

PEACEBUILDING FUND EMERGENCY (IMMEDIATE RESPONSE FACILITY)

PROJECT DOCUMENT COVER SHEET

National Ministry or other National Entity Ministry of Justice of Liberia (Bureau of Corrections and
Rehabilitation and Liberian National Police).
Project Title:
Critical intervention to strengthen corrections facilities, addressing immediate security threats, and supporting the rule of law.
Project Location: Country-wide, concentrated upon Monrovia and Sanniquellie
Total Project Cost: \$1,015,026
Peacebuilding Fund: \$930,826
Government Input: \$55,200
Other: UNMIL CAU \$29,000
Project Duration: 6 months.

Main Goal and Key Immediate Peacebuilding Objectives:

The project is a critical intervention to strengthen corrections in Liberia by way of addressing the immediate security threat posed by corrections facilities, particularly Monrovia Central Prison and Sanniquellie, and providing rule of law assistance in ensuring access to justice and respect for human rights. The project will promote public safety and justice, and enhance public trust in the system.

Outputs and Key Activities:

Paragraph outlining essential details of the programme/project

Outputs:

- Enhanced security and respect for the rule of law at corrections facilities around the country, concentrating particularly upon Monrovia Central Prison, and Sanniquellie as the most at risk.
- Improved professional capacity of Liberian corrections officers, including reduction in absenteeism.
- A new 72-bed corrections facility at Sanniquellie meeting needs of Nimba prisoners and national population control

Activities.

- Corrections facilities provided with security equipment and secure transport for prisoners and staff.
- LNP PSU provided with necessary equipment and transport to assist with prison perimeter security, and strengthen capacity for primary PSU duties.
- Additional 50 corrections officers identified and trained.
- Identified site in Sanniquellie cleared, facility constructed, prisoners moved and old facility closed down. Prisoners from elsewhere may be moved to new facility in Sanniquellie as part of prison population management to reduce overcrowding

On behalf of:	Signature	Date	Name/Title	
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PEACEBUILDING FUND EMERGENCY (IMMEDIATE RESPONSE FACILITY)

PROJECT DOCUMENT

COMPONENT 1: Situation Analysis

Minimum one paragraph, suggested maximum one page.

Emergency Situation for Corrections

Rule of law (ROL) and security mechanisms have been identified as two of the most challenges for Liberia's long-term peacebuilding and recovery. As recorded in the 18th progress report of the Secretary-General on the United Nations Mission in Liberia (UNMIL - 10 February 2009), the security situation in the country is characterized by an underlying fragility, partly owing to weak national security institutions. The ROL and justice sector remains particularly weak in terms of capacity and resources. As one of the most neglected components of the criminal justice sector to date, incidents in recent months have highlighted Liberia's corrections facilities as an imminent threat to peace, and in need of critical and urgent intervention. 34 separate incidents of prison breaks occurred in the past six months. The most serious was the riot and subsequent escape of 163 prisoners from Monrovia Central Prison (MCP) – located centrally in downtown Monrovia - in December 2008, of which 85 remain at large. This lead to attacks on the surrounding community, and a sharp increase in armed robbery. In April 2009, another serious prison break occurred in Zwedru, Grand Gedeh County, resulting in 40 escapees. In May 2009 which 32 prisoners also escaped from MCP.

The emergency nature of this project has arisen for three key reasons: a gradual deterioration in the security situation in prisons, demonstrated and then exacerbated by a number of successful prison breaks; particularly acute volatility in Nimba County, especially following the release of the Truth and Reconciliation Commission (TRC) report and naming of County Senator Prince Yomi Johnson, former leader of the INPFL, as one of 98 persons who should face prosecution for war crimes; and most significantly, a new willingness by the Government of Liberia (GOL) to address security and ROL concerns in corrections with urgency, and a commitment to longer-term reform.

There is a need for prison reform for the protection of communities and to enhance public trust in the ROL. Liberia's corrections sector situation has been deteriorating progressively, and has not as yet been a high GOL priority. However, recent, regular breakouts have influenced the stance of GoL – who previously did not prioritise building prison facilities (making conditions comfortable for supposed criminals) whilst Liberians generally suffered from a lack of basic facilities such as schools and hospitals. Although inadequate, prisons coped and there was little will to address conditions. However, with a legal system that has failed to process cases in sufficient time the balance in the equation has changed (86% of detainees in MCP are pre-trial detainees not convicted felons). Inadequacies in corrections and LNP capabilities are clear. Certain facilities, including Sanniquellie, are not secure and pose an obvious threat to stability. Liberian citizens now demand state protection from criminals by ensuring sound corrections facilities are in place and functioning.

Sanniquellie is one of three major high-security correction facilities in Liberia. It has always been inadequately equipped and the facility requires a purpose-built centre to replace what is an insecure and overcrowded converted warehouse. As demonstrated in a riot in Harper in June 2009 a propensity for mob action exists – exacerbated by a lack of trust in ROL where corrections facilities are not secure. Sanniquellie is in Nimba, a volatile county with a high proportion of ex-combatants – largely loyal to Senator Johnson. This security risk heightens the need for the Sanniquellie facility and further integrity of Liberia's law enforcement network to take over responsibility for security as UNMIL draws down.

The sector faces a number of urgent problems:

- Lack of basic security equipment and infrastructure. The sector is marked by extremely poor resources and infrastructure. All prison facilities lack basic security equipment, such as restraints (handcuffs and waist cuffs), padlocks, flashlights and whistles. Without equipment, corrections officers are powerless to prevent outbreaks and unable to intervene in security breaches including daily assaults on officers and amongst inmates. The lack of equipment also extends to insufficient means of collecting and recording data, including a lack of files, electronic data or photo identification. This makes re-apprehending escapees very difficult. While all facilities require urgent security reinforcement, the most serious and urgent infrastructure needs are presented by the makeshift facility in Sanniquellie. The facility, which keeps inmates in appalling conditions, was built for 25 but now houses more than four times this. No allowance is made for separation of inmates, prompting human rights abuses and increasing health risks for inmates and corrections staff. Prisoners regularly throw faeces due to frustration with conditions, including a lack of internal toilets.
- Facilities are strained by massive overcrowding. Present facilities do not have the capacity for the average of 1,300 detainees across the country. MCP, as the nation's principal corrections facility, is severely overcrowded; with more than 700 whereas capacity is up to 500. As noted, Sanniquellie holds more than four times its capacity. Currently 125 prisoners from outside Montserrado County are held at MCP, denied the right to remain close to family in a secure facility in their counties. The turnover of the prisoner population is also high, and the rate of recidivism a serious concern.

The need for more prison facilities is not predicated solely upon the high number of people in custody awaiting trial. As identified by UNMIL CAU, and based upon country data, Liberia's prison population will far exceed current facility capacity in the next five years as police and legal services improve. The projected prison population, for a developing country of Liberia's population size with a functioning legal system, is expected to reach 4,000-5,000 (versus the present approx. 1300). It is a serious concern that the weak state of Liberia's court system, severe lack of public confidence in the formal legal system, and frequent prison breaks, have resulted in such a low prison population at present.

- Staff lack capacity and low morale due to conditions. The Bureau of Corrections and Rehabilitation (BCR) at the Ministry of Justice has insufficient numbers of trained staff for facilities, often using unqualified, unpaid volunteers which pose a risk to the secure and effective running of facilities. Staff are presently scheduled to work 12 hours per day, 6 days per week. The hours, combined with work conditions, fragile security due to lack of equipment, and poor training, result in a high rate of absenteeism, low morale and a lack of attentiveness and focus on the job. During the Zwedru prison break, two officers were on duty to supervise more than 150 inmates without police backup for the facility.
- Weak access to justice. Not only do inadequate corrections facilities currently pose a severe security risk to the community, they are undermining the justice sectors' efforts to improve public confidence in the formal justice sector and access to justice for all. In the case of Sanniquellie, the absence of proper confinement facilities in the county has continued to undermine the efforts to restore justice as offenders commit crimes with impunity with the perception that they will either go un-punished or escape from the makeshift facility. Arrests by LNP are limited due to insufficient space to detain the accused. This further undermines an already fragile system. As noted, at MCP 86% of the population is pre-trial, with a prolonged length of pre-trial detention in a small number of cases. Access to justice, the right to a speedy trial and humane conditions provided under the Constitution and by international human rights standards is denied to prisoners in Liberia both a serious concern for ROL and security. Prisoners have rioted in the past, calling for their right to a trial. Poor record keeping (reliance is largely placed upon UNMIL CAU, with national corrections officers primarily using chalk boards for data collection) compounds this problem. The lack of sufficient transport for use by corrections has also added to ROL concerns as in many cases prisoners are not transported to the relevant Magistrate or Circuit Court for hearings. Cases are thus constantly rescheduled and delayed, or thrown out, denying due process or releasing alleged criminals to re-offend.

Poor security support to prisons. Security of corrections facilities continues to remain reliant upon support from the LNP PSU which, in addition to primary operational policing duties, support corrections in providing perimeter security and assisting in transport security. The effectiveness of the PSU, despite training and experience, remains weak due to serious shortfalls of basic equipment including vehicles for quick response, radios, and defense equipment. LNP PSU presently operates with one vehicle for 200 officers. A heavy reliance on UNMIL for the security of corrections facilities results. Many of the issues faced by the corrections system in Liberia, posing a serious risk to the community and the maintenance of peace and security, are similar to those experienced in countries to which PBF support for corrections has been given. Sierra Leone's system, for example, faced similar serious concerns with a weak justice system, lack of public confidence, and numerous security problems with corrections facilities, which called for assistance. These problems are felt all the more acutely in the case of Liberia, as addressed below.

COMPONENT 2: Narrative Section: Project justification

The background to the project and the specific approach adopted should be explained. See Annex I

Project description

Given the situation and problem statement with conflict factors notes above, the project will act as a critical intervention for immediate security and ROL concerns for corrections facilities in Liberia, concentrating particularly on the most at risk: Sanniquellie and MCP. Across all corrections facilities, there is the need for restraint equipment including waist cuffs, leg irons and handcuffs, as well as security items including padlocks, flashlights and whistles. For record-keeping purposes additional desktop computers and printers and digital cameras are needed. Vehicles requested include a 30-seater mini-van with security features (inside bars and screen windows) for transporting prisoners to Court, a pickup with caged back which may be used to transport prisoners and for food and sanitary supplies. Motorbikes are included as a low-cost means of transport. The project additionally provides for support for the LNP PSU to support their work in the security of facilities, particularly Monrovia Central Prison, by way of supply of additional vehicles, radios (to communicate from MCP to LNP HQ), and defense equipment.

As noted above, a new 72-bed facility at Sanniquellie is needed to replace the current makeshift facility and assist in longer-term prison population management from MCP and elsewhere. The new facility would include provision for an exercise yard, office room, storm room, and kitchen with store. For security purposes, two watchtowers would be constructed, and an outer perimeter chain link fence with security lighting. This will be the third such facility built in Liberia with the same parameters and design. These are basic buildings that work within the community standard.

The project provides for human resource capacity building to meet the needs of corrections facilities, by including training for an additional 50 officers in a comprehensive five month program, with a preference for training female officers. (Please note that funding for training of police officers has not been requested under this project). The trainees will spend three months at the police academy for induction training, one month at the facility for on-the-job training, and one month at the police academy for the final phase before graduation. The training costing includes housing and feeding of the trainees at the police academy for a total of four months, provision of a small training stipend, basic training equipment and stationery, and training uniforms. The costs are based upon standard training costs, previously successfully implemented through UNMIL CAU. The training course includes components on security, treatment of prisoners in accordance with international standards, human rights and the treatment of vulnerable prisoners, a code of conduct, and administration. The training program is led by certified trainers from BCR and UNMIL CAU, in tandem. The induction training program, designed, written and implemented by UNMIL CAU has been adapted for all other missions currently in existence. UNMIL CAU was awarded the Management and Staff Training Award by The International Corrections and Prisons Association in 2006 specifically for the design of this program that transitions from classroom to in-service training. Aside from the training to be carried out under this project, and under separate funding provisions, UNMIL is assisting the MOJ BCR to implement a longer term in-service training program at all functioning institutions. Currently the program is being piloted at Gbarnga prison in Bong County.

Please see end of Component 2, below, for a detailed workplan and construction workplan for the project.

Importance for Security Sector Reform and Law Enforcement

The National Security Strategy for the Republic of Liberia (NSSRL) recognizes that the majority of threats to Liberia's security and stability for development come from within. Equally, most of those threats are also crime related and there is therefore an almost total overlap between the security threats and ROL. The NSSRL also recognizes that in order for law and order to exist long term and to underpin stability there are some key institutions that need to have the necessary capacity to perform their duties. The capability of the LNP, of the Judiciary and of the Bureau of Corrections (BCR) are all inseparably linked and vital to preserving the rule of law. BCR is an agency that has not received primary attention under the peacebuilding process and the situation is especially pressing in Nimba County which has one of the highest ex-combatant populations in Liberia and is also an especially volatile area in which to enforce the rule of law as a result. The prison population in Nimba has been found by UNMIL CAU (October 2007) to be comprised of 35% ex-combatants. The population has been consistently increasing, and the security of the area, as one of past sources of conflict with two borders, is constantly at risk. Sound law enforcement capacity and facilities are an imperative.

Accordingly, GOL has identified within the NSSRL section for BCR, the creation of a proper corrections facility at Sanniquellie as one of the emergency priorities that it must achieve as part of the Security Pillar of the PRS. This has been reinforced again by the MOJ following the first of three jail breaks at two of the countries other major detention facilities. These occurred in part due to overcrowding, lack of trained staff, lack of security equipment, and the deficiencies of the justice system. The fact that Sanniquellie is currently no more than a converted warehouse means there is a fundamental inability to guarantee the safe detention of convicted criminals and in a most volatile area of the country which is impacting on public perceptions of justice and security - drivers of the initial conflict. The lack of confidence in the related law enforcement institutions is impacting on the ability of the LNP to preserve every day law and order and, of more concern, about the value of observing the due process of law as convicted criminals cannot be safely detained. The danger of not providing Sanniquellie with a proper detention facility is that it will discourage further the fragile trust gradually being built in the rule of law institutions as the end result of detection and prosecution for serious offences, the threat of a prison sentence, will be seen as meaningless.

Furthermore it will also remove the possibility of rehabilitation that is a strong aspect of the corrections service being developed by BCR. Thus the reason to observe the ROL and regard law enforcement as a credible process and the agencies themselves as credible institutions will be greatly undermined if the situation is not addressed as part of the broader security and law enforcement efforts. This is at the core of UNMIL's mandate to assist creation of the security steady state to enable the continued draw-down, leaving Liberia able to manage its own security. Failure to support the Sanniquellie project will go far beyond impacting on just BCR.

Government of Liberia's Commitment to Reform and Sustainability

Improvement to the corrections sector has become an increased focus of the Ministry of Justice (MOJ), the principal government actor responsible, inter alia, for security (LNP), and prosecution services, including corrections. A strategic plan for the reform of the Bureau of Corrections and Rehabilitation – to restructure the Bureau, formalise career paths and requirements of corrections officers, and institute uniform policies and procedures - is being worked on by UNMIL CAU and the Ministry for finalization in the coming months. The Bureau also assumed prominence at the recent strategic planning session of the entire MOJ, and targeted improvements for the Bureau in the longer-term will be included in the final Ministry of Justice Strategic Plan which will be presented to donors. Since coming into Office in late 2009, the Deputy Minister for Administration has also worked to resolve difficulties over Corrections Officers' pay – a past issue in the effective operation of corrections. While the Bureau remains dependent on a number of volunteers due to staff shortages, all official, employed corrections staff are now being compensated for their work.

The MOJ and the Judiciary have also worked in recent months to address the critical issue of access to justice at MCP, utilizing available resources. A Magistrate's court sitting is being held at MCP in containers provided by UNMIL – an innovative attempt to relieve transportation difficulties – to conduct a review of all cases, commencing with those detained longest in detention, and those

who have exceeded the maximum period of detention for the charge. To date, 239 of the cases reviewed have resulted in release. It is critical that these efforts be supported by ensuring that those transferred to the Magistrate's or Circuit Court for full hearing, are transported to court in a timely manner. At present, a lack of transportation continues to undermine access to justice, despite Government efforts.

As noted above, a renewed focus has been placed on the rehabilitation component of corrections, in line with the national Poverty Reduction Strategy (PRS) deliverable: "Identify and implement specific measures to boost the focus on rehabilitation within the corrections system." MOJ has been in dialogue with partners to increase soap-making and other skills-based work in corrections facilities, and recently received a donation of sporting equipment to MCP from the Ministry of Youth and Sport. Zwedru's National Corrections Palace has instituted a model agricultural project in which prisoners work, supporting the self-sustainability of facilities. This has been supported to date by German Agro Action, and the MOJ hopes to coordinate with FAO and the Ministry of Agriculture on this work in the future.

Through its training of additional officers, building of facilities and strengthening of LNP PSU, the project is mindful of long-term peacebuilding and strengthening of national capacity. The project moves the responsible stakeholders from a position of reliance or expectation that UNMIL is responsible for and will provide for security in Liberia to that of national ownership and action. MOJ is contributing to the project by way of committing to placing additional trained officers on the payroll, and covering the fuel and maintenance costs of the requested vehicles for transporting prisoners, staff, and supplies. Over the longer term, the Government is committed to maintaining facilities, continuing to improve staffing levels and supporting ongoing trainings. The injection of support by way of strengthening of facilities, and capacity building by this intervention is critical in pushing forward Government's longer-term commitment to this area of justice.

Absent the proposed project, the committed work being undertaken in the sector would be severely jeopardised. It is vital that urgent security and ROL concerns are addressed. Public confidence in the justice sector is low and will be further harmed by the continuance of security breaches, and absence of observance of rights to justice, at corrections facilities. A culture of impunity and disrespect for the formal justice system is reinforced as communities witness the escape of criminals – undermining security and encouraging informal justice by vigilantes, or resort to harmful traditional practices such as trial by ordeal. The current prison population is low in comparison to comparative estimates, evidencing the lack of confidence in the formal legal and corrections system. The capacity of the MOJ to uphold their responsibilities will allow for continued strengthening of this vital and long-neglected component of justice and security.

Rule of Law Coordination and Funding

As coordinated under Liberia's PRS and other key government and Ministry documents including the National Security Strategy for Liberia, ROL is now receiving significantly increased technical and financial support. In recent months this has included a particular focus on improvement to prosecution services, enhanced judicial standards and trainings, and the development of strategic plans for the MOJ, LNP and the Judiciary. These efforts are a result of support from the United Nations family, including UNMIL, UNDP, UNHCR, and UNFPA, as well as justice partners including the American Bar Association, The Carter Center, International Legal Assistance Consortium, and Pacific Architects and Engineers (PAE) Judicial Sector Support Division.

The project connects with broader work being undertaken in the ROL sector in a number of ways. Improvement to prosecution services, and training of judges and magistrates, as well as the recent establishment of Criminal Court E, a dedicated sexual offences court, and the parallel establishment of the SGBV Crimes Unit, a dedicated prosecution unit, will assist in addressing current access to justice concerns. There is also ongoing work to improve policing standards and resources which the PSU component of this project further supports. Both PBF funded projects to which the Ministry of Justice is committed (improving prosecution services, and the establishment of the Sexual and Gender Based Violence Crimes Unit) are heavily concentrated upon capacity building, by way of training, and are dedicated to creating sustainable practices beyond the 18-month window of PBF support. Both of these projects

have been instrumental in gathering further support from justice sector partners, and the Ministry continues to work on funding and support for this work beyond the catalytic contribution of the PBF.

At present, international support for corrections is minimal. Although the MOJ is demonstrating its commitment to longer-term reforms and improvements in this area – particularly by the establishment of Magistrates' sittings to reduce the length of pre-trial detention and improve access to justice, and development of a strategic plan to reform the BCR – there is little support in this area and the MOJ has been unable to find a major donor for this project. There has little support for corrections in Liberia since 2006, when a total of US\$1 million was given by Norway and the United States (concentrated upon training and the construction of the main building at MCP). At present, all support from donors is on a limited, small-scale, ad hoc basis.

The situation has also been further compounded by the effects of the global economic downturn that have reduced the financial ability of GoL and other bilateral donors to take on the costs of the construction aspect in particular of such a project, despite the imminent need which lends this proposal a particular emergency dimension. This comes on top of the previous and existing donor reluctance to invest funds in the unglamorous but essential need to house criminals securely. These are key arguments for funding this project with PBF Emergency Funding. This case mirrors the situation with the prison facilities in neighbouring Sierra Leone which has received similar emergency funding from the PBF. A catalytic input of funding is required for urgent change to occur in corrections in Liberia. The PBF will be supported and sustained by the United Nations Country Team's planned support for corrections over the longer-term. Although the immediate infrastructural and security needs have not attracted donor support, UNDP, UNIFEM, and UNICEF have committed to support for corrections through their rule of law and access to justice programming in the future. The PBF funding would cover the gap in funding that currently exists for major improvements.

UNDP's program for Strengthening ROL in Liberia from 2008-2010 includes planned interventions to strengthen the corrections department and improve detention conditions. Activities identified include supporting the development of a prison management system, assistance with the rehabilitation of prison infrastructures, assuring separation between men, women and children and improving security, and the recruitment and training of corrections officers. UNIFEM has recently signed a Letter of Understanding with the Ministry of Justice to assist in the protection and rehabilitation of detained women, a resumption of past support. The agreement provides funds for ensuring that the female block at MCP is self-sustainable and segregated from the rest of the prison, by the building of a fence and kitchen, and also for the provision of rehabilitation activities and material for female inmates. The UNICEF-led Child Justice Joint Program under the UNDAF currently being finalized – working with the Ministry of Justice, Health and Social Welfare, and the Judiciary - also contains provision for assistance to juveniles in conflict with the law. The Program would improve diversion programs for youth, and create alternatives to incarceration in current prison facilities.

Consistency with Liberia's PBF Priority Plan

The PBF Priority Plan for Liberia (2008) identifies a weak justice system as one of seven interrelated 'conflict factors' in Liberia. It notes in particular the "constraints on the formal justice system, with a lack of infrastructure, materials and an acute shortage of qualified personnel and general capacity." "Strengthening state capacity for peace consolidation" is one of the priority areas of the plan, and it is highlighted that "constraints affect not only development but also peace, as confidence in the state's ability to provide better security, justice and non-discriminatory services to all citizens is essential to maintaining stability in Liberia today." Initial project ideas under "Strengthening and Expanding State Authority" include "security sector reform, justice strategies with restructured security architecture... extension of legal services... construction/rehabilitation of protection and rule of law infrastructure." The present emergency project proposal sits squarely with Liberia's Priority Plan in strengthening government to maintain security and uphold the rule of law through secure corrections facilities and services. Corrections is a core component of a complete and functional legal system and requires urgent support in Liberia.

Detailed Work Plan for 6 Months 2009-2010 (based upon project commencing September 2009)

Activities/Inputs	Time line	Final delivery date

Procurement:	Output 1:		1 Contombor 2000
Procurement of all security equipment by UNOPS, in consultation with MOJ BCR, LNP, and UNMIL CAU Procurement of vehicles (pickups, van and motorbikes) by UNOPS	Handover of security equipment to MOJ BCR facilities, and to LNP PSU Delivery of vehicles to MOJ BCR and LNP PSU for use Insurance and maintenance contracts for vehicles prepared and signed		 September 2009 September 2009 November 2009 December 2009 December 2009
Training:	Output 2:		
50 corrections officers to be trained identified by MOJ BCR and UNMIL CAU (commence immediately upon approval of project)	Training program: Recruitment process police academy induction training on job training at facilities police academy, final training Graduation	1 month 3 months 1 month 1 month	September 2009 September 2009-February 2010
Construction:	Output 2:		February 2010
 Reinforcement of MCP fencing, window bars, gate, painting of MCP building, construction of MCP brick oven (by MOJ). 	Output 3: 1. Identified site in Sanniquellie cleared. 2. Please see below detailed construction workplan.		1. September 2009
- Construction of 72-bed facility	Prisoners moved and old facility closed down.		2. End February 2010

Detailed Construction Workplan for 6 Months 2009-2010 (based upon project commencing September 2009)

ITEM NO.	ACTIVITY	DURATION		
		2009	2010	
		Sep Oct Nov Dec J	Jan Feb	
		1 2 3 4 5 1 2 3 4 5 1 2 3 4 5 1 2 3 4 5 1 2 3 4 5 1 2	3 4 5 1 2 3	4 5
-	Identification of site			
а	Assessment .			
þ	Ownership			
2	Bidding process			
g	preparation of BOQ, SOW, Tech specs, etc			
р	ITB			
ပ	opening and evaluation			1
þ	award of contract			
3	Site turnover and mobilization			
ಡ	turn site to contractor			
Р	material and labor mobilization			
4	Construction of substructure			
2	Construction of superstructure			
9	Electrical (rough and fixtures)			
7	Plumbing (rough and fixtures)			
œ	Finishing (interior and exterior)			
6	Landscaping			H
10	Turnover (prisoners transferred)			

<u>COMPONENT 3</u>: Logical Framework

A logical framework is required. If the urgency of the matter does not allow for a log frame to be developed, the narrative section needs to include clearly stated objectives, outputs, activities, indicators and risks. See Annex I.

Objectives	Measurable indicators	Means of verification	Important assumptions	
Development Objective: Wider problem the programme/project will help to resolve	Quantitative ways of measuring or qualitative ways of judging timed achievement of goal	Cost-effective methods and sources to quantify or assess indicators	External factors necessary to sustain objectives in the long run	
Improving corrections facilities will enhance security and support the rule of law, with a view towards promoting public safety and justice and enhancing public trust.	Reduction in number of prison breaks or security breaches. Number of trained corrections officers increased. Reduced overcrowding in corrections facilities. Reduction in length of pre-trial detention. Number of pre-trial detainees decreased.	Ministry of Justice and UNMIL CAU records. Liberian National Police Statistics. Number of corrections officers on the payroll. Records of County Attorneys and City Solicitors. Court records.	Support for improvement to corrections facilities continues Maintaining security at corrections facilities results in fewer prison breaks and security breaches. An improved corrections sector in which there is good security and upholding of rights improves public trust in the formal justice sector.	
Immediate Objectives: The immediate impact on the programme/project area or target group i.e. the change or benefit to be achieved by the programme/project	Quantitative ways of measuring or qualitative ways of judging timed achievement of purpose	Cost-effective methods and sources to quantify or assess indicators	(Immediate Objective to Development Objective) External conditions necessary if achieved programme/project purpose is to contribute to reaching programme/project goal	
Security of corrections facilities enhanced.	Security equipment, including vehicles, supplied and employed at corrections facilities. LNP PSU provided with equipment and transport. Number of corrections officers trained increased. Absenteeism amongst corrections officers reduced. Completed corrections facility in Sanniquellie, Nimba County.	MoJ, LNP and UNMIL CAU reports. Site inspection. New facility in use. Training records, and recognised by MoJ and corrections officers on payroll. Corrections staff attendance records.	Security equipment and vehicles are used appropriately and maintained. Corrections officers are capacitated to provide improved security as a result of training, and their skills are sustained. Facilities are utilised for Nimba detainees and prison population management.	
2. Respect for the rule of law improved in corrections facilities, by way of assisting with access to justice, and provision of humane conditions.	In cases that are processed onwards to Magistrate's or Circuit Court, accused are transported to the court for hearing Numbers of pre-trial detainees reduced.	County Attorney and City Solicitor records. Court records.	The Judiciary continues to support sittings of the Magistrate's Court at MCP, and puts cases on the docket to be tried in the Magistrate's Courts and Circuit Court, and cases go ahead with the presence of the accused. Transporting prisoners to cour for cases in a timely fashion results in reduced pre-trial	

			detention periods.
OUTPUTS: The specifically deliverable results expected from the programme/project to attain the objectives	Quantitative ways of measuring or qualitative ways of judging timed achievement of purpose	Cost-effective methods and sources to quantify or assess indicators	(Outputs to immediate objective) Factors out of programme/ project control which, if present, could restrict progress from outputs to achieving programme/project objectives
Enhanced security and respect for rule of law at corrections facilities around the country, concentrating particularly upon Monrovia Central Prison, and Sanniquellie as the most at risk, by way of provision of equipment.	Security equipment and transport supplied to corrections facilities and in use. Prisoners transported to court for full hearings. Fewer prison breakouts or security breaches. LNP PSU provided with equipment and transport.	Reports from MoJ and UNMIL CAU mentors. LNP and UNMIL reports. Corrections staff attendance records. Site inspection. LNP PSU daily assignment rosters. Court records.	Security equipment goes missing or is stolen Increase in cost of equipment, transport and fuel. Cases are not put on the docke by the Judiciary. Public defenders are not in attendance to ensure cases can proceed.
2. Improved professional capacity of Liberian corrections officers by way of training.	Training courses held for untrained corrections officers Number of corrections officers trained.	Report from trainers that training was completed. Training recognised by MoJ and corrections officers on payroll.	Corrections officers do not attend training. Corrections officers are not pu on payroll and paid
3. A new 72-bed corrections facility at Sanniquellie meeting for Nimba prisoners and national population control.	Completed corrections facility in Sanniquellie, Nimba County.	Site inspection. Facility in use by MoJ.	There is a problem with the deed for the property. Weather conditions delay speed of site clearing and construction. Increase in cost of building materials, equipment and supplies.
ACTIVITIES: Tasks to be done to produce the outputs	INPUTS: This is a summary of the programme/project budget		(Activity to output) Factors out of programme/ project control which, if present, could restrict progress from activities to achieving outputs
Output 1: 1. Corrections facilities provided with security equipment and secure transport for prisoners and staff. 2. LNP PSU provided with necessary equipment and transport to assist with prison perimeter security; and strengthen capacity for		See Output 1 above.	See Output 1 above.

primary PSU duties.		
Output 2: 1. Additional 50 corrections officers identified. 2. Corrections officers trained.	See Output 2 above.	See Output 2 above.
Output 3: 1. Identified site in Sanniquellie cleared. 2. 72-bed prison facility constructed. 3. Prisoners moved and old facility closed down. Prisoners from elsewhere may be transferred as part of prison population management.	See Output 3 above.	See Output 3 above.

COMPONENT 4: Budget

The budget should utilise the Standard Format agreed by UNDG Financial Policies Working Group with necessary modifications to suit the expected PBF project activities, see Annex III. The use of the budget format is mandatory since it allows the UNDP MDTF Office as the Administrative Agent to consolidate and synthesize the periodic financial expenditure reports that will be submitted by agencies. See Annex I.

SEE ANNEX for Full BUDGET DETAILS

	Total Project (USD)	PBF Contribution (USD)
Supplies, Commodities Equipment and Transport	453,481	411,481
2. Personnel Staff, Consultants and travel)	51,400	51,400
3. Training	77,000	77,000
4. Contracts	. 355,300	313,100
5. Other Direct Costs	16,950	16,950
6. Indirect support costs (7% on PBF sub-total)	60,895	60,895
TOTAL	1,015,026	930,826

COMPONENT 5: Management Arrangements

A brief description of project implementation arrangements to ensure the cost-effective and efficient attainment of the outputs identified in the logical framework. See Annex I.

The proposed project will be executed using a mixture of direct implementation and national implementation. The work will be managed by a joint team from UNOPS, UNMIL/CAU and the MoJ. UNOPS will procure all security equipment and vehicles. UNMIL CAU will distribute the security equipment to the various facilities superintendents, in coordination with the Office of the Assistant Minister for Rehabilitation. A signed record will be required and the BCR will then be responsible for the management and monitoring of issued equipment and vehicles. The mini-van will be assigned to MCP. The motorbikes and pickup will be assigned to Sanniquellie. As noted in the budget, the Ministry of Justice will cover the cost of fuel and maintenance of the vehicles directly. Improvements to MCP including reinforcement of fencing, window bars and gate, painting of the buildings and construction of a brick oven, have already been undertaken

by the MOJ. Equipment and vehicles designated for use by LNP PSU will be procured by UNOPS and assigned to the LNP PSU. A signed record will be required and LNP will be responsible for the management and monitoring of issued equipment and vehicles. The LNP will cover the cost of the fuel and maintenance directly of the vehicles assigned to them.

Candidates for corrections officer training will be decided jointly by the MoJ BCR and UNMIL CAU. UNMIL CAU will be responsible for organising and contracting the training, as well as selecting the different service providers and suppliers required. UNOPS will provide funds allocated for training upon requests submitted by UNMIL CAU. Candidates will commence training immediately upon finalisation of arrangements. UNOPS will not be responsible for the funds from UNMIL CAU or the MOJ. These will be independent contributions made to the project, as outlined under the project budget.

A contract for the clearing of the new Sanniquellie prison site will be entered into immediately and once completed construction of the facility will commence. UNOPS will procure all equipment and construction materials and oversee the construction of the facility in its entirety. There will be regular visits by UNMIL CAU and MoJ to the site for updates on progress. By the completion of the six month project period, the facility will be complete and ready to house detainees.

UNOPS (as Recipient UN Organisation)

UNOPS is the lead United Nations organization for physical infrastructure projects in post conflict settings. UNOPS re-established an office in Liberia in 2004, after the most recent war destroyed key infrastructure rebuilt in the last decade.

UNOPS has set up a main office in Monrovia whose Manager is supported by the Kenya Operations Centre (KEOC) in Nairobi. KEOC provides human resource support with specialists in several fields including project development; procurement; security; logistics; engineering; and operational support.

UNOPS does not receive any core funding and in consequence has limited core positions while staff is recruited specifically for and to work directly on projects. The office in Liberia currently has the following staff:

Gregoria Sarr - Country Director since November 2008

Flamur Shala - Senior Project Manager since December 2007

Alex Cox Mason - National Engineer since November 2006

Isaac Gblee - Operations Manager since November 2008

UNOPS maintains a roster of international consultants at the global level, as well as of national consultants within the Liberia office, which gives the capacity to mobilize quickly the necessary skills when a project starts.

Since 2004, UNOPS has offered Project Management services, mainly for Construction Projects, answering the huge needs in this field. UNOPS has effectively managed engineering and related works, each with a built-in capacity-building programme for national staff and Government partners.

UNOPS has implemented projects in almost all of the 15 Counties of Liberia. In 2008 only, UNOPS has been working in 12 counties, including all counties in the Southern part of Liberia, which is the most difficult to access. That year UNOPS constructions included County Administration Buildings, Bureau of Immigration and Naturalization, Police Barracks and Depots, and Magisterial Courts.

The Liberia office has a database of more than a hundred Liberian companies and non-profit organisations in the infrastructure sector that is updated on a periodic basis. Many of them are based outside Monrovia, and during the bidding process, companies and organisations based in the local area are given priority in order to support the development of the local economy.

As a matter of operating policy, KEOC requires UNOPS Liberia to cover their costs of project implementation by charging to the project those costs directly attributable to the project UNOPS Liberia implements. As such, UNOPS will require funding from the Peacebuilding Fund to cover these direct project costs, in staff time and resources, that this project will require, as a proportion of its

work as a whole. This is in addition to the 7% management fee, specified in UNOPS rules and regulations, which is provided to HQ, not UNOPS Liberia.

The UNOPS Liberia Office is a project office established purely to implement and support projects on behalf of or through the United Nations system. The Liberia office falls under the Kenya Operations Centre, as the office established by the UNOPS Executive Office falling under the UNOPS administrative budget for guidance and oversight of operations in Liberia. All positions and costs (in full or cost-shared with other projects) are directly attributed to the execution of the project.

The following categories of costs are always directly charged to engagements:

- Salaries of personnel that are working directly on, or providing a clear benefit to an individual engagement on an exclusive basis.
- (ii) Other personnel costs, such as entitlements, travel, housing, supplies, equipment that enhance the ability of personnel to perform work and thereby provide benefit to an individual engagement.
- (iii) Other costs that are incurred on behalf of an individual engagement, such as vehicles, office space, security costs, engagement specific insurances, subcontracts, etc.

UNOPS Liberia has been approved as an implementing UN agency by the Peacebuilding Support Office.

COMPONENT 6: Monitoring and evaluation

Systems for project monitoring, including lesson learned, and impact assessment.

Project monitoring and evaluation will be the responsibility of a joint Project Board comprised of UNOPS, UNMIL CAU, UNPOL and the Ministry of Justice BCR. The implementing UN agency, UNOPS, and national partner, MOJ, will jointly chair the Project Board and use the workplan as guide for provision of updates. All reporting will be done to the joint Project Board, which will be responsible for reporting to the GOL Peacebuilding Office:

The specific mechanisms that will be used to monitor the achievement of results are:

- Monthly reports from each of UNOPS, UNMIL CAU, UNPOL and MoJ as to activities completed in the month towards the achievement of the project goals
- Monthly financial reports from UNOPS Project Manager to the Project Board as to equipment procured, costs and a narrative update report on the construction progress
- iii. Monthly meetings of the Project Board to identify outstanding issues and fine-tune implementation arrangements
- iv. UNMIL CAU monitors in each prison facility will report on a monthly basis to the UNMIL CAU staff member on the project, for feedback to the Board
- v. UNPOL PSU advisors, in coordination and cooperation with LNP PSU, will monitor LNP PSU operational capacities; including in providing perimeter security support at Monrovia Central Prison, and provide feedback on a monthly basis to the Board
- vi. MoJ and LNP will report monthly to the MoJ staff member on the project, for feedback to the Board.

The Project Board will report to the Peacebuilding Fund Support Office in Liberia on project implementation arrangements and progress monthly over the six-month period and at the conclusion of the project. The final assessment by the Project Board will assess the work by reference to the above-identified indicators. An initial evaluation of the project will be prepared 1-2 months after the project's completion, while a detailed impact assessment will be prepared 6 months after completion. This is in light of the fact that the impact of elements such as training will only be visible after some time has passed.

COMPONENT 7: Analysis of risks and assumptions

Key assumptions with regard to external factors that are outside project control but nevertheless necessary to the achievement of project outputs and purpose should be stated in the log frame. See Annex I.

As identified in the log frame, there are a number of external factors outside the project control but nevertheless necessary to the achievement of project outputs.

The project assumes that support – both amongst government actors and national and international partners - for improvement to corrections facilities continues so as to ensure the project is catalytic in reform to the whole corrections system. The Ministry of Justice is fully committed to improvements. The Ministry has also worked closely with the Judiciary in making advances for which their cooperation is necessary, such as the Magistrate's sitting. The Judiciary has indicated its willingness for this work to continue. Other partners continue to show strong interest in improvement to prisons – this includes recent donations by the Ministry of Youth and Support, and ongoing support from German Agro Action to the Zwedru agricultural project.

It is also important that once cases reach the Magistrate Courts and/or the Circuit Court and prisoners are transported in a secure and timely fashion, that cases are heard by the Magistrates and Judges. It needs to be acknowledged that while providing rule of law assistance in facilitating prisoners to court, it cannot be assured by this project alone that the right to a fair and speedy trial will be upheld. Rather this project contributes to the work of others also striving towards that goal; including Ministry of Justice initiatives to improve police investigation and prosecution services, the Judiciary's efforts to improve public defender services, and ongoing work to improve case management, as well as inform the public as to their duties as witnesses in cases. All endeavours in this area must be concerted.

Another important assumption of the project is that maintaining security at corrections facilities results in fewer prison breaks and security breaches, i.e. that prison breaks are not due to another factor. An enquiry into the December prison break has indicated that a lack of security equipment was in part to blame. Training of corrections officers is also vital; thus the project includes this aspect. Here it is assumed that corrections officers are capacitated to provide improved security as a result of training, and that their skills are sustained. The training provided thus far, coordinated by UNMIL CAU has proven effective and thus a similar program is supported under the project. The Ministry of Justice has given an undertaking to ensure that newly trained corrections officers are added to the official Ministry payroll.

There is also the assumption that an improved corrections sector in which there is good security and upholding of rights improves public trust in the formal justice sector. Certainly a reduction in break outs, which are widely reported in the media, will present a more effective and secure system. Trials taking place and convictions obtained also presents to the public the view of an effective justice system. There is the risk that as the Magistrate's court sittings progress and full hearings take place, and those who have already served beyond the maximum for their charge or for whom there is no case to answer are released, the public will perceive the Ministry of Justice as being weak. It is therefore important that this project link up with another initiative at the Ministry of Justice to provide public education as to the role of the formal justice system and its efforts to improve security and access to justice, through a Public Education and Awareness Division (PEAD).

The appropriate use and maintenance of equipment and facilities is also assumed under the project design. In mitigating the risk that this does not occur, the project has secured the full support of the Ministry of Justice Bureau of Corrections and Rehabilitation. As noted under management arrangements, each prison superintendent will be responsible for the equipment signed over to his/her prison facility; the superintendents are directly answerable to the Director of Prisons and in turn, the Assistant Minister for Rehabilitation.

PEACEBUILDING FUND EMERGENCY (IMMEDIATE RESPONSE FACILITY) ANNEX II

PROJECT SUMMARY PART ONE

Recipient UN Org:	UNOPS		32			
National Authority:	Ministry of Justice of Liberia					
Project Number:	PBF/					
Title:	Critical intervention to st supporting the rule of law		facilities, addressing immediate	e security threats, and		
Location:	Country-wide, concentrate	ted upon Monrovia a	nd Sanniquellie			
Project Cost:	\$1,015,026 total; \$930,82	26 from PBF				
Duration:	6 months					
SC Approval Date:		Start:	Completion:			
Project Description:	The emergency project will enhance security and support the rule of law at corrections facilities in Liberia, concentrating on Monrovia Central Prison (MCP), and Sanniquellie as the most at risk. Security equipment and transport will be provided. The Liberian National Police (LNP) Police Support Unit (PSU) will be strengthened to provide assistance to prison perimeter security and other primary operational PSU duties. Additional corrections officers will be trained; a new corrections facility will be built at Sanniquellie meeting the needs of the county and assisting national prison population management.					
Peacebuilding Goal:	Improving corrections facilities to enhance security and support the rule of law, with a view towards promoting public safety and justice and enhancing public trust.					
Immediate Objective:	 Security of corrections facilities enhanced. Respect for the rule of law improved in corrections facilities, by way of assisting with access to justice, and provision of humane conditions. 					
Outputs/Key Activities:	country, concer the most at risk Improved profe absenteeism. A new 72-bed of national popula Activities: Corrections fact and staff. LNP PSU provi perimeter secur Additional 50 c Identified site in	ntrating particularly understanding particularly understanding particularly understanding particularly at the control of the c	d, facility constructed, prisoners	and Sanniquellie as luding reduction in Nimba prisoners and ransport for prisoners t with prison		
			n elsewhere may be moved to no ation management to reduce over			

PROJECT SUMMARY PART TWO

STATUS REPORT AS OF (date)

Recipient UN Org.:			Α
National Authority:			
Project Number:	PBF/		T. III
Title:			
Funds Committed:	The w	% of Approved:	37
Funds Disbursed:		% of Approved:	
Forecast Final Date:		Delay (Months):	
Objectives:		Achievements/Results:	Percentage of planned:
Qualitative achievements	s against objecti	ves and results:	
		*	

UN Liberia August 2009 Emergency I	Proposal				All in USD		
Category	Number of Items	Unit Cost	Total Cost	MoJ contr.	UNOPS contr.	UNMIL contr.	PBF contr
1. Supplies, Commodities, Equip	ment and	Fransport					
	Number of	Unit Cost	Total Cost		UNOPS		
	Number of Items	Control of the Contro	Total Cost	MoJ contr.	UNOPS contr.	UNMIL contr.	PBF contr.
1.1 Supplies and Commodities			yez ilkiyan				Handall
Replacement batteries for PSU Flashlights	250	4.4	1,100				1,100
Mobile phone charges (UNOPS) (\$150 x 6 months)	6	150	900				900
1.1 Sub-total			2,000				2,000
1.2 Equipment				THE PARTY NAMED IN		E MERCH	2,000
Security lighting (18 lamps, accessories, installation)	1	6,600	6,600				6,600
Kitchen and hygiene equipment	1	2,200	2,200				2,200
10KVA generator and generator house	1	18,700	18,700				18,700
100 KVA generator and generator house	2	46,200	92,400				92,400
Communication Radios (corrections and PSU), chargers, batteries	30	423.5	12,705	4			12,705
			12,700				12,703
Belly chain (waist cuffs)	50	110	5,500				5,500
Leg irons	50	71.5	3,575				3,575
Hinged handcuffs	200	55	11,000				11,000
Whistles (3 per pack)	300	9.9	2,970				2,970
Flashlights and batteries	245	9.9	2,426				2,426
Solar portable lamps	20	55	1,100				1,100
Padlocks	1,200	11	13,200				13,200
Reflector vest	150	22	3,300				3,300
HF Base Radio and accoutrements with solar panels (PSU)	2	5,500	11,000				11,000
Riot/disorder control shields (PSU)	50	69.3	3,465				3,465
Helmets with face shields (PSU)	50	116.6	5,830				5,830
Heavy duty flashlights (PSU)	50	33	1,650			1	1,650
Flex cuffs (PSU)	10	231	2,310				2,310
Navy Blue BDU 4 pocket jacket	100	33	3,300				
Navy Blue BDU pants	100	33	3,300				3,300 3,300
Black Boots	50	77	3,850				3,850
Computer desktop, printer and UPS			, , , , ,				3,030
package	3	2,200	6,600				6,600
Digital camera	4	275	1,100				1,100
1.2 Sub-total		2.0	218,081				218,081
1.3 Transport		SHAME			SHIP		
Four Wheel Pickup	1	38,500	38,500			T	38,500
Security features for Pickup, incl. security	1	1,650	1,650				1,650
Four Wheel Pickup with light bar and	2	40,150	80,300				80,300
Mini-van 30-seater	1.	55,000	55,000				55,000
Security features for van, incl. inside bars,	1	2,750	2,750				2,750

Fuel, insurance, and maintenance for	5	6,000	30,000	30,000		1
Motorbike	4	3,300				12.20
Fuel, insurance and maintenance for	4	3,000				13,20
1.3 Sub-total		3,000	233,400			191,40
1 Sub-Total			453,481			
Sub-Total		1	433,461	42,000		411,48
2. Personnel (staff, consultan	ts and travel	VICE STATE OF THE				
Project Manager (UNOPS) (\$3,200 x		19,200	19,200			10.00
Site supervisor (UNOPS) (\$1,100 x 5	1	5,500				19,20
Professional services (UNOPS) (incl.		19,200				5,50
Travel (UNOPS) (\$1,250 x 6 months)	1	7,500				19,20
2. sub-total		7,500	51,400			7,50 51,40
			31,400			31,40
3. Training						
Basic corrections officer training (sess	sion for 50 office	ara)				
Training stipend (sess	7.511 101 50 011100	13)	10,000			10.000
Food for Academy			10,000			10,000
residents			42,000			40.00
Stationary/Supplies			4,000			42,000
Training Equipment		1	10,000			4,000
Training Uniforms		+	11,000			10,000
3. Sub-total			77,000			11,000
	_		//,000			77,000
4. Contracts			THE PARTY NAMED IN			
Construction of main prison buil	ding (civil wo	rks)				
Foundation Work	(01/11/1/0	T	77,066			
Superstructure			79,706			
Roofing Work			22,110		_	
Finishing Work			35,618			
Civil Works					20.000	
Site clearance – removal of all foliage	1 1	0.000	214,500		29,000	185,500
Reinforcement of fencing, window bar		8,800	8,800	10.000		8,800
Painting of MCP buildings		10,000	10,000	10,000		
	. 1	500	500	500		
Construction of brick oven, MCP	1	2,700	2,700	2,700		
Exercise area with chain link fence	2	9,900	19,800			19,800
Sanitary and electrical fittings	1	22,000	22,000			22,000
Water well	1	4,400	4,400			4,400
Construction of prison kitchen with sn	nall 1	8,800	8,800			8,800
Outer perimeter chain link fence	1	52,800	52,800			52,800
Construction of watch tower	2	5,500	11,000			11,000
4. Sub-total			355,300	13,200	29,000	313,100
5. Other Direct Costs						
Office cost share (UNOPS) (\$1,200 x of the cost share)	5 1	7,200	7,200		The second secon	7.200
Reimbursables (UNOPS) (\$775 x 6	1	4,650	4,650			7,200 4,650
Miscellaneous		7,030	5,100			
5. Sub-total			16,950			5,100 16,950
DIDECT COCT CUD TOTAL						
OIRECT COST SUB-TOTAL			954,131	55,200	29,000	869,931
6. Indirect Supports Costs	THE STREET, SAN	ALL PROPERTY.	Helena A	Section Street		
Indirect cost to Recipient UN						
Organisation (7% of PBF contribution)			60,895			60,895
FOTAL	THE PARTY OF THE PARTY.	2000	1,015,026	55,200	29,000	930,826