessary to promote sustainable peace based on information disaggregated by gender and county. Moreover, UNDP and UN Women's alliance with the ministries of Justice and Gender, Children and Social Protection as well as the INCHR is a rich source of lessons and promising practices to inform the proposed activities of the project. Finally, UN Women's advocacy efforts for an adequate legislative instrument to address FGM and the formation of a steering committee on this topic comprising of multi-stakeholders can enrich the project's activities related to this issue. Analysis of evidence generated from these project initiatives informed the elaboration of the project proposal.

The project envisages to address the challenges stemming from poor political will through engaging the office of the UN Resident Coordinator (UNRC) and the UNCT to lobby and advocate with the political leadership at strategic level to get their buy-in on proposed legislative reforms with a view of soliciting for their commitment to support subsequent implementation of the laws through providing requisite human and financial resources to mandated institutions to be able to fully discharge their obligations. The commitment of political leadership to support the implementation of the laws will result in combat impunity thus contributing to promotion of accountability, rule of law and long-term sustainable peace and development in Liberia.

The project is also aligned to other new emerging project initiative such as the Government of Liberia, European Union and United Nations Spot Light initiative on ending Violence Against Women and Girls. The project envisages to protect women and girls from Sexual and gender-based Violence, harmful practices and to promote Sexual and Reproductive role. In the framework of this project; four (4) laws/ or bills will be audited and amended. These include: domestic violence Act; Public Health Law, Penal Code and Children's Act.

In light of this, the joint OHCHR, UNDP and UN Women strategic focus on legislative reform will prioritise audit and amendment of provisions of two laws (**Domestic Relations Law**, Chapter 2, Sub. § 2.2 (2) provides that a child at the age of 16 years and under 18 years or 21 years can contract marriage and be licensed provided that consent is given by his or her parents or guardian, or of the parent or person standing in loco parentis having the actual care, custody and control of said child. Amendment of provisions of the **Penal Code 1978**, Chapter 11, by repealing Sections 11.11, 11.12 and 11.14) and advocate for the passage of four bills (**Witness protection bill, Legal aid bill, Affirmative action bill and Corrupt offences bill**).

Drawing on findings from SCORE (2017) and in line with national prioritization of the TRC recommendations and Strategic Road Map for National Healing, Peace building and Reconciliation, the intervention will also scale up the Mission's past work on reconciliation particularly at the county level, strengthening citizen engagement and ensuring community action is funnelled up to national level processes.

### **III. Project content, strategic justification and implementation strategy**

#### **Theory of Change**

*IF capacity of leadership/membership of Law Reform Commission, Legislative Drafting Bureau and relevant legislative Committees is strengthened to address triggers of conflict through HR based legislations IF interaction between the Liberian legislature and external oversight bodies, civil society organisations (CSOs) and the citizenry is enhanced to influence legislative reforms to address conflict drivers and emerging gender and human rights concerns IF Capacity of INCHR, TJWG, CSO, at National and sub- National level are strengthened for the implementation of TRC recommendations IF TRC recommendations related to Memorialization, truth-telling and atonement are further implemented THEN Transitional justice processes and institutional mechanisms will increasingly facilitate the realization of right to truth telling, reparations to achieve national reconciliation and peace BECAUSE an enabling legislative environment, and institutional oversight and accountability mechanisms for implementation of TRC recommendations will have been strengthened.*

## **Project Content**

The project is geared towards advancing reconciliation of Liberia through the national law reform agenda and promoting parliamentary oversight, with a view to increasing observance of international human rights norms and standards, as well as promoting transitional justice processes through consultations and political dialogues. This aims to contribute to maintenance of peace in the long term, by strengthening and establishing a strong legislative environment, oversight mechanisms and building public confidence in the ability and legitimacy of oversight accountability mechanisms to address grievances to ensure peaceful settlement of disputes and administration of justice and restoration of the rule of law.

The project envisages to prioritise strategic interventions to review and amend existing laws and emerging bills; this will address the lacunas in the law which predispose and render individuals and groups susceptible to political, social and economic disputes. Capacities of oversight mechanisms will be strengthened to strengthen efforts geared towards promoting democracy, rule of law and sustainable peace. The legislative reforms process is seen as the framework for the establishment of operating rules of society and thereby providing reliability, justice and stability in the Liberian society. In this regard, the people of Liberia have already taken the first step in sustaining peace through a successful election and a seamless, democratic transition of political power. They have demonstrated resilience and readiness for democratic progress and a resolve to move forward on a path of development.

The project will also set out to advance ongoing national reconciliation efforts by the government to facilitate public dialogue at county and national level, consult and seek views of Liberians on reconciliation and strategies for consolidating peace. In light of this, the project envisages to empower the citizenry including socially disadvantaged groups to participate actively in voicing their concerns in relation to peace and reconciliation and to forge strategic way forward in strengthening community driven peace and reconciliation efforts. This will be enhanced through convening national colloquium and county level reconciliation dialogues, it is envisaged that county action plans will be developed to inform strategies for implementation of reconciliation and peace initiatives.

The project also envisages to support the erection of memorials on mass grave sites as it may be identified. The increased recognition of memorialization within the transitional justice field is exemplified by the recommendations made by various truth commission reports, including the TRC of Liberia which endorsed the idea of symbolic reparations in the form of memorials, sites of memory, commemorative days, the renaming of public facilities in the names of victims, and other artistic/cultural endeavours.

Above all, the project will contribute to sustaining the peace and development by strengthening the nexus between peace reconciliation, human rights and social justice. In this regard the project is aligned with the peacebuilding plan approved in 2017 to direct the role of the United Nations system and other relevant partners, including multilateral and bilateral actors, in supporting Liberia's transition. The project integrates actions from the agreed roadmap identify as priorities for a successful transition, whilst establishing directional guidance for achievement of a peaceful, just and inclusive society based on the rule of law and respect for human rights, and in line with the broader goal of achieving the Sustainable Development Goals (SDGs) by 2030.

Under this strategic objective, this project has proposed the following strategic interventions aimed at strengthening the capacity of the Government to advance reconciliation through legislative reforms and civic engagement. To operationalize this intervention, the project has identified the following two outcomes:

**Outcome 1:** Law-making, oversight functions of the Liberian Legislature and Law Reform Commission enhanced to review and align existing laws and bills for effective protection of human rights of all with emphasis on rights of socially marginalised groups

**Outcome 2:** Transitional justice processes and institutional mechanisms increasingly facilitate the realization of right to truth telling, reparations to achieve national reconciliation and peace

The GoL has made a strong commitment to translate its international and regional human rights obligations into domestic legislative and policy frameworks such as; the Agenda for Transformation (AFT) (2013-17) which is being succeeded by the Pro Poor Agenda for Prosperity and Development (PAPD). Once approved, the PAPD will anchor the Government's development programs and policies on requisite human rights standards and principles for an effective rule of law that addresses the needs of all Liberians. The framework has four strategic pillars, and the third Pillar focuses on justice and human rights, sustaining peace and ending fragility. These overarching development pillars provide strategic direction for the advancement of human rights protection and sets a basis for alignment of domestic legislative framework with requisite international and regional human rights standards. It is upon this premise that legislative audit of five bills will be made to ensure that discriminatory provisions which are inconsistent with human rights standards are repealed or amended.

In 2018, the United Nations Country team conducted a Common Country Assessment (CCA, 2018, p.80) which highlighted gaps in addressing conflict triggers and the assessment recommended for concerted efforts to support the sustenance of peace especially at grassroots level and emphasized the need for targeted action to address s to address gender inequalities. The legislative audits will provide an entry point to bridge structural gaps in laws which reinforce social and gender inequalities and deny individuals, marginalised and vulnerable groups from enjoying their right to equal protection under the law. In view of this, the proposed project interventions set out to contribute to strengthening an enabling legislative environment for the delivery of justice and the promotion and protection of human rights of all persons (collective groups and individuals) it also has a reciprocal effect in contributing to sustainable peace.

Additionally, in 2018, the UNCT conducted an evaluation of the UNDAF (2013-2017), the evaluation findings highlighted that the root causes which led to the conflict in Liberia has not been adequately addressed. The findings highlighted key conflict drivers including; high youth unemployment, corruption, land related concessions concerns which has continued to culminate into collective grievances It is critical to note that, since the end of civil crisis in Liberia, not much has been initiated to bring to closure the grievances and pains suffered by most citizens who continue to bear the brunt of trauma arising from the horrific events of the crisis especially the untimely demise of their loved ones. To date, many Liberians do not know how their relatives and loved ones died or where they were buried. This is because scores of Liberians and other residents were summarily executed and buried in mass graves across Liberia.<sup>9</sup> Although the TRC was established in 2005 to promote national peace, security and reconciliation, including investigating and making recommendation that sought to address issue of the past, its final report issued in 2009 containing recommendations have been largely not implemented except few interventions as discussed above.

It is also important to note that, since 2006, with democracy becoming the norm of political governance, the establishment of democratic, inclusive and legitimate modes of governance has increasingly been recognised as an important cornerstone for sustainable peace and remedy to prevent violent internal conflicts. As such Rule of Law programs has inextricably become linked to the broader peacebuilding agenda.

## **Description of the project content, Outcome and Output Level Results**

### 1) Proposed interventions:

**Outcome 1: Law-making, oversight functions of the Liberian Legislature and Law Reform Commission enhanced to review and align existing laws and bills for effective protection of human rights of all with emphasis on rights of socially marginalised groups**

The project seeks to advance reconciliation through legislative reforms and civic engagement. In that regard, the project envisages to address gaps in existing laws and bills which reinforce discrimination against special groups such as; minorities, women, children, displaced persons, youth, and others. It is upon this premise that,

<sup>9</sup> TRC final report of 2009, recorded more than 100 different mass graves containing the remains of massacre victims estimated in excess of 8000 persons (Page 209). The report recommended memorials are built in capital cities of each county to include every site of massacres (rec.17.4)

the project will support to strengthen the capacity of the LRC, and relevant parliamentary committees to enhance their oversight roles to review existing domestic laws and bills to ensure that it is human rights compliant and gender sensitive.

In order to strengthen capacities of the legislature to perform their duties effectively targeted project interventions will be conducted to put together a compendium of laws so that the Legislature are aware of all the sources of law. An up-to-date compilation of all Liberian laws as well as judgments of the Supreme Court will be made, in addition to collection of all relevant statutes that are available, organization and indexing of the statutes, copying and compilation of the material available to building up of a law archive to ensure easy access of electronic data especially by trained staff to update the statutes regularly

In order to undertake proposed legislative reforms, the project proposes strategic engagement with the relevant Government line Ministries, such as MoGSC, MoJ, Agencies and Commissions (MACs) through the LRC and the national Legislature with support from relevant legislative committees to address gender and human rights concerns within current domestic laws and the emerging laws so as to foster rule of law, reconciliation and conflict prevention in the implementation of the Peacebuilding Plan, the PAPD in compliance with international human rights standards and norms. Whereas a Constitutional review process was previously initiated; findings from a common country assessment conducted by the UNCT in 2018 revealed that, issues concerning legislative agenda continues to remain a key conflict driver; a number of laws and bills continue to have provisions which are inconsistent with international human rights standards. It is upon this premise that the project is intended to provide support to the Government of Liberia to fulfil its human rights obligation and develop pertinent policies, legislation and human rights protection/ accountability mechanisms particularly on SGBV and Harmful Practices. It is envisaged that through effective human rights protection mechanisms, the Liberian people will gain confidence in national institutions and systems to provide redress thereby preventing violence and conflict and sustaining the peace.

The project also seeks to strengthen technical capacity of the LRC's and the national Legislature's to bridge gaps in laws and emerging bills. This technical support is envisioned to address gaps in the laws which presume that all legislation, uniformly address the specific needs of youth, women, minority groups including LGBTI community, children and other marginalized communities, thereby compromising conflict triggers. In light of this, the project will encourage an active civic engagement and participation different stakeholders with particular emphasis on grassroots communities to gather and share views to inform review and promulgation of laws and policies to buttress national reconciliation. The proposed legislative reforms will further strengthen human right promotion, protection and the culture of accountability through alignment of domestic laws with relevant human rights standards and recommendations from international human rights protection mechanism (Treaty Bodies, Special Procedures and the UPR). This will assist in preventing communities from resorting to violence and conflict and hence, preserving the peace in Liberia which is fragile at present and contribute to national reconciliation.

The project envisages engaging civil society in the law-making process and LRC, and to further strengthen the capacity of women's organizations and People with Disability (PWDs) on HR based legal review and advocacy with the aim of influencing the legislature to mainstream gender sensitive provisions in targeted laws. In addition, the role of civil society will be strengthened to ensure that it can become an effective agent for social change. Civil society is better placed to monitor actions of the legislature and hold government accountable. Information from the recommendations from the TRC related to legislative reform and the outcomes of the legislative reform will be disseminated among CSOs to strengthen their role as oversight bodies.

**Output 1.1: Enhanced capacity of leadership/membership of relevant Committees, legislative drafting bureau to address triggers of conflict through appropriate legislations to sustain the peace.**

This output seeks to identify and remedy violence triggers (discriminatory and gender insensitive legislations) through appropriate legislative instruments complemented by effective implementation strategies that will create an enabling environment for peace sustainability, accountability and the rule of law. In order to influence political buy-in embracing proposed legislative reforms, a high level strategic meeting will be convened by the RUNOs in liaison with the Resident Coordinator's Office to engage with the members of the Executive,

legislature, judiciary co-opting relevant line ministries senior level technical representatives to support the proposed reforms. Additionally, the members of the relevant Committees will be provided with an integrated package of capacity-development support that will enhance their understanding of the significance of human rights in the national and global contexts. The technical support will also raise the awareness of the selected members on the value of an inclusive legislative framework that is easy to access by all citizens.

The following steps will be taken to provide the Legislature with an overview of Liberian laws: collection of all relevant statutes that are available, organization and indexing of the statutes, copying and compilation of the material available and building up of a law archive for easy access by the Legislature to all archived documents and respective electronic data.

Concerted effort will be made to provide technical support to the LRC to review two domestic laws to inform proposed amendments in line with relevant human rights standards and principles. The proposed amendments will be validated and views of relevant national and sub national stakeholders will be gathered to ensure national ownership and to rally for support for expeditious enactment of the bills into law. Awareness raising and dissemination on enacted laws will be conducted to create legal awareness among duty bearers and rights holders.

Requisite human Rights and gender checklists will be elaborated to strengthen parliamentary oversight in reviewing bills to ensure its consistency with Liberia's human rights commitments and obligations under international and regional human rights framework to promote gender equality.

Under this output, LRC will be supported to establish a mechanism for strengthening analysis and identifying gaps in existing laws to generate evidence- based analyses to inform proposed amendments and solicitation of opinions from different stakeholders to inform the law reform processes. The LRC will also undertake reviews of emerging bills and organize broad-based events to gather the views of different stakeholders and support the specific Committees in making the necessary amendments before enactment. This output will also comprise the development of a data base on the human rights dimensions of legislations – as these are being developed and enacted, information on regional and global human rights legislations and other similar information. To consolidate the information gathered from the analyses of the laws and other sources, this output will, at regular, intervals have seminars and dialogues on relevant topics for exchanging opinions on the key topics.

**Output 1.2: Interaction between the Liberian legislature and external oversight bodies, civil society organisations (CSOs) and the public increased to influence the legislature to promote HR based legislation that addresses emerging human rights and gender concerns**

This output entails bridging the gap between the legislature and women's organizations and vulnerable groups such as women with disability, rural women.

This output entails organizing meetings with external oversight bodies, civil society representatives and local constituents. It seeks to decentralize and to utilize participatory approaches in law making by supporting LRC and the national Legislature in the delivery of regional level and county level as well as district consultation meetings/ dialogues.

A group of women and vulnerable groups will be provided with the needed advocacy skills and tools for strengthened lobbying especially at the legislative level. Their capacity will further be strengthened on HR based legal review and drafting to provide concrete recommendations to the legislature

In addition, under this output, specific communication materials on the outcomes of the legislative reform will be developed. Materials will be widely disseminated among communities with a view to strengthen reconciliation and keep civil society informed, including through the activities under outcome 2.

**Outcome 2: Transitional justice processes and institutional mechanisms increasingly facilitate the realization of right to truth telling, reparations to achieve national reconciliation and peace**

The new government, through its Pro-Poor Agenda for Prosperity and Development (PAPD) recognizes that for political, social and economic development to take hold, Liberians must be reconciled, addressing the cleavages brought about by the civil war. In the PAPD, it has committed itself to a strong, politically stable, socially inclusive and united Liberia, where citizens are proud of and uphold their national values and the common good. Among key objectives include promoting a cohesive society, strengthening peace and building a united country pursuing a new vision. It further commits to build “more capable and trusted state institutions that lead to a stable, resilient, and inclusive nation embracing the triple heritage and anchored on its African identity.”

This outcome therefore seeks to support the government achieve this vision and aspirations by advancing a national reconciliation effort in a more inclusive way that prioritises community-led processes, as well as by facilitating memorialization, truth-telling and atonement in the country. This includes increasing the participation of women and vulnerable groups and engaging with marginalized and/or remote communities into the ongoing reconciliation process. Some steps have been taken to incorporate the way in which conflicts affect different social groups, including women. Drawing on women’s experiences of sexual violence in wartime, reconciliation processes should be re-interpreted and expanded to meet the needs of the marginalized.

The implementation of the TRC recommendations, including the achievements and progress on legislative reform and erecting new memorials, will be summarized and disseminated at county level. Targeted groups include rural women, people with disabilities and people living with HIV. The project also envisages to provide technical support to the INCHR and NAYMOTE to conduct public dialogue at county and national levels to consult Liberians on their views on implementation of the TRC report and subsequently national reconciliation. Results from the county dialogues will also inform additional areas of interventions to design a more robust and longer-term reconciliation project.

Through interventions under this outcome, the project will systematically and comprehensively follow up on the implementation of the TRC recommendations and facilitate transitional justice processes, with a view to consolidating national reconciliation and sustaining peace in Liberia.

**Output 2.1:** Capacity of INCHR, TJWG, CSO, at National and sub- National level strengthened for the implementation of TRC recommendations

The output seeks to gauge citizens’ interests/concerns related to the TRC recommendations and as to whether retributive or restorative mechanisms are best applicable. It is upon this background that, a national colloquium will be held to engage the citizenry. The outcomes from engagement with citizenry will inform the elaboration of national strategy and a roadmap to address emerging transitional justice concerns by the citizenry. Accordingly, it is timely and worthwhile to take stock of progress made so far, identify current and possible obstacles to the process, and recommend ideas that may assist to sustain peace and reconciliation.

Inter political party dialogue presents a rare and convenient opportunity for Liberians to engage, build peace and reconcile. This comes against a background of cross-country inter-ethnic disputes, political power struggles, national governance challenges, economic instability, which had been aggravated by a period of harsh exchanges and little direct dialogue between the government and opposition political parties. In this context, the inter political party has the potential to contribute to a new political climate with more collaboration between the government and political parties.

The proposed initiative seeks to build upon and seeks to formalise the National Forum for Political Parties held at President Weah’s invitation on 16 August. The Forum aimed at promoting a spirit of national unity, political tolerance in Liberia and sought to offer the space for political parties to engage and contribute to governance in Liberia, thus staving off a massive political demonstration. Discussions focused on governance, the economy and developmental issues and the exchange was constructive and carried out with mutual respect. Political leaders and senior party representatives from 24 out of the 26 registered political parties attended with the United Nations Resident Coordinator as an observer. Public reactions were generally positive, many commending the president for the initiative.

In addition, a research on the gender responsiveness of the palava huts<sup>10</sup> and to find a mechanism of coordination and interconnection between the palava huts, county peace committees and the Peace huts<sup>11</sup>. The study will contribute to effectiveness and sustained mechanism in the promotion of gender sensitive healing and reconciliation at community level. The research will be conducted in partnership with the Independent National Commission for Human Rights (INCHR) which is the entity responsible for community reconciliation processes through the Palava Hut mechanism.

**Output 2.2:** TRC recommendations related to memorialization, and atonement further implemented

This output aims to institutionalizing people's memories feed into a shared narrative of their country's history and will go a long way in healing individuals focus on their collective wounds thus fostering national unity and peaceful coexistence.

Building on the successful implementation of the first phase of the project with support from the United Nations Mission in Liberia (UNMIL), this output seeks to complete phase II of the Du Port Road Memorial<sup>12</sup> (including fencing and construction of an office / small theatre room at the site). It will also support a Geographic Information System (GIS) that will map and identify major memorial sites and will endeavour to construct a few more (simple style) memorials as will be agreed. This will also help support inter-ethnic memorialization programs so that there is a proud recognition of ethnic difference within the context of a national identity and unity.<sup>13</sup> It will also support memorialization agreed by communities and that adhere to human rights principles as recommended in the revised Reconciliation Roadmap.

Building on the previous outcomes achieved<sup>14</sup>, the project will also include a strong engagement component including holding of county-level dialogues focusing to engender county consensus on the way forward for

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<sup>10</sup> TRC recommended that the traditional Palava Hut method of conflict resolution be adapted and used to redress atrocities committed during the civil war.

<sup>11</sup> UN Women has provided support to the Peace Huts since 2009.

Regionally and globally, Liberia's Community Peace Huts are considered an example of an innovative and women-led community-based conflict resolution mechanism. Women in Liberia launched the Peace Hut model to provide space for community women to discuss issues of peace, including ongoing community and domestic violence. Liberia's peace women co-opted and reinvented the concept of the West African Palava Hut, a place where elders would traditionally resolve disputes and settle conflicts.

This women-led home-grown initiative has offered space especially for women to engage in mediation of local disputes, and further played a crucial role in preventing gender-based violence and to similar extents offered referral services to Sexual and Gender Based Violence (SGBV) victims. A recently conducted comparative study exploring the cost-benefit analysis and effectiveness of Liberia's Peace Huts in preventing conflict, violence and strengthening peace revealed that low-cost, local, and women-led interventions fulfil important roles in community conflict mediation, policing, awareness raising, and sensitization. These roles fill the gap where communities lack immediate access to justice. As recognized by the Government of Liberia, the traditional palava hut method used by the peace huts promotes healing and reconciliation at the community level, which in turn will provide the foundation for social cohesion and national unity.

<sup>12</sup> In 2017 UNDP supported the INCHR to construct the first county memorial on the mass grave site on Du Port Road in Paynesville, while a second memorial is being constructed by the INCHR with funding from the government of Liberia at the mass grave site, along the Maher River, in Bomi County. Particularly crucial in such a process are the public and private rituals and narratives that sustain collective and individual memories of the history, causes and course of mass crime, and allow the re-interpretation and re-assertion of the belief systems.

<sup>13</sup> In line with the increasing recognition of memorialization within the transitional justice field, the TRC of Liberia also recommended the idea of symbolic reparations in the form of memorials, sites of memory, commemorative days, the renaming of public facilities in the names of victims, and other artistic/cultural endeavours. The report noted that while memorialization can be a bridge between past and future and contributes to reconciliation and healing projects, in many instances it further marginalizes women. Women's experiences, contributions, struggles for change, and campaigns for peace in Liberia, must be mainstreamed into the memorialization practice to ensure that they serve as mechanisms for inspiration and motivation for current and future generations. This would also encourage civic engagement around women's experiences of conflict, breaking cultures of silences and shame, and furthering the course towards gender equality.

<sup>14</sup> Through national engagement with the Liberia Peacebuilding Office (PBO), under the Ministry of Internal Affairs (MIA), and the county-level peace and reconciliation plans were developed (a step down to the Strategic Road Map for National Reconciliation and Truth and Reconciliation Commission Report) as a result of the National Reconciliation Conference held in March 2018. The county-level plans have been incorporated in the Strategic Roadmap, the official national policy to ensure an ongoing and sustainable process of reconciliation. This grassroots engagement filled in a critical gap in Liberia's Reconciliation Process by allowing it to be devolved at the sub national level.

reconciliation. A total of seven (7) county-level dialogues,<sup>15</sup> resulting in the development of 5-year county level action plans will be developed to complete the process of 15 counties. These dialogues will feed into a second phase of a national reconciliation conference where a 5-year work plan and vision will be validated. The project will follow the five-prong employed in phase one in order to ensure effective county level dialogue. The methodological steps are: a) project board formation, b) county steering committee, c) facilitators onboarding, d) town hall meetings, and e) county reconciliation dialogues. In addition to this bottom-up approach, the project will also provide support to the Government to create a space for political dialogues and forge reconciliation through a series of inter-party and intra-government dialogues, under the leadership of the President.

By adopting this approach, the project seeks to break the vicious cycle of impunity that continues to threaten individual and inter-group security and well-being across Liberian communities, beyond Duport Road. It will bring together victims and alleged perpetrators in a well-guarded process to tell the truth, resolve outstanding conflicts from the war, including land and property claims, and atone for past wrongs. Ultimately, it will help to bring to closure the past and help the country march forward safeguarding the hard-won peace, and will represent an important step in implementing an important recommendation of the Truth and Reconciliation Commission of addressing past wrongs, memorialization, reparation and reconciliation.

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<sup>15</sup> For the counties that did not participate in the first phase.



## Proposed project interventions

Outcome 1: Law-making, oversight functions of the Liberian Legislature and Law Reform Commission enhanced to review and align existing laws and bills for effective protection of human rights of all	
Output	Activities
<p><b>Output 1.1:</b> Enhanced capacity of leadership/membership of relevant Committees, legislative drafting bureau to address triggers of conflict through appropriate legislations to sustain the peace. (OHCHR, UNDP, UN Women)</p>	<p><b>1.1.1</b> Provide tailored training and mentoring to both the members and support staff of the different Parliamentary committees on HR based legal review (UNDP)</p> <p><b>1.1.2</b> Develop and validate practical guidelines on legal reform and parliamentary oversight (UNDP)</p> <p><b>1.1.3</b> Compile lessons learned from former committee members (UNDP)</p> <p><b>1.1.4</b> Convene high level meetings with the Executive, MoJ, MIA, MoGCSP, Legislature, Legislative drafting Bureau and Legislative Budget Office to advocate for amendment of two laws and enactment of four bills.</p> <p><b>1.1.5</b> Provide technical support to the LRC to review two domestic laws to inform proposed amendments in line with relevant human rights standards and principles (OHCHR)</p> <p><b>1.1.6</b> Facilitate LRC and Legislators in liaison with MoJ, MIA, MoGCSO to consult relevant stakeholders at national and sub national level on proposed amendments and solicit buy-in on the passage of four bills. (OHCHR)</p> <p><b>1.1.7</b> Facilitate awareness raising and dissemination of enacted laws(OHCHR)</p> <p><b>1.1.8</b> Develop guidelines for legal drafters and members of the research unit on HRs based research, legal review and drafting (UN Women)</p> <p><b>1.1.9</b> Conduct training for first time legislators and Senate members appointed to relevant committees of the legislature on human right standards and gender considerations (OHCHR).</p> <p><b>1.1.10</b> Support the Parliament in elaboration of a human rights and gender checklist to support review of emerging bills in line with relevant human rights standards and principles before the bills are assented to by the President (OHCHR)</p>
<p><b>Output 1.2</b> Interaction between the Liberian legislature and external oversight bodies, civil society organisations (CSOs) and the general public increased to influence the legislature to promote HR based legislation that addresses emerging human rights and</p>	<p><b>1.2.1</b> Facilitate meetings with Committees (Human rights, and gender), external oversight bodies (INCHR), representatives from women’s organizations and civil society and local constituents so that emerging human rights and gender concerns are addressed in proposed legislative reforms (UN Women)</p> <p><b>1.2.2</b> Facilitate the interaction between the LRC and various stakeholders including women’s organizations, women with disabilities and other vulnerable groups to inform amendments of laws and advocate for enactment of bills (UN Women)</p> <p><b>1.2.3</b> Organize a training for a pool of women on advocacy, and HR based legal review and law drafting in support of reviewing and redrafting of amendment bills to address discriminatory provisions in existing laws in compliance with</p>

gender concerns (UN Women)	<p>international and regional human rights standards. It is further expected to strengthen the capacity of women organizations and vulnerable groups on advocacy and legal review and law drafting (UN Women).</p> <p><b>1.2.4</b> Information on the recommendations from the TRC related to legislative reform and the outcomes of the legislative reform will be disseminated among CSOs and vulnerable groups to strengthen their role as oversight bodies (UN Women)</p>
<b>Outcome 2: Transitional justice processes and institutional mechanisms increasingly facilitate the realization of right to truth telling, reparations to achieve national reconciliation and peace</b>	
<b>Output 2.1:</b> Capacity of INCHR, TJWG, CSO, at National and sub- National level strengthened for the implementation of TRC recommendations <b>(OHCHR and UN Women)</b>	<p>2.1.1 Support INCHR to conduct a national colloquium in collaboration with Ministries, Agencies Commission and CSOs to seek views of Liberian citizenry on the way forward on implementation of the TRC report (OHCHR)</p> <p>2.1.2 Support the Transitional Justice Working Group (TJWG) and CSO Human Rights Advocacy Platform to conduct follow up advocacy meetings; review of progress made by relevant MACs on the implementation of TRC recommendations (OHCHR)</p> <p>2.1.3 Strengthen capacity of INCHR and the Transitional Justice Unit to adequately perform its tasks across the country (OHCHR).</p> <p>2.1.4 Support the INCHR to convene quarterly review meetings with MACs and relevant stakeholders on the TRC recommendations (OHCHR)</p> <p>2.1.5 Support the INCHR to undertake a research on the gender responsiveness of the palava huts, and to find a mechanism of coordination and interconnection between the palava huts and the Peace huts that will inform the implementation of TRC recommendations (UN Women)</p>
<b>Output 2.2: TRC recommendations related to memorialization, and atonement further implemented (UNDP)</b>	<p>2.2.1 Support the identification of mass graves sites through GIS for present and future construction of memorials</p> <p>2.2.2 Support the erection of fourteen (14) additional memorials to facilitate community-based memorialization programme (simple but meaningful) memorials on mass graves sites to the identified and agreed. (all counties except Montserrado)</p> <p>2.2.3 Complete phase II of the Du Port Road memorial (with fencing and an office/theatre space); forge partnerships with Paynesville City including a community management system</p> <p>2.2.4 Conduct a series of district-level engagement sessions with a focus on the marginalized groups, ethnic / religious groups, and government actors to effectively address critical community conflicts at a safe space.</p> <p>2.2.5 Facilitate to hold seven (7) county reconciliation and peace forums to provide inputs to a 5-year work plan (Maryland, River Gee, Grand Kru, Grand Bassa, Gbarpolu, Bomi and Monsterrado).</p> <p>2.2.6 Hold a national reconciliation conference where additional 7 country-level reconciliation plan endorsed.</p>

	<p>2.2.7 Support to the Government to organize three (3) dialogues with all branches of government to promote reconciliation at the national level under the President’s leadership</p> <p>2.2.8 Support to the Ministry of State for Presidential Affairs to hold four (4) inter-party dialogues to relieve tensions, build understanding and commence practical steps towards national cohesion and development.</p>
<p><b>Monitoring and Evaluation</b></p>	<p>3.1.1. Roll out a baseline study</p> <p>3.1.2. Establish a participatory and gender-sensitive monitoring and evaluation (M&amp;E) mechanism to collect gender and age-disaggregated data and supervise a gender equitable implementation of the activities, including the development of project-wide M&amp;E plan and annual reports in a timely manner</p> <p>3.1.3. Undertake regular M&amp;E assessments of all activities and interventions (progress reports, data collection and analysis, field visits, focus group discussions, spot-checks, etc.) including the baseline data collection and internal mid-term review of the project progress</p> <p>3.1.4. Conduct independent final project evaluation</p>

## Project Result and Resource Framework

Outcomes/Outputs	Performance Indicators	Means of Verification	Activities	Budget (USD)
<p><b>Outcome 1:</b> Law-making, oversight functions of the Liberian Legislature and Law Reform Commission enhanced to review and align existing laws and bills for effective protection of human rights of all</p>	<p><b>Outcome Indicator 1.a</b> Government is effective in the areas of: Quality of public services, quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies). Baseline (2016): TBD</p> <p>Data source: The Worldwide Governance Indicators, 2017</p> <p><b>Target (December, 2019):</b> improvement by 1 point on the scale</p> <p><b>Indicator 1.b.</b> Number of domestic laws amended and passed that respond to the rights of women and girls and other vulnerable groups</p> <p>Baseline (2017): 0</p> <p><b>Target:</b> At least two (2) Laws, amended and passed that respond to the rights of women and girls and other vulnerable groups.</p> <p><b>Indicator 1.c:</b> % of legislators disaggregated by sex voting in favour of proposed amendments on the targeted bills and Acts</p>	<p><b>Data Source:</b> Training Reports, Survey report, Official Gazette (Liberia Law Journal)</p> <p><b>Data Collection:</b> (Training needs Assessment tools etc.) UN Women, OHCHR, UNDP technical personnel, Quarter 3 &amp; 4)</p> <p>Data Source: Parliamentary reports</p> <p><b>Data Collection:</b> Document analysis and key informant interview  (UN Women, UNDP, OHCHR technical personnel, LRCL, 3<sup>rd</sup> and 4<sup>th</sup> Quarter))</p> <p>Printed and published bills</p>		<p><b>Total amount for outcome 1</b> <b>USD 607,350.11</b></p>

Outcomes/Outputs	Performance Indicators	Means of Verification	Activities	Budget (USD)
	<p>Baseline (2017): estimate 10% (a group of Senators proposed amendment to the Law so that rape becomes a bailable offence).</p> <p>Target 2019: zero</p>	<p>Data Source: Reports from relevant Committees of the national Legislature</p> <p>Data Collection: (Scripts/Reports or Minutes of the Parliamentary sessions)</p>		
<p><b>Output 1.1:</b> Enhanced capacity of leadership/membership of relevant Committees, legislative drafting bureau to address triggers of conflict through appropriate legislations to sustain the peace.</p>	<p><b>Indicator 1.1.a.</b> Number of members of the targeted parliamentary committees (2) , staff from the budget Office and legislative drafting bureau with enhanced knowledge on HR based legal review and drafting by the end of 2019</p> <p>Baseline: TBD Target: Capacities of at least 50 parliamentary committee’s members, staff from the legislative drafting bureau (50% female and 50 % males) enhanced on HR based legal review and drafting by the end of 2019. Milestones: (Quarterly)</p> <p><b>Indicator 1.1.b.</b> Number of relevant committees furnished with relevant information on international and regional human rights standards. Baseline (2018):0</p> <p>Target: 2 (Human Rights/Gender)</p> <p>Milestones: (Quarterly or bi-annually)</p>	<p>Data Source:</p> <p>Reports from relevant committees of the national legislature. Training reports</p> <p>Data Collection: pre and post tests</p> <p>Interviews, OHCHR, UNDP technical personnel and LRC personnel, 3<sup>rd</sup> and 4<sup>th</sup> Quarter)</p>	<p><b>1.1.1</b> Provide tailored training and mentoring to both the members and support staff of the different Parliamentary committees on HR based legal review (<b>UNDP</b>)</p> <p><b>1.1.2</b> Develop and validate practical guidelines on legal reform and parliamentary oversight (<b>UNDP</b>)</p> <p><b>1.1.3</b> Compile lessons learned from former committee members (<b>UNDP</b>)</p> <p><b>1.1.4</b> Convene high level meetings with the Executive, MoJ, MIA, MoGCSP, Legislature, Legislative drafting Bureau and Legislative Budget Office to advocate for amendment of two laws and enactment of four bills.</p> <p><b>1.1.5</b> Provide technical support to the LRC to review two domestic laws to inform proposed amendments in line with relevant human rights standards and principles (OHCHR)</p> <p><b>1.1.6</b> Facilitate LRC and Legislators in liaison with MoJ, MIA, MoGCSO to consult relevant stakeholders at national and sub national level on proposed amendments and solicit buy-in on the passage of four bills. (OHCHR)</p>	<p><b>USD 412,475.11</b></p>

Outcomes/Outputs	Performance Indicators	Means of Verification	Activities	Budget (USD)
			<p><b>1.1.7</b> Facilitate awareness raising and dissemination of enacted laws(OHCHR)</p> <p><b>1.1.8</b> Develop guidelines for legal drafters and members of the research unit on HRs based research, legal review and drafting <b>(UN Women)</b></p> <p><b>1.1.9</b> Conduct training for first time legislators and Senate members appointed to relevant committees of the legislature on human right standards and gender considerations <b>(OHCHR).</b></p> <p><b>1.1.10</b> Support the Parliament in elaboration of a human rights and gender checklist to support review of emerging bills in line with relevant human rights standards and principles before the bills are assented to by the President. <b>(OHCHR)</b></p>	
<p><b>Output 1.2:</b> Interaction between the Liberian legislature and external oversight bodies, civil society organisations (CSOs) and the public increased to influence the legislature to promote HR based legislation that addresses emerging human rights and gender concerns</p>	<p><b>Indicator 1.2.a.</b> Number of Parliamentary Committees’ meetings/ interactions with external oversight bodies, civil society representatives and local constituents</p> <p>Baseline (2018): zero Target: at least four by then of the project</p> <p><b>Indicator 1.2.b.</b> Number of recommendations provided to the Committees by external oversight bodies (Human Rights Institute), representatives from women’s organizations and civil society that are eventually incorporated into the targeted bills (the Gender Equity Bill, the Domestic Violence Act, the Whistle</p>	<p>Data Source: capacity building reports</p> <p>Data Collection: Document reviews and key informant interviews</p> <p>(HRO, LRCL, 3<sup>rd</sup> and 4<sup>th</sup> Quarter)</p> <p><b>Data Source:</b> activity reports</p> <p><b>Data Collection:</b> Document review and analysis, Key informant interview.</p> <p>Document analysis, UN Women, OHCHR, UNDP</p>	<p>1.2.1. Facilitate meetings with Committees (Human rights, and gender), external oversight bodies (INCHR), representatives from women’s organizations and civil society and local constituents so that emerging human rights and gender concerns are addressed in proposed legislative reforms (UN Women)</p> <p>1.2.2. Facilitate the interaction between the LRC and various stakeholders including women’s organizations, women with disabilities and other vulnerable groups to inform amendments of laws and advocate for enactment of four bills. (UN Women)</p> <p>1.2.3. Organize a training for a pool of women on advocacy, and HR based legal review and law drafting in support of reviewing and redrafting of amendment bills to address discriminatory provisions in</p>	<p><b>USD 194,875.00</b></p>

Outcomes/Outputs	Performance Indicators	Means of Verification	Activities	Budget (USD)
	<p>Blowers' Protection Bill and the Corrupt Offences Bill)</p> <p>Baseline (2018): 0</p> <p>Target: At least 2 by the end of the project</p> <p>Indicator 1.2.c. Number of members from women's organizations, vulnerable groups with enhanced knowledge and skills on advocacy Baseline (2018): 0 Target: At least 30 by the end of the project</p>	<p>technical personnel, LRCL, 4<sup>th</sup> Quarter)</p> <p>Data source: Assessment of the targeted laws , reports from trainings, pre and post tests</p>	<p>existing laws in compliance with international and regional human rights standards. It is further expected to strengthen the capacity of women organizations and vulnerable groups on advocacy and legal review and law drafting (UN Women).</p> <p>1.2.4. Information on the recommendations from the TRC related to legislative reform and the outcomes of the legislative reform will be disseminated among CSOs and vulnerable groups to strengthen their role as oversight bodies (UN Women)</p>	
<p><b>Outcome 2:</b> Transitional justice processes and institutional mechanisms increasingly facilitate the realization of right to truth telling, reparations to achieve national reconciliation and peace</p>	<p><b>Indicator:</b> # of TRC recommendations implemented by the end of the end of 2020. <b>Baseline:</b> TBD (a baseline study will be conducted at the beginning of the project) <b>Target:</b> At Least three (3) recommendations from the TRC report will be implemented (reparations through memorials, apology and legal reforms).</p> <p><b>Indicator:</b> Institutional mechanism at national and sub national level engaged in monitoring and implementation of the TRC recommendations in a systematic manner <b>Baseline:</b> None <b>Target:</b> (Two mechanism in place at national level e.g The Transitional Justice Working Group and the Transitional Unit established by the Independent National Commission on Human Rights)</p>			<p>Total amount for outcome 2 USD <b>690,218.00</b></p>

Outcomes/Outputs	Performance Indicators	Means of Verification	Activities	Budget (USD)
<p><b>Output 2.1:</b> Capacity of INCHR, TJWG, CSO, at National and sub- National level strengthened for the implementation of TRC recommendations</p>	<p># of national and regional peacebuilding initiatives held</p> <p><b>Baselines</b> (above 5) organized by MIA/PBO and ONPA – though not fully in the same context as this project described</p> <p><b>Target</b> 1 national, 3 regional (of five counties each); and 15 inter-ethnic and county reconciliation</p> <p><b>#County action plans with key recommendations on transitional justice issues and peace developed as an outcome of stakeholder’s validation meetings</b> Baselines (2) 2016 December and 2018 August)</p> <p>Target another 2</p> <p># of vehicle, staff and equipment and logistics hired and procured for INCHR Transition Justice Baselines (2 staffs 2 desks and 2 computers); vehicle 0</p> <p>Target one more of each</p> <p># of meetings held by the Legislature on the President’s progress reports on the TRC recommendations</p> <p>Baseline(s) 1 organized in 2010 by the House Committee on Peace and National Reconciliation</p>	<p>Reports from meetings as well as photos and video recordings</p> <p>Reports from meetings and revised updated report of the status of the TRC recommendation Photos / recordings from high level meetings</p> <p>Recruitment reports and pay slips as well as supplies/equipment delivery notes</p> <p>Physical assets available</p> <p>Reports from the Legislature convening; photos and video recordings.</p>	<p>2.1.1. Support INCHR to conduct a national colloquium in collaboration with Ministries, Agencies Corporation and CSOs to seek views of Liberian citizenry on the way forward on implementation of the TRC report (OHCHR).</p> <p>2.1.2. Support the Transitional Justice Working Group (TJWG)to conduct follow up advocacy meetings with relevant MACs to lobby for the implementation of the TRC recommendations and support convening of TJWG working group eight-one - quarterly meetings to assess progress on the engagement with MACs of government(OHCHR)</p> <p>2.1.3. Strengthen capacity of INCHR and the Transitional Justice Unit in kind and technical support to adequately perform its tasks across the country .(OHCHR)</p> <p>2.1.4. Support the INCHR to convene quarterly review meetings with MACs and relevant stakeholders on the TRC recommendations (OHCHR)</p> <p>2.1.5. Support the INCHR to undertake a research on the gender responsiveness of the palava huts, and to find a mechanism of coordination and interconnection between the palava huts and the Peace huts that will inform the implementation of TRC recommendations (UN Women)</p>	<p>USD 246,630.00</p>



Outcomes/Outputs	Performance Indicators	Means of Verification	Activities	Budget (USD)
	At least 2 before the duration of the proposal			
<b>Output 2.2:</b> TRC recommendations related to Memorialization, truth-telling and atonement further implemented	<p><b>Indicator:</b> Number of county reconciliation action plans developed by the end of the project</p> <p>Baseline: Seven (7) 5-year reconciliation action plans at the county level developed and endorsed</p> <p>Target: 7 (Maryland, River Gee, Grand Kru, Grand Bassa, Gbarpolu, Bomi and Monsterrado)</p> <p># of new structures added to the Duport Road Memorial – under phase II Baseline(s): Phase I of memorial erected (the main memorial)</p> <p><b>Target (s):</b> One Perimeter fencing and One Office/Theatre room.</p> <p># of new (simple memorials constructed)</p> <p><b>Baseline:</b> one (1), Du port Road memorial</p> <p>Target: 14 new memorials constructed by the end of the project</p> <p><b>Baseline:</b> 1 national reconciliation conference held March 2018</p> <p><b>Indicators</b></p>	<p>Physical structure of newly constructed memorials</p> <p>Report and pictures of site areas and Note to File from meetings deciding the memorials to be considered under this projects</p> <p>GIS coordinates visible and available;</p> <p>Joint field monitoring reports</p> <p>Maps and pictures of sites selected; newspaper articles</p> <p>Concept notes, agenda and reports from meetings</p> <p>Evaluation reports</p> <p>Meeting minutes Attendance records</p>	<p>2.2.1 Support the identification of mass graves sites through GIS for present and future construction of memorials</p> <p>2.2.2 Support the erection of four additional memorials to facilitate community-based memorialization programme (simple but meaningful) memorials on mass graves sites to the identified and agreed. (14 counties-excluding Montserrado)</p> <p>2.2.3 Complete phase II of the Du Port Road memorial (with fencing and an office/theatre space); forge partnerships with Paynesville City Council including setting up a community management system</p> <p>2.2.4 Conduct a series of district-level engagement sessions with a focus on the marginalized groups, ethnic / religious groups, and government actors to effectively address critical community conflicts at a safe space.</p> <p>2.2.5 Facilitate to hold seven (7) county reconciliation dialogue to develop a 5-year work plan and vision for reconciliation (Maryland, River Gee, Grand Kru, Grand Bassa, Gbarpolu, Bomi and Monsterrado)</p> <p>2.2.6 Hold a national reconciliation conference where additional 7 county-level action plans will be endorsed.</p>	USD 443,588.00

Outcomes/Outputs	Performance Indicators	Means of Verification	Activities	Budget (USD)
	<p># of national reconciliation conference held</p> <p><b>Target:</b> 1 additional national reconciliation conference</p> <p><b>Baseline:</b> 1 Political Party dialogue held with the president of Liberia (16 August 2018)</p> <p><b>Indicators:</b> # participants # political party leadership attending</p> <p><b>Targets:</b> 4 inter-political party dialogue held</p>	<p>Meeting minutes Attendance records</p> <p>signed resolution from the meetings</p> <p>Meeting minutes Attendance records</p>	<p>2.2.7 Support to the Government to organize three (3) dialogues with all branches of government to promote reconciliation at the national level under the President's leadership</p> <p>2.2.8 Support to the Ministry of Internal Affairs in collaboration with the Ministry of State to hold four (4) inter-party dialogues to relieve tensions, build understanding and commence practical steps towards national cohesion and development.</p>	
<b>Monitoring and Evaluation</b>			<p>3.1.1. Roll out a baseline study</p> <p>3.1.2. Establish a participatory and gender-sensitive monitoring and evaluation (M&amp;E) mechanism to collect gender and age-disaggregated data and supervise a gender equitable implementation of the activities, including the development of project-wide M&amp;E plan and annual reports in a timely manner</p> <p>3.1.3. Undertake regular M&amp;E assessments of all activities and interventions (progress reports, data collection and analysis, field visits, focus group discussions, spot-checks, etc.)</p>	USD 72,061.20

Outcomes/Outputs	Performance Indicators	Means of Verification	Activities	Budget (USD)
			including the baseline data collection and internal mid-term review of the project progress 3.1.4. Conduct independent final project evaluation	
			Management	\$ 125,698.00
			UNDP's contribution to activities: 2.4, 2.5 & 2.6	\$ 100,000.00
			TOTAL project without GMS	\$ 1,495,327.31
			Project support costs GMS	\$ 104,672.91
Total				\$ 1,700,000.22

## **Project implementation strategy**

In order to ensure effective and efficient achievement of results, the project will establish a multi-partner project coordination taskforce to oversee and provide strategic leadership on the implementation of the project. The taskforce will provide quality assurance, checks and balances through periodic monitoring and evaluation of progress against set targets and key deliverables at outcome and output levels. The taskforce will use the performance indicators to monitor progress in achieving overall project outputs and goals and advise senior management and PBSO/PBF accordingly including requesting for project adjustments to enable effective integration of emerging issues which was not foreseen at project conceptualisation. The taskforce will be guided by the project monitoring and evaluation framework. Other components of the implementation strategy will include:

The project interventions will be rolled out country-wide: at the national level through targeted actions for the members of Senate and House of Representatives and at the local government level consultative meetings will be held through the members of the County, District Security Committees and other stakeholders. The rational of engaging the different stakeholders at the district level is to garner their views on proposed legislative reform process, reviews and amendments of discriminatory restrictive provisions in the laws.

The criteria for beneficiary selection will be guided by a number of factors including; gender dimension of beneficiaries, representation from different interest and special groups including women, persons with disabilities and other minority groups. This will ensure that no one is left behind in the consultative processes, it will also enable the voices of those who are likely to be left behind to be heard in order to inform legislative review processes and amendment of laws in line with requisite international human rights commitments.

Also, the outcomes of this project will directly target and benefit women and children and other disadvantaged citizenry through a close liaison with community-based organizations as well as stakeholders from different backgrounds.

## **IV. Project management and coordination**

### **a) Recipient organizations and implementing partners**

In the implementation of this project OHCHR (convening RUNO), UN Women and UNDP will jointly coordinate relevant partners including the Independent National Commission on Human Rights, select Committees of the House of Legislature, the Senate, Women's Legislative Caucus, the National Security Task Force, County and District Security Committees

Deliberate effort will be made to engage with Civil Society Organizations (CO) who are the voices of the most vulnerable groups; systematic effort will be made to identify CSOs working with diverse range of vulnerable and special groups such as persons with disabilities, sexual minorities, sex workers, persons with disabilities, elderly persons, youth organisations among others This is intended to ensure that, different interest groups are represented in proposed project interventions including broader legislative reform consultative process to ensure that the voices of those left behind are heard and taken into account.

OHCHR, has a comparative advantage of providing technical expertise to assist governments, which bear primary responsibility for the protection of human rights, to fulfil their human rights obligations, while supporting individual rights holders or collective groups to claim their rights and speaks out objectively on human rights violations. In light of this, OHCHR will bring in expertise to strengthen capacity of national interlocutors to conduct an audit of domestic laws and bills to ensure that it is aligned with human rights standards and principles of equality and non-discrimination. Concerted efforts will be made to create platforms for CSOs and other rights holders to engage meaningfully through public dialogue to generate consensus on strategies of taking forward recommendations of TRC on reconciliation in line with the Strategic Roadmap for National Healing, Peacebuilding and Reconciliation. In light of the above, OHCHR UNDP and UN women will provide technical support to the Law Reform Commission of Liberia to strengthen legislative audits of existing

laws and review of emerging bills to ensure its consistency with gender considerations and relevant human rights standards and principles.

As the UN Entity on Gender Equality and Women's Empowerment, UN Women will coordinate with the Women's Legislative Caucus as well as with female members of both the Houses to facilitate the activities under Outcome 2. In view of UN Women's close interaction with officials from the county and district level administration as part of the engagement in the Government's decentralization process, it will work closely with County Superintendents and District Commissioners as well as women-led community-based organizations and CSOs with majority membership of women to create a string linkage between the national and local government partners for the implementation of the different activities under Outcome 2. As UN Women is presently implementing a project for the political empowerment of women that is supported by the Canadian Government, the knowledge and expertise gained from this activity will reinforce this project's implementation.

The project builds on the lessons learned during UNDP's engagement with the rule of law sector since 2008. Since the establishment of the Justice and Security Joint Programme and then the Rule of Law Joint Programme, UNDP has worked to enhance the capacities of, and public confidence in, the different justice and security institutions, as well as to strengthen access to justice, security and protection services, especially for women and girls. UNDP enjoys outstanding relations with both the Liberian legislature and the Law Reform Commission, and it therefore well-positioned to help implement the project in a timely and results-oriented manner.

**Government counterparts that will be involved in program/project development (including focal point contact info)**

Concerted efforts will be made to ensure that key government interlocutors such as the Legislature and relevant committees Committee on Good Governance; SDGs Committee, Committee on Peace and Reconciliation; Committee on Human Rights; the Women Legislative Caucus, Gender Committee, the Justice and Rule of Law/SSR Committees; Committee on Decentralization/Local Governance Gender and Security Sector National Taskforce. ) and focal points from the Ministry of Gender, Children and Social Protection, Ministry of Justice,

**b) Project management and coordination**

The project will be implemented in partnership with relevant government institutions and an array of civil society actors. While OHCHR, UNDP and UN Women will be responsible for implementing the project in accordance with their financial rules and regulations and internal control frameworks, the project is fully aligned with the Pro-Poor Agenda for Prosperity and Development (PAPD) as well as other relevant policy documents and strategies.

Recognizing the intrinsic complexity of national reconciliation in Liberia and the sensitivities surrounding the project, the good offices of the Resident Coordinator will be employed in support of project implementation. The Political, Peace and Development Unit (PPDU) in the Office of the Resident Coordinator will facilitate political 'space' and provide critical facilitation and technical support to dialogue and other processes in a sustainable and risk informed way. Working with the project implementation team, the PPDU will further support capacity-building and training initiatives for national peacebuilding actors.

**Implementation Arrangements – Proposed entities for implementation, including CSOs**

This project will be implemented directly by OHCHR, UNDP and UN Women. The convening UN agency (OHCHR) will coordinate the implementation of the project with support from UNDP and UN Women. The coordination and oversight arrangement of the LMPTF is composed of three layers:

- i. The Steering Committee is co-chaired by the Minister of Finance and Development Planning, the UN Resident Coordinator and a designated representative of development partners' group. The Steering Committee will provide strategic guidance and ensure oversight of the LMPTF, including: approving projects and allocating funding; supervising the progress of the Fund's results framework (program-related and financial); reviewing risks; reviewing and approving LMPTF reports.

- ii. The Thematic Working Groups consists of Government, donor representatives, UN System and Fund's Secretariat. The Thematic Working Group meet on a quarterly basis and they are responsible for: 1) reviewing projects to ensure technical quality and relevancy; 2) ensuring project quality; 3) recommending projects to the Steering Committee for approval; and 4) making recommendations to the Secretariat and the MPTFO regarding Fund's report presentation, monitoring and evaluation. In addition, The Thematic Working Groups ensure that projects are (i) aligned to Government priorities and the TOR of the LMPTF; (ii) coordinated with existing and foreseen activities within the sector and (iii) developed in consultation with the relevant national institutions.
- iii. At the project level, project coordination meeting should take place on a monthly basis to ensure inclusive consultation and coordination among all stakeholders (UN agencies, Government, implementing partners, LMPTF/PBF Secretariat, etc.). At the meeting, stakeholders will monitor progress made against the joint work plan and understand the issues that require collective actions for next months. The project will be implemented in line with PBF 2018 Guidelines.

**c) Risk assessment and management**

*High Risks:* Despite all the preparatory work that has gone into the development of the project, there is a high risks that the project would not be able to garner the political will which is critical to bring about the necessary reforms. In order to minimize this risk, OHCHR, UNDP and UN Women will establish a dedicated coordination taskforce to ensure joint planning, project design, implementation, monitoring and evaluation of the project, in close coordination with the Political, Peace, and Development Unit of the RCO. This will also present an opportunity to share information regarding progress of the project and where it is evident that there are bottlenecks, to discuss how they might be addressed through the coordinated efforts by the recipient UN organisations and the Resident Coordinator's Office.

**(See Annex A for details)**

**d) Monitoring and Evaluation**

In addition to developing an M&E plan, the coordination taskforce and the M&E Specialist from the RCO will be responsible for undertaking regular M&E assessments of all activities and interventions. In addition, they will carry-out a mid-term review with a view to addressing the challenges impacting the programme.

*Baseline:* The project team will rely upon already existing UNDP data on stakeholders mapping and capacity needs assessments to generate baselines for monitoring and tracking performance against set targets and indicators. The stakeholders mapping exercise is envisaged to identify capacity needs in order to inform the design and content of capacity building activities. In addition, a research will be undertaken. Roll out of the baseline study at the onset of the project will help establish baseline data to facilitate tracking of established indicators. Baseline data will further feed into the log frame and M&E framework and will inform decisions during project delivery. Existence of baseline data and a monitoring system will further guide UN Agencies in maintaining the strategic direction of the project. The results of the baseline study will be disseminated to relevant stakeholders of the intervention through the project Steering Committee.

A Monitoring and Evaluation tool to facilitate tracking progress against set indicators and targets will be created. Specific interventions have been planned to strengthen reporting on key results achieved under the project; this includes, internal mid-term review by technical team implementing the project and end of project evaluation to document good practices and lessons learnt results framework will be used

A joint monitoring framework for tracking progress will be designed at the onset of the action. The leading UN Agency and M&E Specialist from the RCO will coordinate the monitoring activities required to implement the monitoring framework and ensure that data is regularly collected and analysed.

**Mid-term review by project technical team review:** The project technical team will assess project success and progress during the mid –term to assess progress made in terms of achievement of overall programme goal,

outcomes, outputs and activity implementation to inform programme re-adjustment and integration of emerging issues in implementation framework.

**Independent Outcome Evaluation:** The project technical team in consultation with the Law Reform Commission and the Legislature will constitute a team to work in collaboration with an external consultant to conduct a comprehensive end of project evaluation to assess the overall impact of the project interventions in line with OECD evaluation criteria (Relevance, Effectiveness, Efficiency and Sustainability).

The final external evaluation will take place in the last quarter of implementation. It is envisaged that the final evaluation report will be submitted to the donor along with the final report (sixth months following the completion of the project). The final evaluation of the project will be commissioned by OHCHR. The evaluation will be designed as a formative project evaluation to inform the UN Agencies as well as national stakeholders in strategic learning and decision making and planning for future programming. This will follow a human-rights based approach to evaluation and will include a focus on the assessment of outcome level results and capturing the key lessons learned from the implementation of the programme. The evaluation will aim to enhance accountability for development effectiveness and learning from experience and will be disseminated as an evaluation brief with the major stakeholders of the action.

The project made provision of USD 72,061. This has been earmarked for Monitoring, research, evaluation and project support staff. Activities that will be implemented to ensure a sound M&E framework are:

- Roll out a baseline study
- Establish a participatory and gender-sensitive monitoring and evaluation (M&E) mechanism to collect gender and age-disaggregated data and supervise a gender equitable implementation of the activities, including the development of project-wide M&E plan and annual reports in a timely manner
- Undertake regular M&E assessments of all activities and interventions (progress reports, data collection and analysis, field visits, focus group discussions, spot-checks, etc.) including the baseline data collection and internal mid-term review of the project progress Conduct independent final project evaluation

(See Annex B for details).

#### **e) Communication and donor visibility**

Visibility of the LMPTF/Peacebuilding Fund will be achieved through a joint communication plan to publicize the LMPTF/PBF and to promote ownership and joint implementation with the Government. In consultation with the LMPTF/PBF Secretariat, the project technical team will elaborate a communication strategy and a subsequent plan to strengthen engagement with relevant donors and different stakeholders in line with agreed UN Standard Operating Procedures and PBF guidelines.

#### **f) Project exit strategy/ sustainability**

#### **Exit strategy**

The project implementation team (OHCHR, UNDP and UN Women) in liaison with relevant Line Ministries: Ministry of Gender, Children and Social Protection, Ministry of Justice, Committee on Good Governance will ensure that, strategic programmatic interventions and follow up actions related to legislative reforms, peace building and reconciliation initiatives are integrated in government planning processes to ensure continuity of key strategic interventions even after the project has closed. It will help the Government and the implementing UN agencies to secure potential donors' confidence to continuously engage and scale up the initiatives. In that regard, the project team will actively produce communication materials and engage with donors from the onset of the project to garner their support.

Under outcome 1, the project envisages to strengthen functional capacity of the legislature and LRC to scrutinize all bills using human rights checklists which will be developed. This will ensure that all bills tabled before the Parliament are reviewed and aligned to international and regional human rights standards thus contributing to institutional level mainstreaming of human rights in legislative processes.

Under outcome 2, the project envisages to strengthen capacity of relevant interlocutors at both national and sub national level; Ministries, Agencies and Corporations such as the Ministry of Justice, Finance, Ministry of Gender, Children and Social Protection, CSOs, LRC and county level local government and civil society to develop county level action plans to advance to implementation of initiatives geared towards promotion of national reconciliation and peace. As a result, the project has prioritized to strengthen requisite institutional capacities to spearhead and continue with consolidation of project achievements and integrating follow up actions in their respective institutional strategic plans. To this effect, the project technical team will strengthen capacities of LRC and other relevant stakeholders to ensure that key achievements and good practices stemming from the project is documented to further inform strategic level programmatic actions, decision making and integrated planning and budgeting by government line ministries and relevant oversight mechanism.

Follow up phase of the project will entail, supporting relevant line Ministries including Ministry of Justice to prioritize strategic interventions in their Investment plans and budget for effective implementation of follow up activities. The project technical team will continue providing expertise and technical support to the LRC and relevant stakeholders to ensure smooth transition and implementation of exit strategy. The project will document good practices and lessons learnt to inform future programming. The exit strategy has been developed and will be disseminated to different actors involved in the project to ensure project continuity and consolidation of project outcome even after the project has ended. The project will also ensure that clerks are targeted throughout the project cycle to ensure long term sustainability and project continuity. Evidence generated from internal mid- term evaluation and end line evaluation will be used to inform the design of the exit.

## **V. Project budget**

See Annex C. Proposed budget includes funds for mid-term project progress internal project review by project task force and independent final outcome evaluation.



**Annex A: Risk Log**

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management response	Owner	Last Update Date	Status
1	The lack of reliable data poses a considerable risk to the project, as it makes it difficult to make informed decisions about needs, project implementation approaches and results.		e.g. Environmental Financial Operational Organizational Political Regulatory Strategic Other	P = 2 (high)  I = 1 (medium)	The project 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. UNDP and UN Women have also committed themselves to developing proper baselines, including through a rigorous public perception survey of justice and security services.	All Agencies		
2	Entrenched legal and social discrimination against women and an utter lack of measures to address these: It is the role of UNDP and UN Women to contest these patriarchal norms and values and address the symptoms, such as high levels of violence against women.		Organizational and strategic	P= 1 (medium) I= 1 (medium)	The project includes components that are explicitly aimed at addressing discrimination against women and strengthen gender responsiveness. In addition, the project will encourage more women to be proactively engaged in community level intervention. The project will also support women's organisations and networks to lead dialogues and advocacy around gender sensitive legislation.	All Agencies		
3	Economic instability can lead to reprioritization of key stakeholders (Legislature, civil			P= 1 medium I= 2 (high)	In the event of such, the responsible agencies will communicate with donors through the Resident Coordinator's Office on the	All Agencies and RCO		

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management response	Owner	Last Update Date	Status
	Society Organizations and targeted Ministries) especially in the event of major protest and violence				security situation and jointly propose and agree on measures for project implementation.			
4	Readiness amongst government counterparts to implement project activities which could stall project delivery			P= 0 I= 1(medium)	Project Management team will provide regular support and updates to government counterparts to ensure they are on board at all levels of implementation. Additionally, management team will ensure Ministries have high level representation throughout implementation.	All Agencies		

In a situation of extreme subservience to the executive, the Legislature can exacerbate these social divisions and become part of the underlying causes of conflict

## Annex B. Monitoring and Evaluation Plan

### Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
<b>Conduct baseline research and baseline needs assessments</b>	Baseline research and baseline capacity needs assessment will be conducted to generate bench marks for monitoring and tracking progress made in achieving targets.	It will be conducted at the beginning of the first quarter.	Capacity needs assessment will be conducted to inform design of capacity building strategies of relevant institutions.	UN Women	USD 35,000
<b>Track results progress</b>	Progress data against the results indicators in the Results and Resource Framework will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly and biannually	Slower than expected progress will be addressed by project management.	UN Women	USD 45,000 (UNV)
<b>Monitor and Manage Risk</b>	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.	OHCHR, UNDP, UN Women	
<b>Learn</b>	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.	OHCHR, UNDP, UN Women	
<b>Annual Project Quality Assurance</b>	The quality of the project will be assessed to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.	OHCHR, UNDP, UN Women	
<b>Review and Make Course Corrections</b>	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.	OHCHR, UNDP, UN Women	
<b>Roll out Results based Management and</b>	Strengthen the capacity of Implementing partners on results-based monitoring and management	At least annually	Roll out a Results based management and monitoring training for project stakeholders	UN Women	USD 15,000

<b>Monitoring trainings for project stakeholders</b>					
<b>Project Report</b>	A progress report will be presented to the LMPTF Steering Committee and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Bi-annually, and at the end of the project (final report)	Timely production of quality reports (narrative and financial).	OHCHR, UNDP, UN Women	USD 36,000
<b>Project Review</b>	The LMPTF Secretariat will hold regular project reviews to assess the performance of the project and review the multi-year work plan to ensure realistic budgeting over the life of the project. In the project's final year, the Secretariat shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Bi-annually	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.	OHCHR, UNDP, UN Women	

### Evaluation and Audit Plan

<b>Evaluation / Audit Title</b>	<b>Partners (if joint)</b>	<b>Planned Completion Date</b>	<b>Key Evaluation Stakeholders</b>	<b>Cost and Source of Funding</b>
Internal Mid-Term Review of the project progress	OHCHR, UN Women, UNDP	2020	Law Reform Commission Legislature, UNCT staff and technical team	USD 29,600 LMPTF
End of project evaluation	OHCHR lead, UN Women, UNDP	2020	Law Reform Commission Legislature, UNCT staff and technical team and Project beneficiaries	USD 36,000 LMPTF