

Quarterly Reporting for Strengthening Rule of Law for Peace Building in Northern Mali

Period covered by the report: 31 Jan 2017 – 30 Sept 2017

Project Number	00102307
Title	Strengthening Rule of Law for Peace Building in Northern Mali
Duration (years/months)	15 Months
Inception Period	1 Sept 2016 – 30 Dec 2017
Implementation Starting Date	January 2017
Location(s)	Bamako, Mopti, Gao, Timbuktu and Kidal (tentative);
Responsible Office:	UNDP Mali Country Office
Alignment	<ul style="list-style-type: none"> <li>i. Mali United Nations Development Assistance Framework (UNDAF+) 2015-2019: Outcome 2 on peace, security and reconciliation;</li> <li>ii. CREDD: Axis 3, Priority area 12 on institutional development;</li> <li>iii. Peace Agreement: Title V: Reconciliation, Justice and Humanitarian Issues, Chapter 14: Reconciliation and Justice;</li> </ul>
Executing Agency	UNDP Country Office in Mali
Government Implementing Agency/Partners	Ministry of Justice, Ministry of Interior, MINUSMA (UNPOL and CLIAS), UNDP, OHCHR, UN Women and UNODC
Overall Budget	US\$ 1.415.103
Donor(s)	Government of Germany

Financial Status as of 2017			
Total Contributions: 1.415.103 USD			
Partners	Commitments USD	Deposits USD	Comments
Germany	1.415.103	1.415.103	Before applying transaction fees
UNDP (Core funds)	0.0	0.0	To be committed in the second phase
Other agencies	0.0	0.0	NA
Total Expenditure	1,038,169		
Closing Balance	376,934		

## I. Project Summary:

Current Progress (please indicate)					
On track		Delayed	X	Ahead of plan	

The political situation in Mali has significantly deteriorated in the past 9 months, with the eruption and resumption of hostilities between political groups despite intensified diplomatic efforts extended by the UN good offices. Most recently, and after the agreement between all parties on a revised road map for the implementation of the peace agreement and to establish of Operational Coordination mechanism in Kidal, violence resumed between the CMA and the Platform in Kidal and Menaka. The Government, the UN and international partners has strongly condemned the situation. In August 2017, UN good offices were able to facilitate the Government's agreement to reach an immediate cessation of hostilities between armed groups for 15 days which was extended on 6<sup>th</sup> Sept for one month. Nevertheless, the armed violence in Kidal and Menaka has resulted in a high number of casualties and further displaced hundreds of families. Recently, from 15 to 20 Sept the signatory armed groups signed a document of commitments, which prove for a definitive cessation of hostilities and the relaunch of the finalization of the timeline for the full implementation of the Agreement<sup>1</sup>. The Security council adopted resolution 2374 (2017), which imposed a travel ban and an asset freeze on individuals or entities designated as threatening the peace, security and stability in Mali.

The political and security situation has affected the redeployment of civil servants to the North and Center Mali, according to the SG situation report on Mali only 30% of civil servants are present at their duty stations in Northern region. On August, new governors for Gao and Mopti were appointed following persistent mobilization by civil society. In the meantime, and in response to the regional repercussions to peace and security, Security Council adopted resolution 2359 (2017), welcoming the deployment of the G5 Sahel by the Group of Five for the Sahel, a joint force to help restore peace and security in the Sahel. On July, an extraordinary summit was convened in Mali, where the Group of Five and the President of France final declaration underlined the need to accompany military initiatives with long-term development efforts to address the root causes of insecurity.

As an integral component of the overall peace and security efforts in support to the Malian Government, UN rule of law support remains imperative to assist the Government extends its authority, combat terrorism and security threats. The UN broader strategy for supporting rule of law institutions and peacebuilding in Mali is aligned to the Emergency Programme of the Ministry of Justice (MoJ) and includes a special focus on the Northern part of the country, as the deficit of governance and limited state authority created a vacuum that is currently being exploited by extremist and terrorist groups.

With the support of Germany, several UN entities including MINUSMA, UNDP, UN Women, UNODC and OHCHR has partnered together to deliver jointly a rule of law project for peace building in the North of Mali. The project's objectives are to, a) increase/improve access to justice to conflict affected population, and b) to strengthen operational and institutional capacity to deliver justice services in the North of Mali.

While progress has been reported in the project's implementation, however delays were encountered owing to the deteriorating security situation. Implementation of activities followed the work plan for 2017, with revised timelines for the completion of activities. Progress thus so far is reported below.

## II. Programmatic Activities Update:

Programmatic activities as planned under the work plan 2017 are being implemented with delays, however operational processes and deployment of experts in respective areas are all concluded.

<sup>1</sup> For further details see SG report on the situation in Mali, 28<sup>th</sup> Sept 2017 available at <https://minusma.unmissions.org/en/reports>

The current progress report includes updates on programmatic activities against the work plan outputs 1 and 2, and corresponding indicators; means of verification and cross-cutting issues are dually included.

### **Output 1: Improved Access to Justice for Conflict Affected Population**

Activity result 1.1: Provision of Legal Aid and establish the most affordable system for remunerating of services  
Following extensive consultations with national partners at the center and local levels to initiate activities under this output, important permits were all obtained that will facilitate movement and carrying out workshops. Hence, output activities are expected to be implemented between October and December 2017.

Thus so far, terms of reference have been finalized, legal experts have been identified and civil society implementing partners selected to support the provision of legal aid services northern Mali and surrounding regions (Mopti, Gao, Timbuktu, Sikasso, Bamako, Segou, Koutiala); as well as in other regions where affected populations are currently displaced and living in such as Kayes, Kita, Bafoulabe and Tokoto.

An inception workshop is planned to be held on Monday 23 October with the participation of implementing partners and local governments to define and agree on methodology for forthcoming activities.

However, two main challenge persists; deterioration of security in the North where activities to be carried out, such security situation restrict UN movement as indicated by UNDSS. The second challenge is related to sustainability of provision of legal aid service, due to the limited capacities of national partners to place sustainable measures to increase access to justice.

Thus so far, legal assistance law has never been implemented and defendants weren't able to benefit from such a law, particularly in the beginning of the trial before Administrative Courts. The law is mainly applied before courts of appeal for criminal matters where defendants could benefit from an assistance of a lawyer provided and paid by the Government (pro-bono). The assistance provided by the current project, aim to reduce of pre-trial detention, while also avail the expertise to provide advice to national partners on the operationalization of the legal aid law. However, sustainability remains a challenge.

To mitigate these challenges, the project will work in close coordination with UNDSS on movement in order to plan activities effectively. For sustainability, the project partners will continue to seek support from international partners to invest in law students, post-graduate students and internship lawyers sponsored by Human Right Associations, legal Clinics, Organization of Lawyers, volunteers as well as to strengthen the role of National Human Right institutions. In the same time, the project will continue its advocacy with the Ministry of justice to explore ways to further operationalize the legal aid law and its reach out to Malian people to further benefit from such free services, especially to youth, women survivors of violence, internal displaced persons and disabled persons whom are seeking legal recourse.

Activity result 1.2: Establishment and support to a mobile team of lawyers to provide legal aid for pre-trial detainees

Activities under this activity result will be implemented in collaboration with the Bar Association starting in Oct 2017 and is linked to activity result 1.1. above. Hence, partners from the Bar association will participate in the inception workshop and will contribute to the methodology of providing legal aid to pre-trial detainees. It is worth noting, that at the mean time many judges appointed for Northern regions are currently in Bamako due to the security situation and the daily terrorist threat that is targeting justice personnel in particular. Thereby, most trials are not regularly held in the northern regions, and barely any lawyers are available in these parts of the country. Many people currently refer to traditional or informal justice for their disputes settlement. This challenging situation may last long, the project partners are currently working to support informal justice actors under a different programmatic framework. Nevertheless, the activities under the current project are critical to

establish state ran justice institutions, synergies between different projects will need to be strengthened to ensure interface between formal and informal justice providers.

Mitigation measures for the risks and gaps identified is to continue working with local actors and population on increasing advocacy on formal justice actors, and to strengthen partnerships with local actors in the project's activities, this will also assist in activities being carried out with minimum risks possible. For example, partnering with local human rights NGOs such as legal clinic DEMESO and other human rights activists, will further support reinforcing local population's ownership; this is because local population is more likely to seek justice services and assistance from local NGOs.

Activity result 1.3: Transitional Justice strategy and mechanisms are in place and functioning in compliance with international norms and standards

Support was provided to the Truth, Justice and Reconciliation Commission (TJRC) under the current project to develop and establish a database to classify all the depositions and testimonies received by the TJRC investigators. In order to develop an application that is adequately securitized, robust and flexible, allowing the TJRC to manage sensitive information on human rights violations in a centralized and safe manner, a consultant was recruited with long-standing experience in the development of human rights information systems. Following a thorough needs assessment by means of several working sessions with the TJRC President, the Secretary General, the five Sub-Committees, the chief of the Bamako sub-office, the IT unit, archiving experts and researchers, an ad hoc database was developed and its installation initiated. A manual for data entry operators, a user guide manual, the database forms and lists of terminologies were produced. Twelve data entry operators were also recruited and trained on use of the database during training sessions organized from 4-6 October. In addition to this workshop, refresher sessions on the same topics have been scheduled by the end of 2017 with the support of the international consultant. Given that the TJRC has not yet completed the setup of its own server, the database had to be temporarily installed on the network of the NGO Human Rights Information and Documentation Systems (HURIDOCs), so based in Geneva. The full data will be transferred after the TJRC server is in place.

Activity result 1.4: Holistic Protection mechanisms are developed and provided to victims and witnesses directly involved in judicial proceedings

A holistic protection mechanism is collaboration with the MOJ, NHRI and the TJRC will be put in place, the project will provide legal and transitional justice expertise. An international consultant is currently being recruited to support advisory and to develop a protection programme under this activity. The consultant is expected to be deployed by end of Oct 2017.

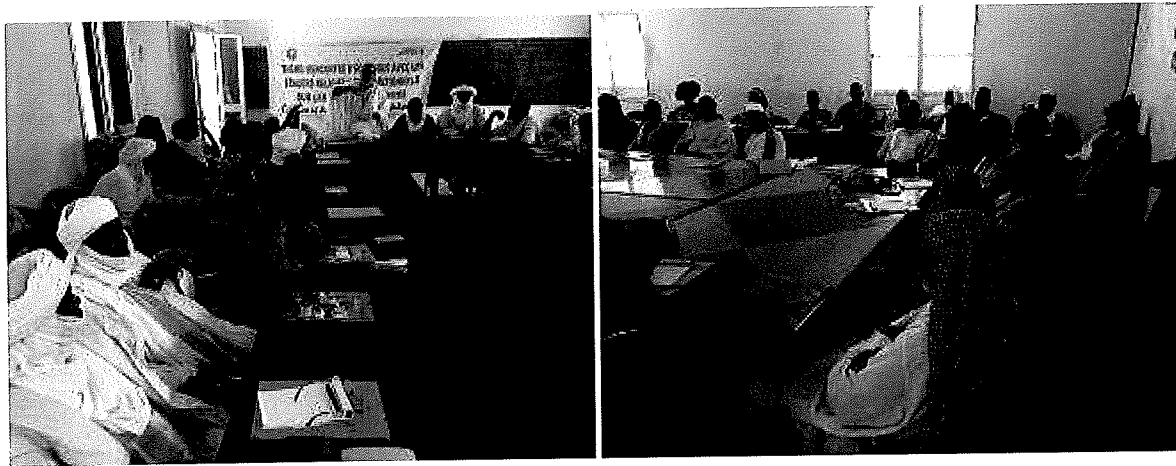
Activity result 1.5: Community mobilization for awareness raising on gender equality, women rights and for SGBV/CRSV Strategies are strengthened

At the community level, activities have been undertaken to raise awareness on gender equality, women's rights and gender-based violence and discrimination. In cooperation with the Ministry of religious affairs and beliefs, dialogue and sensitizations sessions were carried out to mobilize, exchange views with and raise awareness of religious and traditional leaders on women's rights and prevention of gender-based violence and discrimination in Gao and Mopti. Ninety-eight (98) leaders, customary justice actors, imams, women preachers, heads of churches and pastors participated in these workshops.

This activity was carried out in recognition of the role and influence of religious and traditional leaders in addressing local disputes and conflicts, as acknowledged in the peace agreement, and of their role in contributing to progress in the area of social justice and reconciliation. The dialogue sessions were organized and

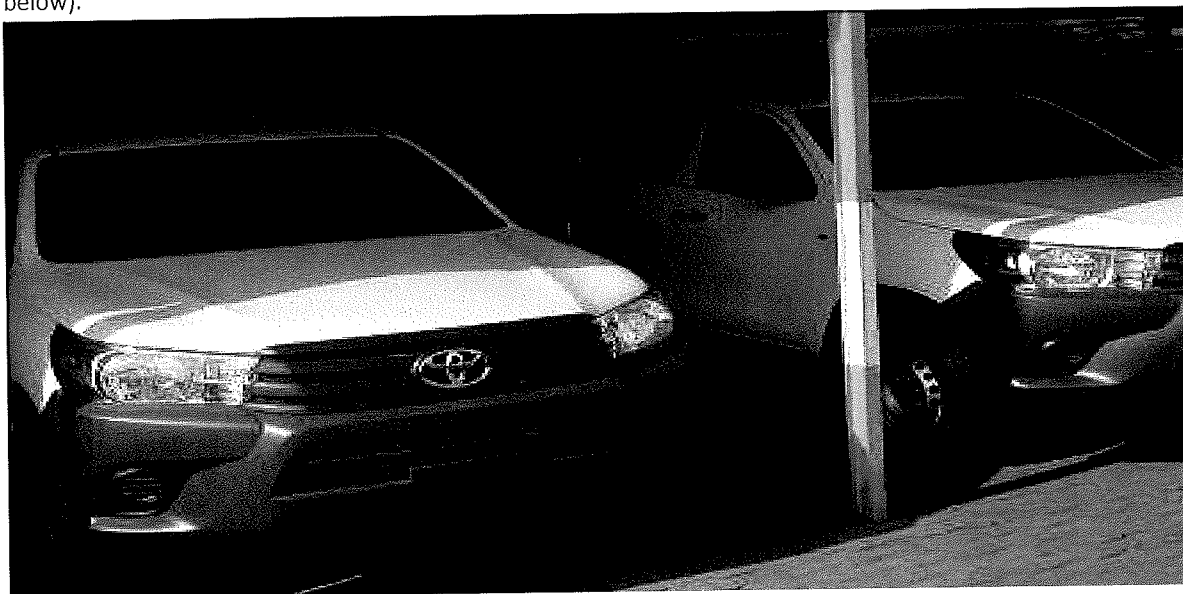
facilitated together with trainers from the Ministry of religious affairs. Key international instruments such as the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and Security Council Resolution 1325 were also presented.

However, these activities demonstrated the difficulties in challenging cultural norms and discrepancies in the understanding and perception of women's rights at the community level, with certain leaders being progressive in their approach and supportive of advancing gender equality, and others supporting a more traditional role for women. Since the peace agreement provides for the revalorization of the role of customary justice actors, follow-up activities will be carried out with the Ministry of Justice, in support of the implementation of its action plan.



Activity result 1.6: Effective, survivor focused and multi-sectorial VAW are provided in Northern Mali

With the view to provide holistic services to the survivors of sexual and gender-based violence (SGBV) and in support of the three-year action plan of the police, a letter of agreement has been signed with the national police, including a plan for strengthening the SGBV toll-free hotline throughout the country and for establishing one-stop centers in different regions. It is also in this framework, that two vehicles have been purchased for the hotline police services in Gao and Bamako (picture below).

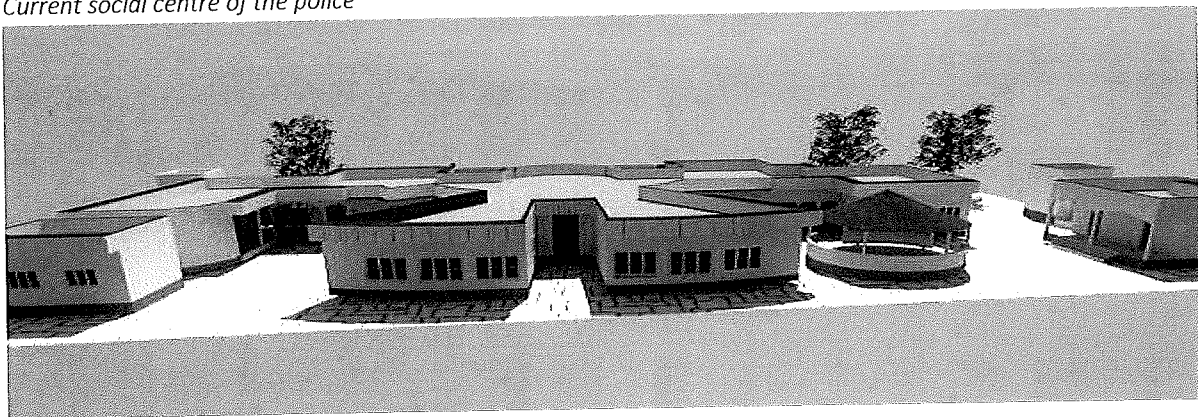


While the hotline has been operating, the police reported difficulties on following-up on the calls and especially on the specific needs of victims of SGBV due to the lack of holistic services available in Bamako and to the high demand they have been facing, including from victims displaced from the North. Therefore, upon request of the national police and to be able to respond to the various needs of the hotline users and to the high demand, it was decided to rehabilitate a social center identified by the police as a one-stop pilot center, before establishing other holistic centers in the other regions of the country. The center is located on the basis of the mobile security police, in the Bolibana neighborhood, commune III of Bamako. The decision to set up first a center as a pilot in Bamako is also justified by the lack of available and qualified personnel in the north and center of the country. This has been addressed in the aforementioned letter of agreement whereby the Director of the national police has committed to ensuring the availability of staff to manage and operate the centers.

In this regard, it should be noted that the police have demonstrated ownership and commitment, as well as understanding of the importance of ensuring sustainability by appointing eight police officers to the center, including five women. The plan for its rehabilitation is included below. The construction company in charge of the rehabilitation has been identified, selected and the contract has already been signed. The rehabilitation works will start in October 2017.



*Current social centre of the police*



*Picture of the one-stop centre after the rehabilitation works*

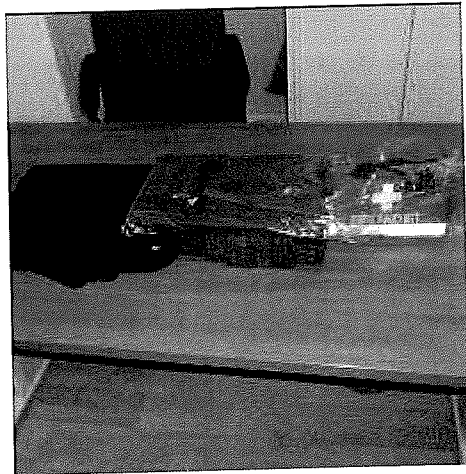
In addition, a one-week study tour for the staff assigned to manage the center has been planned to Kigali and Rwanda. The study tour is also planned to help raise staff awareness on good practices that were successfully implemented in another conflict-affected countries in the region. The capacity-building plan is pending approval by the national police.

Moreover, to support the functioning of the SGBV one-stop centers, a contract has been signed with a leading civil society organization, the Women in Law and Development in Africa (WILDAF) to ensure the training of paralegals in Gao and Bamako. The implementation of the activities is planned to be rolled out starting in October 2017.

## Output 2: Strengthen Operational and Institutional Capacity to Deliver Justice Services in the North

### Activity result 2.1; Support design and installation of public signs on information on law enforcement service

To strengthen the operational capacities of identified 10 police brigades and 4 police stations in the regions of Gao, Mopti and Timbuktu: 14 first aid kits; 15 pairs of handcuffs; 14 office desks; 14 chairs; 14 office cabinets as well as 14 laptops. Dissemination is planned to take place in Oct 2017.



*Sample of the purchased equipment*

### Activity result 2.2; Provide technical support to improve the management of selected prisons in compliance with Mandela and Bangkok rules

A collaboration has been carried out with the national corrections system (DNAPES, Direction Nationale de l'Administration pénitentiaire et de l'Education surveillée) to train its personnel on the United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (the so-called Bangkok Rules). It should be noted that the DNAPES staff and personnel had never received a specific training on gender-sensitive prison management before the implementation of activities under the current project. To this end, visits to detention facilities were carried out and a series of working level meetings were organized with the DNAPES to develop the programme, content, geographical scope and identify the beneficiaries. The programme and content were developed in close cooperation with the DNAPES.

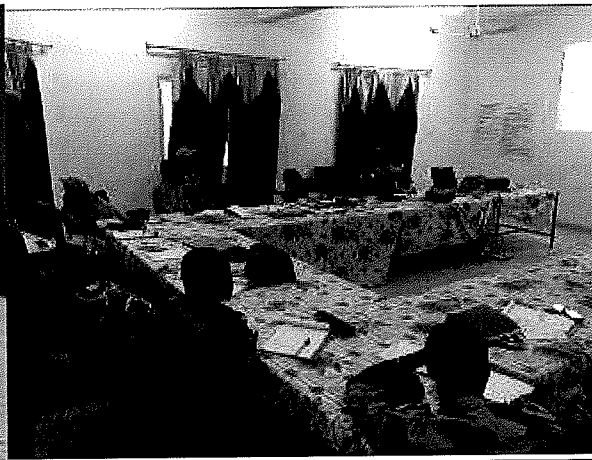
First, a five-day training of 22 trainers was organized in Bamako in March 2017, which was followed by a series of capacity-building workshops in all regions of the country, namely in Gao, Sikasso, Kayes, Koulikouro and Timbuktu. The newly established group of trainers was then directly involved in the activities and co-facilitated the workshops. In total 225 corrections personnel including civil society organizations with provision service or monitoring functions, including 51 women have been trained.

These workshops have led to a better knowledge and understanding of the norms and standards applicable to the treatment of women and girls deprived of liberty and children detained with their mother, as well as of good practices in this regard. Several recommendations were formulated during the workshop which will inform the future collaboration with the corrections system. This activity also enabled identifying the women's and girls' detention facility in Bolle as good practice.

As a result of the collaboration with the DNAPES, a memorandum of understanding was signed affirming the government's commitment to ensuring the promotion of and compliance with the Bangkok Rules, and the commitment to provide continuous training to its personnel through the newly established pool of trainers. Follow-up activities will include the development of a gender-sensitive guidebook for detainees to enhance their legal education and of the integration of gender into the curriculum in cooperation with the National Institute for Legal Education (*Institut national de formation judiciaire, INFJ*).



*Training of trainers in Bamako, April 2017*



*Training of the corrections personnel in Timbuktu, June 2017*

### III. Operations and Procurement Processes:

Operationally, a common office has been set for the Project Supporting Team (PST) within UNDP premises and has been fitted with all required equipment and security setup. This is important as it facilitates co-location of team members of the joint programme from different UN agencies; co-location is important to ensure coordination and building synergies between activities, in particular activities undertaken with same national partners. Thereby, complete allocation and operationalization of the joint PST has been achieved. Project staffing recruitment has been processed, of which twelve (12) legal and judicial experts (consultants) are being recruited and deployed to respective ministries (MOJ and MOI). Experts include two advisors to support legal aid for pre-trial detainees, three international consultants for transitional justice authority database set-up, 3 consultants to support gender and security gender responsiveness, 3 justice advisors (trainer of trainers) to support workshops in four different regions (Mopti, Gao, Timbuktu and Bamako), in addition to one monitoring and evaluation officer. All deployments are finalized and are active. Procurement of vehicles for GBV response centers and project team are finalized, as well as equipment for 4 police stations in the north.

### IV. Challenges and Opportunities:

In the reporting period, implementing partners encountered administrative challenges, mainly related to security issues in the North. In addition, the inception period took place in the midst of a holiday period during which key staff of government institutions and UN agencies were out of the office. These challenges have delayed steering committee meetings and coordination activities; hence approvals were delayed which was then reflected in the delay of programmatic activities.

To remedy this situation for the future, UNDP undertook a number of internal measures to ensure effective management of financial transactions and the timely conclusion of administrative processes. With the endorsement of project documents by the Government, GFP partners will delegate authority to respective focal points to ensure that the implementation of activities continues unhindered. The recruitment of experts and ensuing field deployments will better support the swift continuation and implementation progress.



It has also been decided to introduce weekly coordination meetings in Bamako to provide the opportunity to discuss ongoing and unforeseen challenges and facilitate agreement on collective solutions when challenges arise. At the same time, these meetings enable reaching common security and political situation analysis, which is critical for programming flexibility and risk management. The slow but progressive deployment of government officials in the North will help PST support the project's activities and risks mitigation at the community level.

Throughout the implementation of the aforementioned activities, there was an excellent cooperation with the Ministry of Justice including the DNAPES, and with the Ministry of Security including the national police, which facilitated progress on the project. In certain instances, the collaboration resulted in the signing of specific documents (LOA and MOU) to formalize the partnership, which is encouraging for the next phase of the project..

## V. Next Steps

Due to the deterioration of the security situation and with threats descending towards the center of the country, project partners made necessary adjustments to follow-up activities and to the next steps. The following activities are to be implemented with the indicative timeline and in according with the political and security situation:

Activity	Revised Timeline	Status
1.1. Provision of Legal Aid and establish the most affordable system for remunerating of services	Oct 2017 to Mar 2018	In progress
1.2. Establishment and support to a mobile team of lawyers to provide legal aid for pre-trial detainees	Oct 2017 to Mar 2018	In progress
1.3. Transitional Justice strategy and mechanisms are in place and functioning in compliance with international norms and standards	Oct 2017 to Jun 2018	In progress
1.4. Holistic Protection mechanisms are developed and provided to victims and witnesses directly involved in judicial proceedings	Jan 2018 to Mar 2018	In progress
1.5. Community mobilization for awareness raising on gender equality, women rights and for SGBV/CRSV Strategies are strengthened	Aug 2017 to Mar 2018	In progress
1.6. Effective, survivor focused and multi-sectorial VAW are provided in Northern Mali	Aug 2017 to Mar 2018	In progress
2.1. Support design and installation of public signs on information on law enforcement service	Aug 2017 to Mar 2018	In progress
2.2. Provide technical support to improve the management of selected prisons in compliance with Mandela and Bangkok rules	Aug 2017 to Mar 2018	In progress

## VI. Resources and Financial status

Table 1: Financial status as of 30 Sept2017  
 Programme Title: Strengthening Rule of Law for Peace Building in Northern Mali  
 (UNDP Project ID 00102307)

Partner	Disbursement Schedule		Deposits into UNDP Account		Total (USD)
	Date	Amount (USD)	Date	Amount (USD)	
Germany	07/12/2016	384940.26	07/12/2016	384940.26	384940.26
	20/12/2017	384940.26	20/12/2017	384940.26	384940.26
	04/04/2017	322589.50	04/04/2017	322589.50	322589.50
	10/08/2017	322589.50	10/08/2017	322589.50	322589.50
Total deposits:					1,415,059.50
Overall Indicative Activity					Allocation break down
1.1. Provision of Legal Aid and establish the most affordable system for remunerating of services					130,040.64
1.2. Establishment and support to a mobile team of lawyers to provide legal aid for pre-trial detainees					210,588.12
1.3. Transitional Justice strategy and mechanisms are in place and functioning in compliance with international norms and standards					127,122
1.4. Holistic Protection mechanisms are developed and provided to victims and witnesses directly					16, 143
					Implementation rate
					46% (committed)
					33% (committed)
					33%
					100% (committed)

involved in judicial proceedings			
1.5. Community mobilization for awareness raising on gender equality, women rights and for SGBV/CRSV Strategies are strengthened	129,276	42,5%	
1.6. Effective, survivor focused and multi-sectorial VAW are provided in Northern Mali	484,343	15% (85% committed)	
2.1. Support design and installation of public signs on information on law enforcement service.	37,260	72%	
2.2. Provide technical support to improve the management of selected prisons in compliance with Mandela and Bangkok rules	108,000	50%	
2.3. Project Management	197,209.84	100 %	
Total Budget	1,415,060		
Total expenditures (30/09/2017):	\$ 563,822.45		
Total commitment	\$ 474,347		
Closing Balance (30/09/2017):	\$ 376,890	Overall implementation rate 73.4%	