



**SRMUN Atlanta 2014**  
***Revitalizing “An Agenda for Peace”: Preventative Diplomacy,  
Conflict Resolution, and the Making of Peace in Our Time Movement***  
**November 20-22, 2014**

Esteemed Delegates,

It is an honor to welcome you to the United Nations’ Peacebuilding Commission for the Southern Regional Model United Nations (SRMUN) Atlanta 2014 Conference. My name is Tiffany Soma and I will be serving as your Director for the Peacebuilding Commission along with my Assistant Director, Andrew Pridgen. We have worked diligently with our Director-General, Fawn Apgar, on this background guide in order to create a document that not only heightens your awareness of the issues at hand, but will also serve as a great resource for your conference preparation.

The Peacebuilding Commission (PBC), also recognized as the “Commission,” was established in December 2005 according to UN General Assembly Resolution 60/180 and the Security Council Resolution 1645. Acting as the medium for which the international community seeks advice regarding peacebuilding initiatives, the PBC plays a unique role within the United Nations as it serves as an advisory body for both the General Assembly and the Security Council. It is mandated to bring together all relevant actors in order to marshal resources and to propose integrated strategies for post-conflict peacebuilding and recovery.

For this committee, delegates will draft reports rather than resolutions. Keeping in mind the mandate of the Peacebuilding Commission and the conference theme, we have chosen the following topics to discuss at this year’s conference:

- I. Working Group on Lesson’s Learned (WGLL): The Gender Dimension in Peacebuilding and State-building
- II. Country-Specific Configuration (CSC): Liberia.

This background guide will serve as a strong foundation for your research, yet it should not be utilized as a complete means for these selected topics. A solid groundwork is provided to each topic to ensure that the delegates have a resource to guide them in their initial research. It is expected and encouraged that delegates conduct research beyond the parameters of this guide in preparation for their position paper as well as for the conference in November.

Each delegation is required to submit a position paper that covers each of the two selected topics that outlines their Member State’s position, policies, and recommendations on the aforementioned topics. Position papers should be no longer than 2 pages in length and single-spaced. The objective of the position paper is to convince and persuade the members of your committee that the approach outlined in your paper is the best course of action. The position papers are therefore critical in providing insight into not only the policies and positions of each Member State, but should also provide insight into the direction each Member State will undertake in providing solutions to the challenges of this body. It is important to ensure all sides of each issue are adequately addressed and presented in a clear and concise manner that is easy for your audience to understand. More detailed guidelines and examples of previous position papers can be found on the SRMUN website at [www.srmun.org/atlanta/](http://www.srmun.org/atlanta/). **All position papers MUST be submitted by October 31, 2014, by 11:59pm EST using the submission system on the SRMUN website.**

As a reminder, PBC is a single delegate committee at SRMUN Atlanta 2014. Andrew and I send you the best regards in preparation for SRMUN Atlanta 2014 and look forward to your position papers as well as the diligent work during committee. Please feel free to contact Director-General Fawn Apgar, Andrew, or myself should you have any questions during your preparation.

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## The History of the Peacebuilding Commission

In 2003, Secretary-General Kofi Annan created a 16 member High-level Panel on Threats, Challenges, and Change, with the mandate to “examine today’s global threats and provide analysis of future challenges to international peace and security, identify clearly the contribution that collective action can make in addressing these challenges, [and] recommend the changes necessary to ensure effective collective action, including but not limited to a review of principal organs of the United Nations.”<sup>1</sup> As a result, the High-level Panel identified a ‘key institutional gap’ within the UN: the lack of a body specifically designated to prevent Member States from collapsing into conflict and to assist Member States in their transition from conflict to peace.<sup>2</sup> The Panel’s recommendation included the establishment of a Peacebuilding Commission functioning as a subsidiary body of the Security Council.<sup>3</sup> The Peacebuilding Commission (PBC) was officially established in December 2005 by UN Security Council (UNSC) resolution 1645, and subsequently confirmed by the General Assembly in resolution 60/180.<sup>4</sup> Both resolutions mandate the PBC to provide advice on post-conflict peacebuilding, mobilize adequate resources, and develop integrated strategies for Member States emerging from conflict through the support of relevant actors.<sup>5</sup>

The primary purpose of the PBC set out in the joint resolutions is the creation of sustainable peace. The Commission meets regularly at UN headquarters in New York to provide guidance on peacebuilding in selected Member States and to consider the development of best practices in peacebuilding. Member States may be placed on the PBC’s agenda by the Organizational Committee on the basis of requests for advice from the Security Council, the UN General Assembly (GA), or the Economic and Social Council (ECOSOC) in specific situations. The Secretary General may also request a Member State to be placed on the PBC agenda as well as Member States on the verge of lapsing or relapsing into conflict in cases in which the Security Council is not already involved.<sup>6</sup> The PBC is currently active in Burundi, the Central African Republic, Guinea, Guinea-Bissau, Liberia, and Sierra Leone.<sup>7</sup> Peacebuilding priorities in these Member States range from human rights and democracy, the promotion of good governance, the employment and empowerment of women and youth, to the promotion of national reconciliation and unity among others.

It is important to note that the Commission is an advisory body, charged to make specific peacebuilding recommendations to the Security Council and the General Assembly. The PBC also makes its decisions and recommendations in the form of reports (country, mission, and sessional reports), rather than standard resolutions published by other UN bodies. In addition, it is also required to reach all decisions through consensus.<sup>8</sup> The UN system as a whole, as well as other bodies and relevant actors are encouraged to take action on the recommendations and advice provided by the Commission.<sup>9</sup>

The Commission operates through three different capacities to carry out its mandate. First is the Organizational Committee, which brings together the 31 Member States of the PBC. It is the primary decision-making body of the Commission, responsible for the establishment of its working methods and agenda and the development of Integrated Peacebuilding Strategies (IPBS).<sup>10</sup> The second component of the PBC is its Country-specific Configurations (CSCs), which is comprised of working groups for each of the Member States on the Commission’s agenda.<sup>11</sup> Most of the Commission’s work takes place in country-specific meetings that address peacebuilding challenges specific to the country receiving advice from the PBC. The third component of the PBC includes the

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<sup>1</sup> A/59/565. *Report of the Secretary-General’s High-level Panel on Threats, Challenges, and Change, A More Secure World: Our Shared Responsibility*. United Nations General Assembly, 2 December 2004.

<sup>2</sup> *A More Secure World: Our Shared Responsibility*. Report of the United Nations High-Level Panel on Threats, Challenges and Change, 2004. [http://iis-db.stanford.edu/pubs/20806/A\\_More\\_Secure\\_World\\_.pdf](http://iis-db.stanford.edu/pubs/20806/A_More_Secure_World_.pdf) (accessed March 10, 2014).

<sup>3</sup> Ibid.

<sup>4</sup> S/RES/1645. *Post-Conflict Peacebuilding*. United Nations Security Council. 20 December 2005.

<sup>5</sup> Ibid.

<sup>6</sup> “Country-specific Configurations,” United Nations Peacebuilding Commission, [http://www.un.org/en/peacebuilding/doc\\_burundi.shtml](http://www.un.org/en/peacebuilding/doc_burundi.shtml) (accessed March 10, 2014).

<sup>7</sup> Ibid.

<sup>8</sup> S/RES/1645. *Post-Conflict Peacebuilding*. United Nations Security Council. 20 December 2005.

<sup>9</sup> Ibid.

<sup>10</sup> “Organizational Committee Members,” United Nations Peacebuilding Commission, <http://www.un.org/en/peacebuilding/orgcommittee.shtml> (accessed March 15, 2014)

<sup>11</sup> “Country-specific Configurations,” United Nations Peacebuilding Commission, [http://www.un.org/en/peacebuilding/doc\\_burundi.shtml](http://www.un.org/en/peacebuilding/doc_burundi.shtml) (accessed March 10, 2014).

Working Group on Lessons Learned (WGLL), which was created to identify best practices regarding peacebuilding issues and lessons from previous post-conflict situations.<sup>12</sup> The WGLL brings together experts, PBC members, Member States transitioning out of conflict, and Member States with experience in post-conflict reconstruction.<sup>13</sup>

The Peacebuilding Commission partners with two other entities created by the UN Secretariat: the Peacebuilding Fund (PBF) and the Peacebuilding Support Office (PBSO).<sup>14</sup> These two entities are instrumental in executing the PBC's mandate. Although these two entities engage with the situations being dealt with by the PBC, they also have the capacity to interact with cases that are not on the PBC's agenda.<sup>15</sup> The PBF was created to provide monetary support for peacebuilding activities through voluntary contributions from Member States and civil society.<sup>16</sup> As a global fund, the PBF can support several missions at once. While the PBF prioritizes Member States currently on the PBC's agenda, any Member State may ask for monetary assistance from the fund.<sup>17</sup> As set out in the founding Resolutions of the PBC, the Peacebuilding Fund's objective is to ensure the immediate release of resources needed to launch peacebuilding activities and the availability of appropriate financing for recovery. However, it is important to note that the PBF is not a development fund nor is it a continuous funding mechanism.<sup>18</sup> The PBSO was established in 2005 to assist and support the Peacebuilding Commission, manage the Peacebuilding Fund and support the Secretary-General's efforts to coordinate the UN system in its peacebuilding efforts.<sup>19</sup> It aids in sustaining peace in conflict-affected Member States by gathering global support for "nationally owned and led peacebuilding efforts."<sup>20</sup>

The Commission is made up of 31 Member States, which includes seven members of the Security Council (all permanent five and an additional two selected by the Council), seven members of the Economic and Social Council (ECOSOC), five of the top financial contributors to the UN budgets, the top five providers of military personnel and civilian police to the UN, and seven members elected by the General Assembly to help ensure adequate regional representation.<sup>21</sup> The Member States serve for renewable two-year terms.<sup>22</sup> To further promote peacebuilding efforts, civil society or non-governmental organizations (NGOs) are encouraged to participate in and attend meetings of the PBC.<sup>23</sup> They may even informally contribute to the PBC's work by submitting written reports to the membership and the PBSO and are encouraged to engage in national consultations and peacebuilding frameworks.<sup>24</sup>

The current members of the Peacebuilding Commission include:

ARGENTINA, BANGLADESH, BOSNIA, BRAZIL, CANADA, CHAD, CHINA, CROATIA, DENMARK, DOMINICAN REPUBLIC, EGYPT, ETHIOPIA, FRANCE, GERMANY, GUATEMALA, INDIA, INDONESIA, JAPAN, KENYA, MALAYSIA, NEPAL, NIGERIA, PAKISTAN, PERU, RUSSIAN FEDERATION, SOUTH AFRICA, SPAIN, SWEDEN, TUNISIA, UNITED KINGDOM, UNITED STATES OF AMERICA.

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<sup>12</sup> *Emerging Lessons and Practices in Peacebuilding 2007-2009*. Report of the Peacebuilding Commission Working Group on Lessons Learned. United Nations Peacebuilding Commission: New York, May 2010.  
[http://www.un.org/en/peacebuilding/pdf/doc\\_wgll/wgll\\_report\\_english.pdf](http://www.un.org/en/peacebuilding/pdf/doc_wgll/wgll_report_english.pdf) (accessed March 20, 2014).

<sup>13</sup> Ibid.

<sup>14</sup> *UN Peacebuilding: An Orientation*. United Nations Peacebuilding Support Office, September 2010.  
[http://www.un.org/en/peacebuilding/pbso/pdf/peacebuilding\\_orientation.pdf](http://www.un.org/en/peacebuilding/pbso/pdf/peacebuilding_orientation.pdf) (accessed March 15, 2014).

<sup>15</sup> Ibid.

<sup>16</sup> "Preventing a Relapse into Conflict," United Nations Peacebuilding Fund, <http://www.unpb.org/> (accessed March 15, 2014).

<sup>17</sup> *Guidelines for Applying to the UN Peacebuilding Fund (PBF): Part I*. United Nations Peacebuilding Fund, October 2009.  
[http://www.unpb.org/wp-content/uploads/docs/application\\_guidelines.pdf](http://www.unpb.org/wp-content/uploads/docs/application_guidelines.pdf) (accessed March 15, 2014).

<sup>18</sup> Ibid.

<sup>19</sup> "Mandate of the Peacebuilding Support Office," United Nations Peacebuilding Support Office,  
<http://www.un.org/en/peacebuilding/pbso/> (accessed March 10, 2014).

<sup>20</sup> "About PBSO," United Nations Peacebuilding Support Office, <http://www.un.org/en/peacebuilding/pbso/about.shtml> (accessed March 10, 2014).

<sup>21</sup> "Organizational Committee Members," UN Peacebuilding Commission,  
<http://www.un.org/en/peacebuilding/orgcommittee.shtml>, (accessed March 15, 2014).

<sup>22</sup> S/RES/1645. *Post-Conflict Peacebuilding*. United Nations Security Council. 20 December 2005.

<sup>23</sup> Fergus Watt and Ernie Regehr, *The New United Nations Peacebuilding Commission: Prospects for Effective Civil Society Contributions*. Ottawa, Canada: May 2008,  
[http://www.betterpeace.org/files/Watt\\_Fergus\\_WFCanada\\_ProspectsforEffectiveCivilSocietyEngagement\\_May\\_2008.pdf](http://www.betterpeace.org/files/Watt_Fergus_WFCanada_ProspectsforEffectiveCivilSocietyEngagement_May_2008.pdf) (accessed March 15, 2014).

<sup>24</sup> Ibid.

## I: Working Group on Lesson's Learned (WGLL): The Gender Dimension in Peacebuilding and State-building

“Sustainable peace is possible only with women’s full participation—their perspectives, their leadership, their daily, equal presence wherever we seek to make and keep the peace.”<sup>25</sup>

—Secretary General Ban Ki-moon

### *Introduction*

In recent decades, the nature of war has shifted away from the traditional interstate warfare towards internal armed conflicts. As a result, civilians now account for the majority of casualties in modern conflicts, particularly women and children.<sup>26</sup> Although women and girls face some of the same experiences and traumas as men and boys during and after conflict, there are also significant differences between the two groups. Women and girls have become strategic targets in armed conflicts, specifically through sexual and gender-based violence (SGBV) as a means to destroy families and communities.<sup>27</sup> The Beijing Platform for Action (BFA), adopted at the 1995 Fourth World Conference on Women, recognizes that “while entire communities suffer the consequences of armed conflict and terrorism, women and girls are particularly affected because of their status in society and their sex.”<sup>28</sup> There is now widespread agreement among the international community that peacebuilding efforts should include more than just the achievement of the absence of violence, or ‘negative peace.’ Since the BFA, a number of commitments for the advancement of women, peace, and security (WPS) have become increasingly evident through different United Nations entities, including the Peacebuilding Commission (PBC).

When large-scale violence ends, the challenges facing the leadership and people of the Member State are immense. Although the threats to peace and security are often greatest during this time, opportunities exist to set virtuous cycles in motion.<sup>29</sup> The 2009 report of the Secretary General noted that the first two years after conflict has ended offers a window of opportunity to “provide basic security, deliver peace arrangements, build confidence in the political process, and strengthen core national capacities to lead peacebuilding efforts.”<sup>30</sup> In paving the way for positive peace, peacebuilding and state-building efforts must address both the causes and effects of violence and conflict through inclusive peace processes that recognize different gender dimensions.<sup>31</sup> Intrinsically linked to peacebuilding, state-building is the attempt to rebuild a legitimate state that has the capacity to peacefully manage disputes, protect its civilians, and ensure respect for human rights.<sup>32</sup> Without the inclusion of women at all stages of peacebuilding and state-building, sustainable peace and development are highly unlikely to occur.

The UN system, particularly the Peacebuilding Commission, plays a leading role in helping to stabilize and build strong democratic institutions in post-conflict Member States. The founding resolutions of the PBC mandate the integration of a gender perspective in all of its work, including the coordination of dialogue among UN entities and partners regarding capacities and experiences in peacebuilding and state-building.<sup>33</sup> As an advisory body charged to make specific recommendations to the Security Council and the General Assembly, the PBC platform provides “a crucial opportunity for developing policy guidance and ensuring adequate resources for early recovery activities that both fully engage women in their design and implementation, and redress structural inequalities that existed prior to

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<sup>25</sup> *Women Count for Peace: The 2010 Open Days on Women, Peace, and Security*. United Nations Women Headquarters, September 2010.  
<http://www.unwomen.org/~media/Headquarters/Media/Publications/UNIFEM/WomenCount4PeaceOpenDaysReporten.pdf> (accessed March 10, 2014).

<sup>26</sup> *The Secretary-General's Study on Women, Peace and Security*. United Nations Headquarters: New York, 2002.  
<http://www.un.org/womenwatch/daw/public/eWPS.pdf> (accessed June 20, 2014).

<sup>27</sup> Ibid.

<sup>28</sup> A/CONF.177/20/Rev.1. *Report of the Fourth World Conference on Women, Beijing Declaration and Platform for Action*. United Nations. 27 October 1995.

<sup>29</sup> A/63/881—S/2009/304. *Report of the Secretary General on Peacebuilding in the immediate aftermath of conflict*. United Nations General Assembly and Security Council. 11 June 2009.

<sup>30</sup> Ibid.

<sup>31</sup> *World Development Report 2011: Conflict, Security, and Development*. Washington, DC: The World Bank, 2011.  
[http://siteresources.worldbank.org/INTWDRS/Resources/WDR2011\\_Full\\_Text.pdf](http://siteresources.worldbank.org/INTWDRS/Resources/WDR2011_Full_Text.pdf) (accessed June 28, 2014).

<sup>32</sup> Ibid.

<sup>33</sup> S/RES/1645. *Post-conflict peacebuilding*. United Nations Security Council. 20 December 2005.

and during the conflict, and which may have also shaped the forms of violence used.”<sup>34</sup> As part of its mandate “to develop best practices,” the PBC established the Working Group on Lessons Learned (WGLL) to function as an informal platform for Member States and other key stakeholders to share experiences and provide recommendations on particular issues that are highly significant to Member States on its agenda.<sup>35</sup> During WGLL meetings, experts hold panel discussions to identify key lessons and good practices from national and regional experiences in post-conflict and fragile situations.<sup>36</sup> The PBC’s close partnership with the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) “has enabled the Commission to explore, raise awareness of and draw lessons from the transformative role of women in post-conflict societies.”<sup>37</sup>

Despite a general recognition of the need to integrate gender equality perspectives in the context of post-conflict peace processes, women continue to be underrepresented in peace negotiations, peacebuilding initiatives, and disarmament, demobilization and reintegration (DDR) processes.<sup>38</sup> From 1990 to 2010, only four of the 585 peace agreements recommended the inclusion of women in the judiciary; seven called for the inclusion of women and girl combatants in DDR processes; eight stressed the promotion of women’s organizations respond to women’s priority needs; 13 highlighted women’s role in implementing peace agreements; 17 contained specific references to sexual violence; and just 92 contained at least one reference to women.<sup>39</sup> The Commission’s WGLL now has a distinct opportunity to improve methods in which the United Nations assists Member States in the aftermath of conflict. By examining the successes and challenges of peacebuilding efforts and developing recommendations for the upcoming 20<sup>th</sup> anniversary of the Fourth World Conference on Women in 2015, the WGLL has a direct role in helping to build sustainable peace.

### ***Sexual and Gender-Based Violence in Modern Conflicts***

Sexual and gender-based violence (SGBV) has become a defining characteristic of contemporary intrastate conflicts and remains a critical impediment to peace, security and development. The United Nations High Commissioner for Human Rights (UNHCR) describes SGBV as “any harmful act that is perpetrated against one person’s will and that is based on socially ascribed (gender) differences between males and females.”<sup>40</sup> The different types of SGBV include “torture, rape, mass rape, sexual slavery, enforced prostitution, forced sterilization and the forced termination of pregnancies, and mutilations.”<sup>41</sup> The Security Council recognizes sexual violence as a weapon of war when it is used to “humiliate, dominate, instill fear in, disperse and/or forcibly relocate civilian members of a community or ethnic group.”<sup>42</sup> The use of rape as a weapon of war is often intended to “terrorize the population, break up families, destroy communities, and, in some instances, change the ethnic make-up of the next generation.”<sup>43</sup> Survivors of SGBV often suffer from a number of health problems, including permanent physical injuries, emotional stress and psychological damages, and long-term illnesses such as HIV/AIDS.<sup>44</sup>

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<sup>34</sup> Jennifer F. Klot. *Women and Peacebuilding*. Social Science Research Council, 29 January 2007.

[http://www.un.org/en/peacebuilding/pdf/doc\\_wgll/wgll\\_backgroundpaper\\_29\\_01\\_08.pdf](http://www.un.org/en/peacebuilding/pdf/doc_wgll/wgll_backgroundpaper_29_01_08.pdf) (accessed June 15, 2014).

<sup>35</sup> “Key Insights, Principles, Good Practices and Emerging Lessons in Peacebuilding,” United Nations Peacebuilding Commission Working Group on Lessons Learned, Synthesis Report and Summary of Discussions, 12 June 2008, [http://www.un.org/en/peacebuilding/pdf/doc\\_wgll/key\\_insights/synthesis\\_report\\_12\\_june08\\_conclusions.pdf](http://www.un.org/en/peacebuilding/pdf/doc_wgll/key_insights/synthesis_report_12_june08_conclusions.pdf) (accessed June 15, 2014).

<sup>36</sup> Ibid.

<sup>37</sup> A/68/729—S/2014/67. *Report of the Peacebuilding Commission on its seventh session*. United Nations General Assembly and Security Council. 29 January 2014.

<sup>38</sup> “Recovery and Peacebuilding,” UN Women, <http://www.unwomen.org/en/what-we-do/peace-and-security/recovery-and-peacebuilding> (accessed on April 15, 2014).

<sup>39</sup> “Facts and Figures: Peace and Security,” UN Women, <http://www.unwomen.org/co/what-we-do/peace-and-security/facts-and-figures#notes> (accessed April 15, 2014).

<sup>40</sup> *Action against Sexual and Gender-Based Violence: An Updated Strategy*. United Nations High Commissioner for Human Rights, June 2011. <http://www.unhcr.org/4e1d5aba9.pdf> (accessed July 1, 2014).

<sup>41</sup> *The Secretary-General’s Study on Women, Peace and Security*. United Nations Headquarters: New York, 2002. <http://www.un.org/womenwatch/daw/public/eWPS.pdf> (accessed June 20, 2014).

<sup>42</sup> S/RES/1820. *Women and peace and security*. United Nations Security Council, 19 June 2008.

<sup>43</sup> “Background Information on Sexual Violence used as a Tool of War,” United Nations Outreach Programme on the Rwanda Genocide, <http://www.un.org/en/preventgenocide/rwanda/about/bgsexualviolence.shtml> (accessed June 19, 2014).

<sup>44</sup> Ibid.

Sexual violence as a strategic, systemic tool of war has been documented in many conflict-affected Member States. The Secretary-General's 2010 report on the *Implementation of Security Council resolutions 1820 (2008) and 1888 (2009)* identified patterns of conflict-related sexual violence in the following 12 current situations: Afghanistan, Chad, the Central African Republic, the Democratic Republic of the Congo, Côte d'Ivoire, Haiti, Iraq, Liberia, Nepal, Somalia, South Sudan and Darfur, Sudan.<sup>45</sup> UN agencies estimate that between 250,000 and 500,000 women and girls were raped during the 1994 genocide that lasted only three months in Rwanda and as many as 60,000 women were raped during the civil war in the former Yugoslavia between 1992 and 1995.<sup>46</sup> Since 1998, at least 200,000 women in the Democratic Republic of Congo have suffered the afflictions of rape.<sup>47</sup> In Sierra Leone, systematic and widespread rape and other forms of SGBV has become trademark to its conflict, including forced marriages and situations comparable to sexual slavery.<sup>48</sup> Similar human rights abuses also occurred in the Democratic Republic of Congo (DRC), where "Girls became mothers to children born of their sexual enslavement; some have contracted AIDS."<sup>49</sup> Patterns of systemic gender violence were also prevalent during the 14-year long conflict in Liberia where refugees and internally displaced persons (IDPs), including young girls, were frequently exposed to rape, sexual abuse and prostitution in refugee camps.<sup>50</sup> A study conducted by Refugees International in Liberia revealed "young boys were routinely forced to rape women and girls as part of the initiation process for some fighting forces."<sup>51</sup> The devastating effects of sexual violence are felt by women and girls years after a conflict has formally ended, through social stigmatization, unwanted pregnancies, sexually transmitted infections and diseases to name a few.<sup>52</sup> Despite the national and international responses to combat human rights abuses in Liberia, SGBV is still widely prevalent years after the signing of its comprehensive peace agreement.<sup>53</sup> The increased incidence of SGBV in recent years and the failure to provide adequate human rights protection is a critical issue that must be addressed in building and maintaining positive, long-term peace.

Although the majority of survivors and victims of sexual violence are women and girls, men and adolescent boys are also targeted during conflict and bear the burden of the effects in the aftermath of conflict as well.<sup>54</sup> Sexual abuse and torture of male detainees is often used as an instrument to retrieve information or punish during interrogation and detention.<sup>55</sup> The humiliation of men by means of sexual violence and abuse against family members—often the wife—carries long-term effects that place a heavy weight on society.<sup>56</sup> In Rwanda, opposing groups used means of dehumanization by raping and mutilating wives and daughters in front of their husbands and fathers during the genocide.<sup>57</sup> Sexual violence has also been used as a tactic to induce displacement among civilians. During 2013, displaced persons identified sexual violence as a major factor in motivating their decision to uproot and leave home.<sup>58</sup> The United Nations *Guiding Principles on Internal Displacement* defines internally displaced people as "persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized

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<sup>45</sup> S/2010/604. *Report of the Secretary-General on the implementation of Security Council Resolutions 1820 (2008) and 1888 (2009)*. United Nations Security Council. 24 November 2010.

<sup>46</sup> "Background Information on Sexual Violence used as a Tool of War," United Nations Outreach Programme on the Rwanda Genocide, <http://www.un.org/en/preventgenocide/rwanda/about/bgsexualviolence.shtml> (accessed June 19, 2014).

<sup>47</sup> Ibid.

<sup>48</sup> A/56/281. *Report of the United Nations High Commissioner for Human Rights on the Situation of human rights in Sierra Leone*. United Nations General Assembly. 9 August 2001.

<sup>49</sup> E/CN.4/2004/34. *Report on the Situation of Human Rights in the Democratic Republic of the Congo*. United Nations Commission on Human Rights. 10 March 2004.

<sup>50</sup> "Nothing Left to Lose: The Legacy of Armed Conflict and Liberia's Children," Watch List on Children and Armed Conflict, June 2004, <http://www.watchlist.org/reports/pdf/liberia.report.pdf> (accessed June 20, 2014).

<sup>51</sup> *The Impact of Conflict on Women and Girls in West and Central Africa and the UNICEF Response*. United Nations Children's Fund, February 2005. [http://www.unicef.org/emerg/files/Impact\\_conflict\\_women.pdf](http://www.unicef.org/emerg/files/Impact_conflict_women.pdf) (accessed June 20, 2014).

<sup>52</sup> S/2014/181. *Report of the Secretary General on Conflict-related sexual violence*. United Nations Security Council. 13 March 2014.

<sup>53</sup> "Combating Sexual and Gender-based Violence in Liberia," United Nations World Health Organization, November 2012, [http://www.who.int/features/2012/psychosocial\\_support\\_liberia/en/](http://www.who.int/features/2012/psychosocial_support_liberia/en/) (accessed June 19, 2014).

<sup>54</sup> Ibid.

<sup>55</sup> Ibid.

<sup>56</sup> Ibid.

<sup>57</sup> *Shattered Lives: Sexual Violence during the Rwandan Genocide and its Aftermath*. Human Rights Watch, September 1996. <http://www.hrw.org/reports/1996/Rwanda.htm> (accessed June 20, 2014).

<sup>58</sup> S/2014/181. *Report of the Secretary General on Conflict-related sexual violence*. United Nations Security Council. 13 March 2014.

violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized state border.”<sup>59</sup> The Internal Displacement Monitoring Center estimates over 33 million internally displaced persons in 2013 due to armed conflict or human rights violations.<sup>60</sup> Over 60 percent of all IDP’s reported globally were from just the following five countries alone: the Democratic Republic of Congo (2.9 million), Columbia (5.5 million), Nigeria (3.3 million), Syria (6.5 million), and Sudan (2.4 million).<sup>61</sup> UN agencies estimate that women and children represent 80 percent of all refugees and those internally displaced.<sup>62</sup> The weakened protection for these individuals during and after conflict also puts them at greater risk of human rights abuses and sexual violence.<sup>63</sup> In addition, they often face many obstacles upon returning home, including continued discrimination and the inability to reclaim land and property.<sup>64</sup> The PBC’s WGLL has identified displacement as a cause of increased instability and has recognized its ability to threaten lasting peace.<sup>65</sup> The WGLL’s experience further reveals the distinct roles that returning women refugees and IDPs play in reconstruction and economic development after conflict.<sup>66</sup> In building sustainable peace, it is now a high priority for Member States and UN Organizations to understand the effects of violent conflict on different social groups and incorporate long-lasting solutions from a gender perspective.<sup>67</sup>

### ***Women, Peace, and Security***

While efforts to achieve gender equality have a long-standing tradition within the UN system, the importance of increasing women’s participation within the realm of peace and security has only been identified within the last two decades. Security Council resolution 1325 (2000) was the first to acknowledge the disproportionate affects of armed conflict on women and girls.<sup>68</sup> It also recognizes the distinct roles and contributions of women in conflict resolution and sustainable peace.<sup>69</sup> The resolution calls for action among UN entities and Member States to mainstream gender perspectives in all efforts for the maintenance and promotion of peace and security.<sup>70</sup> More specifically, it urges the equal participation and full involvement of women in conflict prevention and resolution, peacekeeping, rehabilitation, peacebuilding, and reconstruction efforts.<sup>71</sup> In addition, resolution 1325 reaffirms the need to protect women and girls from human rights abuses, including gender-based violence.<sup>72</sup> Most importantly, this resolution provides a platform for the women, peace, and security (WPS) agenda. Six subsequent Security Council resolutions on *Women, peace and security* have helped to strengthen and support resolution 1325. Resolution 1820 (2008) was the first resolution since the passing of resolution 1325 on the agenda of WPS.<sup>73</sup> Prior to its adoption, the implementation of resolution 1325 was complemented by the adoption of presidential statements. Although they are not legally binding, presidential statements help to promote the agenda on WPS by acknowledging specific accomplishments and by recognizing areas of improvement.<sup>74</sup> In 2013, 10 of the 12 country-specific presidential

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<sup>59</sup> E/CN.4/1998/53/Add.2. *Guiding Principles on Internal Displacement*. United Nations Economic and Social Council. 11 February 1998.

<sup>60</sup> “Global figures,” Internal Displacement Monitoring Center (IDMC), 2013, <http://www.internal-displacement.org/global-figures> (accessed July 3, 2014).

<sup>61</sup> Ibid.

<sup>62</sup> *World Development Report 2011: Conflict, Security, and Development*. United Nations World Bank: Washington, DC, 2011. [http://siteresources.worldbank.org/INTWDRS/Resources/WDR2011\\_Full\\_Text.pdf](http://siteresources.worldbank.org/INTWDRS/Resources/WDR2011_Full_Text.pdf) (accessed June 28, 2014).

<sup>63</sup> *The Secretary-General’s Study on Women, Peace and Security*. United Nations Headquarters: New York, 2002. <http://www.un.org/womenwatch/daw/public/eWPS.pdf> (accessed June 20, 2014).

<sup>64</sup> Ibid.

<sup>65</sup> “Durable Solutions for Internally Displaced Persons: An Essential Dimension of Peacebuilding,” United Nations Peacebuilding Commission Working Group on Lessons Learned, 13 March 2008, [http://www.un.org/en/peacebuilding/pdf/doc\\_wgll/comparative\\_lessons\\_internal\\_displacement/13\\_03\\_2008\\_background\\_note.pdf](http://www.un.org/en/peacebuilding/pdf/doc_wgll/comparative_lessons_internal_displacement/13_03_2008_background_note.pdf) (accessed June 20, 2014).

<sup>66</sup> Ibid.

<sup>67</sup> Ibid.

<sup>68</sup> S/RES/1325. *Women, peace and security*. United Nations Security Council. 30 October 2000.

<sup>69</sup> Ibid.

<sup>70</sup> Ibid.

<sup>71</sup> Ibid.

<sup>72</sup> Ibid.

<sup>73</sup> S/RES/1820. *Women, peace and security*. United Nations Security Council. 19 June 2008.

<sup>74</sup> “Cross-Cutting Report on Women, Peace and Security,” Security Council Report, New York. 16 April 2014. [http://www.securitycouncilreport.org/atf/cf/%7B65BF96F9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/cross\\_cutting\\_report\\_2\\_women\\_peace\\_security\\_2014.pdf](http://www.securitycouncilreport.org/atf/cf/%7B65BF96F9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/cross_cutting_report_2_women_peace_security_2014.pdf) (accessed June 20, 2014).

statements contained references to women while four of the nine thematic presidential statements included references to the WPS agenda.<sup>75</sup> Resolution 1820 also recognizes the impact sexual violence has on creating sustainable peace and calls for an end to widespread conflict-related sexual violence and for accountability in order to end impunity.<sup>76</sup> Resolutions 1888 (2009) and 1960 (2010) expand on the issue of conflict-related sexual violence and provide additional measures for the full implementation of resolution 1820.<sup>77</sup>

Security Council resolution 1889 (2009) called for a set of indicators to monitor and track the implementation of resolution 1325 at the global level.<sup>78</sup> As a result, the Secretary General provided a comprehensive set of indicators to track the implementation of resolution 1325 in the 2010 report on *Women and peace and security*.<sup>79</sup> Resolution 1889 also requested that the Secretary-General provide an annual report on women's participation in peacebuilding.<sup>80</sup> This resulted in the Secretary-General's Seven-Point Action Plan, which was developed in collaboration between UN-Women and the Peacebuilding Support Office (PBSO).<sup>81</sup> The Seven-Point Action Plan identifies strategic actions that will enable the UN system to serve conflict-affected women better, and involve them more fully in peacebuilding efforts before, during, and after conflict.<sup>82</sup> The Action Plan is made up of seven commitments, which ensure that:

1. Women are fully engaged in peace negotiations and timely gender expertise is provided in all peace processes;
2. Post-conflict planning processes, including donor conferences, substantially involve women and apply methods that result in comprehensive attention to gender equality;
3. Adequate financing is provided to address the specific needs of women, to advance gender equality, and to promote women's empowerment; UN managed funds, including the Peacebuilding Fund, allocate at least 15 percent to the needs of women;
4. Civilians possess specialized skills, including expertise in rebuilding state institutions to make them more accessible to women;
5. Special measures, such as quotas, are set to ensure the full participation of women in post-conflict governance, as civic actors, elected representatives, and decision-makers in public institutions;
6. Rule of law initiatives encourage women's participation in seeking redress for injustices committed against them and in improving the capacity of security actors to prevent and respond to violations of women's rights, including SGBV; and
7. Economic recovery prioritizes women's engagement in employment-creation schemes, community-development programs, and the delivery of frontline services.<sup>83</sup>

These commitments serve as a framework for UN entities to operationalize the WPS agenda on the ground in post-conflict societies. Unfortunately, implementation has been very disappointing, particularly in regards to the commitment by UN entities to dedicate at least 15 percent of their funds to projects supporting women's participation in peacebuilding.<sup>84</sup> Additional targets have also been set on making progress for the full implementation of resolution 1325, such as the *Strategic Results Framework on Women, Peace and Security* which

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<sup>75</sup> Ibid.

<sup>76</sup> Ibid.

<sup>77</sup> S/RES/1960. *Women, peace and security*. United Nations Security Council. 16 December 2010.

<sup>78</sup> S/RES/1889. *Women, peace, and security*. United Nations Security Council. 5 October 2009.

<sup>79</sup> S/2010/498. *Report of the Secretary-General on Women and peace and security*. United Nations Security Council. 28 September 2010.

<sup>80</sup> Ibid.

<sup>81</sup> A/65/354—S/2010/466. *Report of the Secretary General on Women's participation in peacebuilding*. United Nations Security Council and General Assembly. 7 September 2010.

<sup>82</sup> Ibid.

<sup>83</sup> "Report of the Secretary-General on Women's Participation in Peacebuilding (A/65/354—S/2010/466), Tracking Progress: 7 Point Action Plan," United Nations Peacebuilding Support Office, [http://www.un.org/en/peacebuilding/pbso/pdf/seven\\_point\\_action\\_plan.pdf](http://www.un.org/en/peacebuilding/pbso/pdf/seven_point_action_plan.pdf) (accessed on June 5, 2014).

<sup>84</sup> S/2012/732. *Report of the Secretary-General on women and peace and security*. United Nations Security Council. 2 October 2012.



sets specific outcomes, outputs, and targets for 2011 and 2020.<sup>85</sup> It also works to bring together existing frameworks, including the Seven-Point Action Plan and other UN efforts on gender-responsive peacebuilding.<sup>86</sup>

In October 2013, the Security Council adopted its two most recent resolutions on the thematic topic of WPS. Resolution 2106 focuses on accountability for perpetrators of sexual violence in conflict, while resolution 2122 addresses the persistent gaps in the implementation of resolution 1325.<sup>87</sup> Resolution 2106 represents the first time the Security Council has outlined a specific approach for the prevention and resolution of conflict-related sexual violence.<sup>88</sup> It links national responsibility to address sexual violence and women's political and economic empowerment as central to long-term prevention strategies.<sup>89</sup> Resolution 2122 created significant measures to amplify women's participation and influence in conflict resolution, to improve the Council's working methods in the WPS area, and to prepare for the High-Level Review of implementation scheduled for 2015.<sup>90</sup> In light of the adoption of resolution 2122, the WGLL convened meeting in December 2013 to address the challenges and opportunities for enhancing gender-responsive national reconciliation processes.<sup>91</sup> One of the main objectives was to identify lessons learned and good practices from national experiences to "inform the development of a gender support strategy for the Commission, which will also contribute to strengthening implementation of the Secretary-General's Seven Point Action Plan on Gender-Responsive Peacebuilding."<sup>92</sup>

Other initiatives have also been taken by the international community to implement resolution 1325 through the development of policies, national action plans (NAPs), guidelines, and indicators. The creation of NAPs on WPS is one of the many ways Member States have taken national responsibility in implementing the Security Council resolutions.<sup>93</sup> NAPs provide specific details on "the actions that a government is currently taking, and those initiatives that it will undertake within a given time frame to meet the obligations contained in resolution 1325."<sup>94</sup> As of June 2013, NAPs had been adopted in 42 Member States and others were being finalized.<sup>95</sup> The PBC also works with Member States on its agenda with the development of integrated strategies to identify key peacebuilding priorities and to "serve as the framework to mobilize additional resources and ensure sustained international attention."<sup>96</sup> In principle, an integrated peacebuilding strategy (IPBS) is an agreement or compact between the PBC and the government of the Member State under consideration.<sup>97</sup> An IPBS has been implemented in each of the PBC's six Country-specific Configurations: the Strategic Framework for Burundi (PBC/1/BDI/4), the Strategic Framework for Peacebuilding in the Central African Republic (PBC/3/CAF/7), the Statement of Mutual Commitments between the Government of Guinea and the Peacebuilding Commission (PBC/5/GUI/2), the Strategic Framework for Peacebuilding in Guinea-Bissau (PBC/3/GNB/3), the Statement of Mutual Commitments on

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<sup>85</sup> "UN Strategic Framework on Women, Peace and Security 2011-2020," United Nations Women Watch, July 2011, [http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic\\_Framework\\_2011-2020.pdf](http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic_Framework_2011-2020.pdf) (accessed June 20, 2014).

<sup>86</sup> Ibid.

<sup>87</sup> "Cross-Cutting Report on Women, Peace and Security," Security Council Report, New York, 16 April 2014, [http://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/cross\\_cutting\\_report\\_2\\_women\\_peace\\_security\\_2014.pdf](http://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/cross_cutting_report_2_women_peace_security_2014.pdf) (accessed June 20, 2014).

<sup>88</sup> S/RES/2106. *Women, peace and security*. United Nations Security Council. 24 June 2013.

<sup>89</sup> Ibid.

<sup>90</sup> S/RES/2122. *Women, peace and security*. United Nations Security Council. 18 October 2013.

<sup>91</sup> "Enhancing Gender Responsive Reconciliation Processes: Initial Findings," United Nations Peace Building Commission Working Group on Lessons Learned, 24 January 2014, [http://www.un.org/es/peacebuilding/wgll/initial\\_findings\\_wgll\\_gender-responsive\\_reconciliation1\\_24\\_14.pdf](http://www.un.org/es/peacebuilding/wgll/initial_findings_wgll_gender-responsive_reconciliation1_24_14.pdf) (accessed May 22, 2014).

<sup>92</sup> Ibid.

<sup>93</sup> Natalia Zakharova. *Women and Peace and Security: Guidelines for National Implementation*. UN Women. <http://www.unwomen.org/~media/Headquarters/Media/Publications/en/02BPlanonWomenandPeaceandSecurity.pdf> (accessed June 20, 2014).

<sup>94</sup> Ibid.

<sup>95</sup> "Cross-Cutting Report on Women, Peace and Security," Security Council Report, New York, 16 April 2014, [http://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/cross\\_cutting\\_report\\_2\\_women\\_peace\\_security\\_2014.pdf](http://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/cross_cutting_report_2_women_peace_security_2014.pdf) (accessed June 20, 2014).

<sup>96</sup> A/62/137—S/2007/458. *Report of the Peacebuilding Commission on its first session*. United Nations General Assembly and Security Council. 25 July 2007.

<sup>97</sup> Ibid.

Peacebuilding in Liberia (PBC/4/LBR/2), and the Sierra Leone Peacebuilding Cooperation Framework (PBC/2/SLE/1).<sup>98</sup>

Despite the passage of numerous resolutions, strategies, frameworks, and national action plans, there are still major gaps and challenges in the implementation and accountability of resolution 1325.<sup>99</sup> Many women and girls in conflict situations still do not feel the impact of the progress made at the global level and continue to be largely excluded from formal peace processes.<sup>100</sup> Problems remain in regards to the participation of women in peace negotiations, reintegration initiatives, and security sector reform.<sup>101</sup> In addition, policies frequently fail to translate into operational targets on the situation of women on the ground.<sup>102</sup> Nevertheless, peacebuilding offers significant opportunities to support the advancement of gender equality in conflict-affected Member States. Through its partnership with UN-Women and other UN organizations, the PBC can assist in raising awareness and providing lessons on the role of women in post-conflict societies.<sup>103</sup> As an advisory body to the Security Council, the Commission also has the opportunity to provide specific and concrete recommendations based on experiences and lessons learned from its Country-specific Configurations.

### ***Opportunities and Challenges for Women in the Aftermath of Conflict***

#### *Transitional Justice and Security Sector Reform (SSR)*

In the aftermath of conflict, peace processes provide critical opportunities for Member States to move forward with peace, to address existing social and gender inequalities, to assist with rebuilding inclusive and accountable states, and to create societies that are more cohesive and equitable.<sup>104</sup> The participation of women in formal peace negotiations sets the stage for the inclusion of a gender perspective in subsequent processes of state-building and peacebuilding, including transitional justice and security sector reform (SSR).<sup>105</sup> Likewise, the exclusion of women from the initial stages of peace processes results in the repeated failure to address their experiences and needs in the post-conflict period.<sup>106</sup> Since the passage of resolution 1325, there have been little improvements in the participation of women—as negotiators, signatories, mediators, or witnesses—in the formulation of peace accords and reconstruction plans.<sup>107</sup> Between August 2008 and March 2012, only two of the 61 established peace agreements contained women signatories.<sup>108</sup> Traditionally, women have been viewed as victims of war and conflict rather than active participants, which have played a role in their exclusion from peace talks.<sup>109</sup> Although they have taken part in informal peacebuilding activities, women have been largely excluded from formal peace processes.<sup>110</sup> As a result, their social, political, and security needs are largely excluded from subsequent state-building activities.

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<sup>98</sup> “Country-specific Configurations,” United Nations Peacebuilding Commission, [http://www.un.org/en/peacebuilding/doc\\_burundi.shtml](http://www.un.org/en/peacebuilding/doc_burundi.shtml) (accessed March 10, 2014).

<sup>99</sup> S/2012/732. *Report of the Secretary-General on women and peace and security*. United Nations Security Council. 2 October 2012.

<sup>100</sup> Ibid.

<sup>101</sup> Ibid.

<sup>102</sup> Ibid.

<sup>103</sup> A/68/729—S/2014/67. *Report of the Peacebuilding Commission on its seventh session*. United Nations General Assembly and Security Council. 29 January 2014.

<sup>104</sup> Ibid.

<sup>105</sup> Nahla Valiji. *A Window of Opportunity: Making Transitional Justice Work for Women*. UN Women, September 2010. <http://www.unwomen.org/~media/Headquarters/Attachments/Sections/Library/Publications/2012/10/06B-Making-Transitional-Justice-Work-for-Women.pdf> (accessed June 20, 2014).

<sup>106</sup> Ibid.

<sup>107</sup> Pablo Castillo Diaz and Simon Tordjman. *Women’s Participation in Peace Negotiations: Connections between Presence and Influence*. UN Women, October 2012. <http://reliefweb.int/sites/reliefweb.int/files/resources/03AWomenPeaceNeg.pdf> (accessed June 20, 2014).

<sup>108</sup> Ibid.

<sup>109</sup> *The Secretary-General’s Study on Women, Peace and Security*. United Nations Headquarters: New York, 2002. <http://www.un.org/womenwatch/daw/public/eWPS.pdf> (accessed June 20, 2014).

<sup>110</sup> Ibid.

In the early stages of state-building, the revision and redrafting of national constitutions and legislation provides the opportunity to address the root causes of conflicts, which is a prerequisite to sustainable peace.<sup>111</sup> The review of constitutions and laws can reveal areas in need of reform to prevent a relapse into conflict and can provide opportunities for more inclusive institutions and policy-making structures.<sup>112</sup> The Secretary General's 2004 report on *The rule of law and transitional justice in conflict and post-conflict societies* refers to transitional justice as "the full range of processes and mechanisms associated with a society's attempts to come to terms with a legacy of large-scale past abuses, in order to ensure accountability, serve justice and achieve reconciliation."<sup>113</sup> SSR aims to create security institutions that are able to effectively address the security needs of a Member State's population long after conflict has ended.<sup>114</sup> The Secretary General's 2008 report on *Securing peace and development: the role of the United Nations in securing security sector reform* describes SSR as "a process of assessment, review and implementation as well as monitoring and evaluation led by national authorities that has as its goal the enhancement of effective and accountable security for the State and its peoples without discrimination and with full respect for human rights and the rule of law."<sup>115</sup> Although they are very closely related, transitional justice examines the past to ensure accountability for crimes committed during conflict, whereas SSR ensures that the security sector has the capacity to be responsive to violations of law in the present and future.

Transitional justice mechanisms, such as truth commissions and reparation programs, are often set out during formal peace negotiations and established during the post-conflict phase.<sup>116</sup> These mechanisms frequently fail to address the different needs of women, which is a result of the exclusion of women from peace negotiations and the consequent failure to integrate a gender perspective into the reconciliation and state-building arrangements that are laid out during the early stages of the peace process.<sup>117</sup> Truth and reconciliation commissions (TRCs) are temporary, non-judicial investigative bodies established to provide accountability for human rights violations committed during conflict.<sup>118</sup> In addition, TRCs assist with the identification of the root causes of conflict and also help governments decide which individuals are eligible for DDR programs.<sup>119</sup> The failure of integrating a gender dimension in peace processes often results in situations where armed combatants, some of whom have committed SGBV during conflict, are not held accountable. These combatants instead gain access to DDR programs and are essentially shielded from being prosecuted from these crimes.<sup>120</sup> Meanwhile, the actual victims of SGBV, which consist mostly of women, receive little to no assistance and are stigmatized by their communities.<sup>121</sup> Lessons learned have revealed that the incorporation of gender can make security "more targeted and responsive, and thus more effective and sustainable. Moreover, security institutions that are seen to listen and respond to the needs of all parts of the community will be perceived as more legitimate and accountable."<sup>122</sup> The WGLL has recently

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<sup>111</sup> Enrique Sanchez and Sylvia Rognvik. *Building Just Societies: Reconciliation in Transitional Settings*. United Nations Peacebuilding Support Office Workshop Report: Accra, Ghana, 5-6 June 2012. [http://www.un.org/en/peacebuilding/pbso/pdf/12-58492\\_feb13.pdf](http://www.un.org/en/peacebuilding/pbso/pdf/12-58492_feb13.pdf) (accessed June 15, 2014).

<sup>112</sup> Ibid.

<sup>113</sup> S/2004/616. *Report of the Secretary General on The rule of law and transitional justice in conflict and post-conflict societies*. United Nations Security Council. 23 August 2004.

<sup>114</sup> Megan Bastick. *Integrating Gender in Post-Conflict Security Sector Reform*. The Geneva Centre for the Democratic Control of Armed Forces, 2007. <http://www.dcaf.ch/Publications/Integrating-Gender-in-Post-Conflict-Security-Sector-Reform> (accessed July 16, 2014).

<sup>115</sup> A/62/659—S/2008/39. *Report of the Secretary on Securing peace and development: the role of the United Nations in supporting security sector reform*. United Nations General Assembly and Security Council. 23 January 2008.

<sup>116</sup> Nahla Valiji. *A Window of Opportunity: Making Transitional Justice Work for Women*. UN Women, September 2010. <http://www.unwomen.org/~media/Headquarters/Attachments/Sections/Library/Publications/2012/10/06B-Making-Transitional-Justice-Work-for-Women.pdf> (accessed June 20, 2014).

<sup>117</sup> Ibid.

<sup>118</sup> Ibid.

<sup>119</sup> Ibid.

<sup>120</sup> Marina Caparini. *Reintegration and Development Processes in Post Conflict States: Issues and Challenges Hindering Women's Inclusion*. Commonwealth Secretariat: London, 27 May 2010. <http://secretariat.thecommonwealth.org/files/225558/FileName/WAMM10INF5-FINALMarianaCaparini-ReintegrationConflictandWomen.pdf> (accessed July 16, 2014).

<sup>121</sup> Ibid.

<sup>122</sup> Corey Barr, "Making Connections: Bridging Transitional Justice and Security Sector Reform to Confront Conflict-Related Sexual and Gender-Based Violence," *The Fletcher Journal of Human Security*, 2011, <http://fletcher.tufts.edu/Praxis/~media/Fletcher/Microsites/praxis/xxvi/CoreyBarr.pdf> (accessed July 16, 2014).

recognized the use of quotas for female and male commissioners in truth-seeking bodies and other transitional bodies as good practices for ensuring the engagement of women in national reconciliation.<sup>123</sup>

### *Disarmament, Demobilization and Disarmament (DDR)*

The inclusion of a gender perspective in DDR programs is equally important in establishing sustainable post-conflict stability and gender-equality.<sup>124</sup> Although women play a number of roles during conflict—as combatants, informants, sexual slaves, and even army “bush wives”—their needs are often ignored and they have been largely excluded from DDR processes.<sup>125</sup> The DDR of former combatants and those associated with armed groups has been identified as prerequisites for sustainable peace, recovery, and development.<sup>126</sup> DDR processes often mark the beginning of the recovery and development stages in post-conflict environments. The Integrated DDR Standards (IDDRS) of the Inter-Agency Working Group (IAWG) explains DDR as “a process that contributes to security and stability in a post-conflict recovery context by removing weapons from the hands of combatants, taking the combatants out of military structures and helping them to integrate socially and economically into society by finding civilian livelihoods.”<sup>127</sup>

Disarmament is defined by the UN as “the collection, documentation, control, and disposal of small arms, ammunition, explosives and light and heavy weapons of combatants and often also of the civilian population. Disarmament also includes the development of responsible arms management programs.”<sup>128</sup> On the other hand, demobilization is “the formal and controlled discharge of active combatants from armed forces or other armed groups. The first stage of demobilization may extend from the processing of individual combatants in temporary centers to the massing of troops in camps designated for this purpose (cantonment sites, encampments, assembly areas or barracks). The second stage of demobilization includes the support package offered to the demobilized, which is called reinsertion.”<sup>129</sup> Conversely, reintegration “is the process by which ex-combatants acquire civilian status and gain sustainable employment and income.”<sup>130</sup> DDR initiatives are intended to support ex-combatants so that they can integrate back into society and become active participants in the peace process.<sup>131</sup> According to UN Secretary-General Kofi Annan, “In order to be successful, DDR initiatives must be based on a concrete understanding of who combatants are—women, men, girls, boys. Recent analyses of DDR processes from a gender perspective have highlighted that women combatants are often invisible and their needs are overlooked.”<sup>132</sup>

DDR programs have commonly failed to identify and include women directly involved with fighting forces.<sup>133</sup> In some situations, women have been classified as dependents or civilians who rely on a combatant for their livelihood,

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<sup>123</sup> “Enhancing Gender-responsive National Reconciliation Processes,” Peacebuilding Commission Working Group on Lessons Learned, 11 December 2013, <http://www.un.org/en/peacebuilding/wgll/WGLL%20Concept%20Note%20on%20reconciliation21November.ed.pdf> (accessed April 16, 2014).

<sup>124</sup> Vanessa A. Farr, “Gender-aware Disarmament, Demobilization and Reintegration (DDR): A Checklist,” UN Women, 8 February 2008, <http://www.poa-iss.org/CASAUpload/Members/Documents/15@UNIFEM-Documents%20-%20A%20Checklist.pdf> (accessed June 20, 2014).

<sup>125</sup> “Women Count for Peace, 1325+10,” United Nations Development Fund for Women, <http://www.refworld.org/pdfid/4ce23d472.pdf> (accessed June 15, 2014).

<sup>126</sup> Ibid.

<sup>127</sup> *Integrated Disarmament, Demobilization and Reintegration Standards*. United Nations Inter-Agency Working Group (IAWG), December 2006. [http://pksoi.army.mil/doctrine\\_concepts/documents/UN%20Guidelines/IDDRS.pdf](http://pksoi.army.mil/doctrine_concepts/documents/UN%20Guidelines/IDDRS.pdf) (accessed June 20, 2014).

<sup>128</sup> *DDR in Peace Operations: A Retrospective*. United Nations Peacekeeping Operations, Office of Rule of Law and Security Institutions. United Nations: New York, September 2010. [http://www.un.org/en/peacekeeping/documents/DDR\\_retrospective.pdf](http://www.un.org/en/peacekeeping/documents/DDR_retrospective.pdf) (accessed June 20, 2014).

<sup>129</sup> Ibid.

<sup>130</sup> Ibid.

<sup>131</sup> Ibid.

<sup>132</sup> *The Secretary-General’s Study on Women, Peace and Security*. United Nations Headquarters: New York, 2002. <http://www.un.org/womenwatch/daw/public/eWPS.pdf> (accessed June 20, 2014).

<sup>133</sup> Vanessa A. Farr, “Gender-aware Disarmament, Demobilization and Reintegration (DDR): A Checklist,” UN Women, 8 February 2008, <http://www.poa-iss.org/CASAUpload/Members/Documents/15@UNIFEM-Documents%20-%20A%20Checklist.pdf> (accessed June 20, 2014).

making them ineligible for DDR support.<sup>134</sup> This is primarily due to the traditional selection criteria for identifying combatants.<sup>135</sup> Lessons learned from Sierra Leone and other post-conflict situations reveal that the involvement in DDR programs should not depend on the possession of weapons.<sup>136</sup> Of the 72,490 total combatants demobilized in Sierra Leone between 1998 and 2002, less than eight percent accounted for women.<sup>137</sup> Furthermore, because of the experiences and the stigma that is placed on women during conflict, many are reluctant to come forward and participate in DDR programs.<sup>138</sup> Women are often unwilling to participate in DDR initiatives due to the fear of re-exposure to SGBV and rejection by their families and communities due to their association with armed forces.<sup>139</sup> This also undermines efforts to ensure accountability and justice for the crimes and abuses committed during conflict.

### *Financing for Gender Equality*

The increased participation of women in peace processes can have positive implications for higher levels of funding from donor organizations. It has become “a recommendation that is increasingly voiced during donor conferences, in which the international community pledges or renews its financial support for the implementation of peace agreements.”<sup>140</sup> The wide gap between international standards on WPS in post-conflict peacebuilding and the actual commitment of resources to implement them is a challenge for integrating a gender dimension in reconciliation processes.<sup>141</sup> The lack of access to sources of funding has been acknowledged as a major challenge for women involved in informal peace processes.<sup>142</sup> In his 2007 report to the Security Council on *Women and Peace and Security*, the Secretary General identified numerous challenges faced by the UN system, including “incoherence, inadequate funding of gender-related projects, fragmentation and insufficient institutional capacity for oversight and accountability for system performance as well as low capacity for gender mainstreaming.”<sup>143</sup> Although the Peacebuilding Fund has committed to the UN-target of allocating 15 percent of funds to addressing the needs of women, only 7.4 percent was actually focused on gender equality in peacebuilding in 2013.<sup>144</sup>

To help meet the goals of the Seven-Point Action Plan, the PBF launched the “Gender Promotion Initiative” in June 2011 to help raise awareness of the need and commitment for increased funding for gender-responsive peacebuilding projects.<sup>145</sup> In addition, the PBF Application Guidelines now include gender sensitivity as a crosscutting priority and an essential part of the assessment of all priority plans and project proposals.<sup>146</sup> While the PBF has traditionally focused targets on women as beneficiaries, it is now a necessity to promote projects that target women as peace builders as well. There is also a need for a review on the PBF’s Gender Marker system that was implemented in 2009 to indicate the extent to which gender issues are addressed in project proposals. A recent

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<sup>134</sup> Ibid.

<sup>135</sup> Ibid.

<sup>136</sup> “The Disarmament, Demobilization and Reintegration and Gender-based Violence in Sierra Leone,” Women’s Commission for Refugee Women and Children, April-July 2002, [http://www.peacewomen.org/assets/file/Resources/NGO/DDR\\_AdolescentReconsSierraLeone\\_WomCommission\\_AprJuly2002.pdf](http://www.peacewomen.org/assets/file/Resources/NGO/DDR_AdolescentReconsSierraLeone_WomCommission_AprJuly2002.pdf) (accessed July 15, 2014).

<sup>137</sup> Ibid.

<sup>138</sup> *Integrated Disarmament, Demobilization and Reintegration Standards*. United Nations Inter-Agency Working Group (IAWG), December 2006. [http://pksoi.army.mil/doctrine\\_concepts/documents/UN%20Guidelines/IDDRS.pdf](http://pksoi.army.mil/doctrine_concepts/documents/UN%20Guidelines/IDDRS.pdf) (accessed June 20, 2014).

<sup>139</sup> Ibid.

<sup>140</sup> Pablo Castillo Diaz and Simon Tordjman. *Women’s Participation in Peace Negotiations: Connections between Presence and Influence*. UN Women, October 2012. <http://reliefweb.int/sites/reliefweb.int/files/resources/03AWomenPeaceNeg.pdf> (accessed June 20, 2014).

<sup>141</sup> Elanor O’Gorman, “Independent Thematic Review on Gender for the UN Peacebuilding Support Office (PBSO)—Final Report,” United Nations Peacebuilding Support Office, March 2014, [http://www.un.org/en/peacebuilding/pbso/pdf/Final%20Report\\_Thematic%20Review%20on%20Gender%20&%20Peacebuilding.pdf](http://www.un.org/en/peacebuilding/pbso/pdf/Final%20Report_Thematic%20Review%20on%20Gender%20&%20Peacebuilding.pdf) (accessed July 15, 2014).

<sup>142</sup> Ibid.

<sup>143</sup> S/2007/567. *Report of the Secretary General on Women, peace and security*. United Nations Security Council. 12 September 2007.

<sup>144</sup> Jups Klyskens and Lance Clark, “Review of the United Nations Peacebuilding Fund,” United Nations Peacebuilding Fund, May 2014, <http://www.unpbf.org/wp-content/uploads/Final-Report-May-UN-PBF.pdf>, (accessed July 15, 2014).

<sup>145</sup> Ibid.

<sup>146</sup> Ibid.

report revealed significant differences among UN-entities in the coding definitions of measuring the gender dimension in projects.<sup>147</sup> A more accurate and useful system for measuring the degree of gender equality and inclusion within peacebuilding initiatives can promote greater mainstreaming of projects aimed toward gender equality.<sup>148</sup> It can also help to measure progress toward the achievement of allocating 15 percent of UN-managed funds to projects that have gender equality as either a “principal” or “significant” objective.<sup>149</sup>

## ***Conclusion***

Building lasting peace in war-torn societies is among the most daunting of challenges for global peace and security. Peace negotiations and the signing of peace agreements are just the beginning of a long process of reconciliation, recovery, and reconstruction. Nevertheless, peacebuilding offers opportunities for Member States to address existing social and gender inequalities, to rebuild their states to be more inclusive and accountable, and to create societies that are more cohesive and equitable. Accordingly, the recognition of the disparities between the experiences of women and men during conflict and the inclusion of their particular needs and abilities in post-conflict reconciliation is fundamental to creating lasting peace and equitable development. SSR and DDR play an important role in post-conflict efforts to prevent the relapse of conflict and to create the conditions necessary for positive peace and long-term development. Yet, unless a gender perspective is fully integrated into these efforts, gender equality will not be advanced and sustainable peace and development will continue to be undermined.

Although a number of resolutions, declarations, policies, and strategies have recognized the importance of a gendered perspective in post-conflict peacebuilding, women are still largely excluded. The PBC’s mandate to integrate a gender perspective into all of its work represents a crucial opportunity for developing policy guidance and ensuring adequate resources for early recovery activities that address the specific needs of women, advance gender equality, and promote women’s empowerment. Since the PBC’s influence within the UN framework stems entirely from the quality of its recommendations, the relevance of the information it shares, and its ability to mobilize additional resources for Member States, the Working Group on Lessons Learned has an important role to play in disseminating lessons on the gender dimensions of peacebuilding and state-building and translating them into action.

## ***Committee Directive***

Considering the advisory role of the PBC and the need for a more robust implementation of Security Council resolution 1325, an immediate challenge for Member States is determining how to better integrate a gender dimension into peacebuilding and reconstruction processes on the ground. It is key that women are seen not only as victims of conflict and inequality, but also as active participants in building peace, security, and development. Delegates should have a comprehensive understanding of the different and changing roles of men and women during conflict and in post-conflict peacebuilding. Based on lessons learned, specifically from country-specific configurations, how can the PBC ensure that women’s perspectives are integrated into conflict resolution and post-conflict reconstruction processes, including SSR and DDR? What recommendations can the PBC provide the Security Council in ensuring women’s full participation in peacebuilding and state-building efforts? With the upcoming review of the implementation of resolution 1325, what efforts can be made to improve the monitoring framework of the WPS agenda? Should the current indicators on measuring progress toward the achievement of the goals laid out in the Secretary General’s Seven-Point Action Plan be amended? How can the PBC ensure adequate financing and resources to address the specific needs of women? Do the current methods in place for measuring the degree of gender equality within in projects reflect the actual initiatives being taken on the ground? Furthermore, what is the role of Member States in promoting the WPS agenda and advancing gender equality? Does your Member State currently have a NAP? If so, is it action-oriented and does it contain measures for tracking progress?

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<sup>147</sup> “Financing for Gender Equality and Tracking Systems Background Note,” United Nations Development Group, September 2013, <http://www.undg.org/docs/13276/UNDG%20Gender%20Equality%20Marker%20Background%20Note%20-%20Final%20Sep%202013.pdf> (accessed July 19, 2014).

<sup>148</sup> Ibid.

<sup>149</sup> Ibid.

## II: Country-Specific Configuration (CSC): Liberia

### *Introduction*

To this day, Liberia is still recovering from the wages of the 14-year civil war that officially ended more than a decade ago. The Liberian Truth and Reconciliation Commission (TRC) estimated the conflict in Liberia claimed over 250,000 lives and displaced one million throughout the region.<sup>150</sup> The TRC of Liberia collected over seventeen thousand statements from the experiences of victims and perpetrators during the mandate period from January 1979 to October 2003.<sup>151</sup> Tens of thousands of violations were documented, which is more than any other previous truth commission.<sup>152</sup> Some of the human rights violations that were reported include 28,042 killings, 13,222 assaults, 13,045 abductions, 7,560 forced laborers, 4,937 tortures, and 2,308 rapes.<sup>153</sup> In addition to these numbers and those provided since 2003, numerous reports and witness reports have gone undocumented due to a lack of information on the perpetrating organization or location of the violation.<sup>154</sup> These acts of extreme violence and lack of documentation and even punishment of the perpetrators create distrust in Liberia's citizens with their government. The government often claims and publically states that its agents do not commit any politically motivated killings; however there are documented incidents that prove otherwise. On 27 February 2010, a Liberian National Police officer shot and killed a man over a personal dispute leading to a mob in retaliation for the killing.<sup>155</sup> The crowd doused the officer with a flammable liquid and set him on fire.<sup>156</sup> Citizens who distrust their own government are not on a path to peace, but often react with further violence. It is imperative to note that if Liberia is going to continue on a successful path of peacebuilding, it will need to earn the trust of its citizens.

In the eyes of the United Nations, peacebuilding is vital in restoring Member States' foundations for sustainable peace in the aftermath of conflict. Prior to peacekeeping, a conflict may occur that takes the nation by surprise, placing a majority of its people in direct and indirect danger. Each conflict situation provides distinct and specific information on destructive consequences, and who or what combination of factors caused the conflict. The understanding of each unique conflict and the needs of a Member State for post-conflict peacebuilding are handled by agencies of the United Nations with peacekeeping and peacebuilding mandates, including the Peacebuilding Commission (PBC). Although interrelated by some means, peacebuilding differs from peacekeeping, mainly in its implementation. Peacekeeping occurs during the conflict in order to solve the issue or crisis at hand, while peacebuilding connects the people and their country together in prioritizing the establishment of a peaceful society.<sup>157</sup> Peacebuilding is a superior method that connects the country's government to the nation. It empowers a nation to take pride in their identity and stimulates involvement between citizens and their government. While the downward spiral that brought them to this stage is detrimental, the ability to actively form and shape how these citizens want their government to work for their nation is an amazing process to watch.<sup>158</sup>

Once a conflict has been stabilized, Country-specific Configurations (CSCs) are used to plan the recovery of that Member State. CSCs are action plans created for individual countries placed on the PBC's agenda.<sup>159</sup> They assist in the development of a post-crisis rebuild by planning and gathering all necessary resources to recover a Member State. CSCs provide unique solutions that analyze each Member State based on the type of crisis, who is affected,

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<sup>150</sup> "Republic of Liberia Truth and Reconciliation Commission, Volume 1: Preliminary Findings and Recommendations," 19 December 2008, [http://trcofliberia.org/resources/reports/final/volume-one\\_layout-1.pdf](http://trcofliberia.org/resources/reports/final/volume-one_layout-1.pdf) (accessed June 16, 2014).

<sup>151</sup> Kristen Cibelli, Amelia Hoover and Jule Krüger, "Descriptive Statistics from Statements to the Liberian Truth and Reconciliation Commission," Benetech Human Rights Program, June 2009, <https://hrdag.org/content/liberia/Benetech-TRC-descriptives-final.pdf> (accessed June 16, 2014).

<sup>152</sup> *Ibid.*

<sup>153</sup> *Ibid.*

<sup>154</sup> *Ibid.*

<sup>155</sup> "2010 Human Rights Report: Liberia," United States Department of State, 8 April 2011, <http://www.state.gov/j/drl/rls/hrrpt/2010/af/154354.htm> (accessed July 18, 2014).

<sup>156</sup> *Ibid.*

<sup>157</sup> "Peacebuilding FAQ," United Nations Peacebuilding Support Office. <http://www.un.org/en/peacebuilding/pbso/faq.shtml#q2> (accessed August 19, 2014).

<sup>158</sup> *Ibid.*

<sup>159</sup> "Country-specific Configurations," United Nations Peacebuilding Commission, <http://www.un.org/en/peacebuilding/countryconfig.shtml> (accessed March 10, 2014).

what aid is needed, and where the aid should be applied for optimal results.<sup>160</sup> CSCs further guide Member States on a path towards peace and help to build a state where people come first and the government represents its people fairly. Once placed on the PBC's agenda, a series of informal and formal meetings occur in order to establish obtainable goals for peacebuilding. These goals typically cover many areas within a region to regain political, economic, and social stability. Resources necessary to fulfill the unique plan created by the CSC include humanitarian aid, knowledge sharing and human capital education, as well as the alignment of knowledgeable experts within applicable fields ranging from natural resource management to rebel terrorist groups within the region.<sup>161</sup> These high-value and effective resources are desperately needed in post-conflict situations to aid in the implementation of uniquely designed peacebuilding plans.<sup>162</sup>

Creating and executing an action plan or CSC can be extremely difficult, especially in consideration of the many areas an action plan must cover. Action plans are meticulously monitored by the PBC as a means to safeguard the PBC's resources and to ensure investment in effective reconstruction and rehabilitation efforts. Traditionally, the PBC assists Member States in the aftermath of conflict or on the verge of relapsing into conflict. The Commission recognizes the risk of losing critical financial and other aid resources if an agreement for peace does not already exist, such as the Accra Comprehensive Peace Agreement now in place within Liberia. The challenge for the PBC lies in already limited resources and the need to safeguard their usage to ensure they are as effective as possible.<sup>163</sup>

### *Understanding the Events Leading to the Liberian Crisis*

Liberia's history of conflict includes two civil wars that left the country devastated and almost unable to recover without the support of the international community. The first civil war began in 1989 during the presidency of Samuel Doe who represented the National Democratic Party of Liberia (NDPL) from 1980 to 1990.<sup>164</sup> Tensions heightened as Doe's followers from the Krahn ethnic group amassed political and military power, which in combination with the worsening economic conditions led to numerous assassination attempts from opposition groups that despised the favoritism and corruption in government.<sup>165</sup> Charles Taylor, a former government official under Doe, initiated the civil war by leading the National Patriotic Front of Liberia (NPFL) in the invasion of Liberia from neighboring Côte d'Ivoire.<sup>166</sup> The NPFL originally operated as a liberation organization for the people being oppressed by Doe, mainly consisting of citizens from Gio and Mano ethnic groups closely tied to Taylor's NPFL.<sup>167</sup> Reports further expose financial support to the NPFL by Libya, the Ivory Coast, and Burkina Faso.<sup>168</sup> The beginning of the civil war between Doe's Armed Forces of Liberia (AFL) and the NPFL revealed numerous signs of human rights violations early on. Two of the most memorable attacks include the AFL attack on the United Nations Compound on 30 May 1990, and later on a massacre of over six hundred civilians in St. Peter's Lutheran Church on 30 July 1990.<sup>169</sup> Even though the international community was already aware of the situation in Liberia, these two attacks were so gruesome, global media outlets were quick to report the stories and bring it to the public's forefront.

In August 1990, the Economic Community of West African States (ECOWAS) deployed the Economic Community Ceasefire Monitoring Group (ECOMOG) to attempt to stop the numerous human rights abuses through the signing of a ceasefire agreement.<sup>170</sup> ECOWAS also helped establish the Interim Government of National Unity (IGNU), but

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<sup>160</sup> Ibid.

<sup>161</sup> Ibid.

<sup>162</sup> Ibid.

<sup>163</sup> "Country-specific Configurations," United Nations Peacebuilding Commission, <http://www.un.org/en/peacebuilding/countryconfig.shtml> (accessed March 10, 2014).

<sup>164</sup> "Chronology of Events: Accord Liberia," Conciliation Resources, An International Review of Peace Initiatives, October 1996, <http://www.c-r.org/accord-article/chronology-events-accord-liberia> (accessed June 2, 2014).

<sup>165</sup> Ibid.

<sup>166</sup> Ibid.

<sup>167</sup> *An International Review of Peace Initiatives Accord: The Liberian Peace Process, 1990-1996*. Conciliation Resources: London, 1996. [http://www.c-r.org/sites/default/files/01\\_Liberia%201996\\_ENG\\_F.pdf](http://www.c-r.org/sites/default/files/01_Liberia%201996_ENG_F.pdf) (accessed June 14, 2014).

<sup>168</sup> Ibid.

<sup>169</sup> "Waging War to Keep the Peace: The ECOMOG Intervention and Human Rights," Human Rights Watch, Liberia, June 1993, <http://www.hrw.org/reports/1993/liberia/> (accessed July 1, 2014).

<sup>170</sup> Ibid.



Taylor resisted cooperation and hostilities among rebel groups continued.<sup>171</sup> On 9 September 1990, a splinter group of the NPFL led by Prince Johnson captured and tortured Samuel Doe to death after his refusal to resign and release power.<sup>172</sup> In November, a ceasefire agreement was signed by the NPFL and the AFL followed by a second peace agreement in December.<sup>173</sup> However, the fighting continued as additional warring factions emerged. After Doe's assassination, conflict soared out of hand when Johnson split from the NPFL and created the Independent National Patriotic Front of Liberia (INPFL), the Taylor-backed Revolutionary United Front (RUF) joined the war from Sierra Leone, and former soldiers from President Doe's army formed the United Liberation Movement for Democracy in Liberia (ULIMO)—all fighting in control of the government of Liberia.<sup>174</sup> Antagonist groups like the ULIMO were granted government posts in return for dissolving ties to the rebels.<sup>175</sup> By October 1992, the ceasefire had fallen through when rebel forces known as "Taylor's Fighters" under the NPFL launched a second attack on Monrovia. This left peacekeeping forces with no other option but to respond with heavy bombing raids.<sup>176</sup> In July 1993, the Contonou Peace Agreement was signed, which is considered the most comprehensive Liberian accord.<sup>177</sup> Despite the signing of the Contonou Accord, fighting continued over disputes regarding the allocation of government posts and new factions emerged in opposition to Taylor's NPFL, including the Liberian Peace Council (LPC). The NPFL began to call for evacuations, due to the large amount of human rights abuses such as massacres, rape, and the use of child soldiers in combat. In 1995, Taylor agreed to another ceasefire and a timeline for the demobilization and disarmament of his troops.<sup>178</sup> With much help from the international community, over a dozen peace accords were established amongst numerous parties surrounded by the conflict. However, the struggle for peace continued, and by 1996, three successive interim governments had been implemented.<sup>179</sup> With the signing of the Abuja Peace Agreement on 19 August 1995, the warring factions finally agreed to hold elections.<sup>180</sup> Subsequently in 1996, Taylor was elected as president of Liberia and a central government was established.<sup>181</sup>

Following Taylor's election, the international community supported a disarmament effort while West African peacekeepers began the withdrawal process.<sup>182</sup> Within the next two years, although a central government was formally in place, the conglomerate group of previously aligned rebels began to generate tension regarding feelings of power to be owed.<sup>183</sup> Despite original intentions to free the Liberian people from persecution by their own government, Taylor's continuation of old practices of corruption to attempt to relieve these tensions through fear were major contributing factors of the second civil war in Liberia.<sup>184</sup> Taylor's presidency was challenged by two rebel armies: Liberians United for Reconciliation and Democracy (LURD) based out of Guinea and the Movement for Democracy in Liberia (MODEL) which attacked in the east from Cote d'Ivoire, Taylor's previous home.<sup>185</sup> By 2003, forces from LURD had taken over much of the west and northwest regions of Liberia. The MODEL joined

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<sup>171</sup> "Accord Liberia: Peace Process 1990-1996," Conciliation Resources, October 1996, <http://www.c-r.org/resources/liberian-peace-process-1990-96> (accessed June 15, 2013).

<sup>172</sup> "Background on Liberia and the Conflict," The Advocates for Human Rights, <http://www.theadvocatesforhumanrights.org/uploads/chapter+4-background+on+liberia+and+the+conflict.pdf> (accessed June 16, 2014).

<sup>173</sup> Ibid.

<sup>174</sup> "Chronology of Events: Accord Liberia," Conciliation Resources, An International Review of Peace Initiatives, October 1996, <http://www.c-r.org/accord-article/chronology-events-accord-liberia> (accessed June 2, 2014).

<sup>175</sup> Ibid

<sup>176</sup> Ibid

<sup>177</sup> *An International Review of Peace Initiatives Accord: The Liberian Peace Process, 1990-1996*. Conciliation Resources: London, 1996. [http://www.c-r.org/sites/default/files/01\\_Liberia%201996\\_ENG\\_F.pdf](http://www.c-r.org/sites/default/files/01_Liberia%201996_ENG_F.pdf) (accessed June 14, 2014).

<sup>178</sup> Ibid.

<sup>179</sup> Ibid.

<sup>180</sup> Ibid.

<sup>181</sup> "Background on Liberia and the Conflict," The Advocates for Human Rights, <http://www.theadvocatesforhumanrights.org/uploads/chapter+4-background+on+liberia+and+the+conflict.pdf> (accessed June 16, 2014).

<sup>182</sup> "The Second Phase of the Civil War: 1999-2003," Peacebuilding Data, <http://www.peacebuildingdata.org/liberia/about-liberia/second-civil-war> (accessed June 16, 2014).

<sup>183</sup> Ibid.

<sup>184</sup> Ibid.

<sup>185</sup> "Background on Liberia and the Conflict," The Advocates for Human Rights, <http://www.theadvocatesforhumanrights.org/uploads/chapter+4-background+on+liberia+and+the+conflict.pdf> (accessed June 16, 2014).

the battle in early 2003, supported by the Ivorian President, Laurent Gbagbo.<sup>186</sup> Monrovia was sieged once again in late 2003 by both groups. This second invasion of the Liberian capital in less than two decades made efforts for humanitarian aid a complete nightmare. Taylor finally resigned on 11 August 2003, leaving Liberian Vice President Moses Blah to negotiate on the side of the government.<sup>187</sup> On 18 August 2003, the Liberian government formerly under Taylor signed the Accra Comprehensive Peace Agreement (CPA) in an effort to stop all violence between Liberia's government, LURD, the MODEL, and civil society representatives to bring an end to the second civil war.<sup>188</sup> The Accra CPA called for the establishment of institutions that would contribute to peace and facilitate healing and reconciliation among Liberians.<sup>189</sup> Since the signing of the document, Liberia has been regaining peace to review lessons learned and continue on the path to becoming a fully peaceful and contributing Member State.

These two civil wars were an extreme result of struggles for power and resources as favoritism amongst the government and ethnic groups increased. Due to the violent and barbaric nature of the Liberian conflict, many human rights abuses were prevalent throughout the Member State. Forced displacement, killings, assaults, abductions, lootings, forced labor, torture, arbitrary detention, rape, extortion, gang rape, and sexual slavery, were just some of the abuses reported during the conflict in Liberia.<sup>190</sup> The three most defined groups, NPFL, LURD, and the LPC reportedly committed the largest amount of crimes against the civilian populations, accounting for 61 percent of all reported violations.<sup>191</sup>

### ***The Process to Peace and Reconciliation***

The handling of Liberia's conflict began with the ECOWAS, whose rapid initial response was commended for their quick and professional response by Secretary General Kofi Annan.<sup>192</sup> The United Nations Observer Mission in Liberia (UNOMIL) was implemented by Security Council resolution 866 and set in place from 1993 to 1997.<sup>193</sup> UNOMIL was established to investigate reports of violations of the cease-fire agreement both within the borders of Liberia and with interactions of governments and citizens of neighboring Member States.<sup>194</sup> It further assisted in the safe execution of democratic voting of political figures, in the distribution of humanitarian aid, and in the generation of an action plan to disarm and demobilize combatants.<sup>195</sup> On 10 November 1995, the Security Council passed resolution 1020 to adjust the mandate of UNOMIL to support of the efforts of ECOWAS and the Liberian National Transitional Government (LNTG) to implement peace agreements, investigate alleged ceasefire violations, assist in the maintenance of assembly sites and the demobilization of combatants, support humanitarian assistance, investigate human rights violations and assist local human rights groups, and observe and verify elections.<sup>196</sup> The efforts of ECOWAS were welcomed into UNMIL's execution of peacekeeping efforts by provisionally approving ECOWAS forces as United Nations peacekeeping officers.<sup>197</sup>

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<sup>186</sup> "The Second Phase of the Civil War: 1999–2003," Peacebuilding Data, <http://www.peacebuildingdata.org/liberia/about-liberia/second-civil-war> (accessed June 16, 2014).

<sup>187</sup> Ibid.

<sup>188</sup> Ibid.

<sup>189</sup> S/2003/850. *Peace Agreement between the Government of Liberia, the Liberians United for Reconciliation and Democracy, the Movement for Democracy in Liberia and the political parties*. United Nations Security Council: Accra, Ghana. 18 August 2003.

<sup>190</sup> Cibelli, Kristen, Amelia Hoover and Jule Krüger, "Descriptive Statistics from Statements to the Liberian Truth and Reconciliation Commission," Bentech Human Rights Program, June 2009, <https://hrdag.org/content/liberia/Benetech-TRC-descriptives-final.pdf> (accessed June 16, 2014).

<sup>191</sup> "The Second Phase of the Civil War: 1999–2003," Peacebuilding Data, <http://www.peacebuildingdata.org/liberia/about-liberia/second-civil-war> (accessed June 16, 2014).

<sup>192</sup> SG/SM/8820. "Secretary-General Welcomes Liberia Peace Agreement," 18 August 2003. United Nations Security General, <http://www.un.org/News/Press/docs/2003/sgsm8820.doc.htm>

<sup>193</sup> S/RES/866. *Liberia*. United Nations Security Council. 22 September 1993.

<sup>194</sup> Ibid.

<sup>195</sup> Ibid.

<sup>196</sup> S/RES/1020. *UN Observer Mission in Liberia*. United Nations Security Council. 10 November 1995.

<sup>197</sup> "Report of the PBC Delegation Mission to Liberia," United Nations Peacebuilding Commission, August 2010. [http://www.un.org/en/peacebuilding/cs/cs/lib/pbc\\_visits/stmt\\_pbc\\_mission\\_report\\_16\\_Aug\\_2010.pdf](http://www.un.org/en/peacebuilding/cs/cs/lib/pbc_visits/stmt_pbc_mission_report_16_Aug_2010.pdf) (accessed June 14, 2014)

The United Nations Peacebuilding Support Office in Liberia (UNOL) was established on 1 November 1997, following the presidential election of Taylor and the withdrawal of UNOMIL.<sup>198</sup> UNOL's main focus was on the promotion of reconciliation and the strengthening of democratic institutions, political support efforts to mobilize international resources and assistance for national recovery and reconstruction, and coordination of the United Nations efforts related to peacebuilding.<sup>199</sup> With the signing of the Accra CPA that formally ended the 14-year civil war in Liberia, the Security Council established the United Nations Mission in Liberia (UNMIL) in resolution 1509 on 19 September 2003 to support the implementation of the ceasefire agreement and the peace process laid out in the agreement.<sup>200</sup>

One of the top priorities when attempting to regain control of a country's rogue government and civilian militias is by capturing the support and agreement of its people. There are numerous peace organizations that plan, create, and implement programs, from educating the public to creating basic infrastructure for governments and resource delivery. Starting from the ground up, there must be organizations that teach peaceful living, respect for others, as well as providing opportunities and the skills needed for community cooperation. Through programs such as the Foundation for International Dignity (FIND), citizens are taught and given opportunities for topics like social justice, individual rights, civic duties, as well as living in a social environment of dignity and peace to be discussed and evaluated.<sup>201</sup> These programs strive to make change for the Member State from its people first. Without the Member State agreeing for peace, it is significantly more difficult to make change just by providing aid and resources for infrastructure. FIND is a good example of an organization which helps citizens of Liberia get involved with their government and communities so that they can have a direct impact on the decisions that will govern them. Interestingly, FIND uses a multi-sector approach that utilizes local traditions and customs as the basis of addressing human rights.<sup>202</sup> This goes against traditional Western mode, but exemplifies and further proves that western ideals are not always necessary when addressing other countries' conflicts.<sup>203</sup>

The peacebuilding process in Liberia exemplifies the handling of Member States from conflict, through their peacebuilding process to their post-conflict state, as well as provides a great understanding of the importance and mandate of the PBC. The PBC's involvement with Liberia began 27 May 2010 when the government of Liberia requested the Secretary General to place Liberia on the agenda for assistance in strengthening rule of law, supporting security sector reform, and supporting national reconciliation.<sup>204</sup> In response, the PBC planned a delegation mission to Liberia in August 2010 to identify the main challenges and risks to peacebuilding in the Member State.<sup>205</sup>

### ***Refugees from and within Liberia***

During the conflict, nearly half of Liberia's 2.5 million people were forced to flee their homes at least once, giving Liberia the largest percentage of refugees and internally displaced people (IDP) of any other Member State in the world.<sup>206</sup> As of 14 January 2014, there are a total of 17,576 refugees and 1,991 Asylum Seekers originating from Liberia in other Member States.<sup>207</sup> In addition, there are 53,253 refugees and 54 asylum seekers who originated from another Member State but currently reside in Liberia.<sup>208</sup> Due to Cote d'Ivoire's crisis following their 2010 presidential election, Liberia opened six refugee camps in order to accept the 220,00 Ivorians fleeing into the

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<sup>198</sup> "Political Missions and Offices," Repertoire of the Practice of the United Nations Security Council, [http://www.un.org/en/sc/repertoire/subsidiary\\_organisations/special\\_political\\_complete.shtml](http://www.un.org/en/sc/repertoire/subsidiary_organisations/special_political_complete.shtml) (accessed June 20, 2014).

<sup>199</sup> Ibid.

<sup>200</sup> S/RES/1509. *Liberia*. United Nations Security Council. 19 September 2003.

<sup>201</sup> "Foundation for International Dignity (FIND)," Insight on Conflict, <http://www.insightonconflict.org/conflicts/liberia/peacebuilding-organisations/foundation-for-international-dignity-find/> (accessed June 3, 2014).

<sup>202</sup> Ibid.

<sup>203</sup> Ibid.

<sup>204</sup> Ibid.

<sup>205</sup> Ibid.

<sup>206</sup> Shelly Dick, "FMO Country Guide: Liberia," 2013, <http://www.forcedmigration.org/research-resources/expert-guides/liberia/fmo013.pdf> (accessed July 10, 2014).

<sup>207</sup> "2014 UNHCR Country Operations Profile – Liberia," United Nations High Commissioner for Refugees, <http://www.unhcr.org/pages/49e484936.html> (accessed July 10, 2014).

<sup>208</sup> Ibid.

country. Even though Cote d'Ivoire has the higher number of refugees, the return of Ivorian's to their Member State of origin has increased at a rapid rate in the first few months of 2014.<sup>209</sup> The United Nations High Commissioner for Refugees (UNHCR) who mandates the establishment and maintenance of the refugee camps has left the camp assets to the local population for repurposing.<sup>210</sup> The PBC has recognized the open buildings could provide necessary infrastructure for education, governmental offices, as well as residence for Liberians moving back to their home country. The PBC also recognizes that the building of a stable society with basic services such as medical, education, and access to government services are imperative to the maintenance of peace amongst the citizens of Liberia.

Many citizens of Liberia who were forced out or sought asylum in Western African Member States and refugee camps are hesitant to return for fear of a return to conflict.<sup>211</sup> Even with years of peace in place and refugees from other Member States seeking safety within the borders of Liberia, citizens who know Liberia's history first hand are hesitant to return. The Oru refugee camp near Lagos in Nigeria houses more than 700 Liberians who refuse to return back to their home even considering the camp was officially closed in 2007.<sup>212</sup> Returning to Liberia is a major concern for its locals who suffered the traumatic events perpetrated by rebel and non-rebel forces. Some 4,000 Liberian refugees currently seeking refuge in Ghana have applied for local integration into Ghana, 1,000 will return to Liberia, and about 1,000 more will apply for exemption to keep their refugee status according to the Ghana Refugee Board (GRB).<sup>213</sup> Only ex-refugees without a criminal record are eligible to stay and work in Ghana, and it is unlikely many of the ex-refugees applying for integration will be granted admission to remain and work in Ghana.<sup>214</sup> Those not granted integration into Ghana will face a risk of being deported into Liberia without support or resources, and more importantly, with a severe mistrust in the government. Individuals such as this are at risk to becoming violent offenders and even combatants in the rebel groups still present in Liberia.<sup>215</sup> In an article dated 3 October 2012, a Liberian ex-refugee who had recently lost his refugee status stated "There are people [in Buduburam] who played a major role in the war, some ex-soldiers, ex-rebels. Some hurt a lot of people, some were hurt and they lost hope in Liberia as a Member State. If all your relatives were killed, the fear is there of returning, no matter who is in power."<sup>216</sup> The words of this man demonstrate the feelings of thousands of Liberian refugees who fear there is still instability within the region. The international community considers Liberia a peaceful country and outwardly projects for all registered Liberian refugees to eventually move back. However, as noted above, with the terrible memories of massacres and lawlessness, many Liberian refugees do not want to return to their homes. It is imperative for the PBC to work to not only restore peace to the region but further to restore trust and reliance so that the peace can be maintained. The PBC must focus on gaining the trust of the Liberian people to return to their homeland to experience a newly awaiting government and nation before them.

### *The Liberia of Today and the PBC*

Liberia has a very unique political timeline as the Member State rebuilds itself. They have become Africa's first republic and are currently ruled by Africa's first female president, Ellen Johnson Sirleaf.<sup>217</sup> Sirleaf has made great efforts both internally and externally to restore Liberia, however there are considerable challenges that the government still seeks to address. There is now an underlying acknowledgement that sustainable peace in Liberia

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<sup>209</sup> "Refugee camp closed in Liberia as return to Cote d'Ivoire gathers momentum," United Nations High Commissioner for Refugees, <http://www.unhcr.org/53314ea49.html> (accessed July 10, 2014).

<sup>210</sup> Ibid.

<sup>211</sup> "Ten years since the war Liberian refugees feel they cannot return," BBC News Africa, <http://www.bbc.com/news/world-africa-23676470> (accessed July 8, 2014)

<sup>212</sup> Ibid.

<sup>213</sup> Ibid.

<sup>214</sup> Ibid.

<sup>215</sup> Ibid.

<sup>216</sup> "GHANA-LIBERIA: Limbo for ex-Liberian refugees," IRIN humanitarian news and analysis <http://www.irinnews.org/report/96440/ghana-liberia-limbo-for-ex-liberian-refugees> (accessed July 10, 2014)

<sup>217</sup> "Liberia Guide to the conflict and peacebuilding in Liberia" Insight on Conflict, <http://www.insightonconflict.org/conflicts/liberia/?gclid=CJPv9-fGs6gCFUsI3wodYBxYCW> (accessed June 2, 2014)

cannot merely be based on the absence of war, but rather on how secure, safe, and peaceful the citizens of Liberia feel—which is referred to as ‘positive peace’ by John Galtung.<sup>218</sup>

The PBC began its interaction in Liberia in 2010 to help bolster the country’s peacebuilding and post-conflict recovery efforts. In order to better define the PBC’s engagements in the country, the Commission and the government adopted the Statement of Mutual Commitments (SMC), which outlined the three agreed-on peacebuilding priorities.<sup>219</sup> The SMC provided the foundation for the subsequent development of a Peacebuilding Priority Plan (PPP) in January 2011 developed by the Government of Liberia.<sup>220</sup> This plan serves as the basis for interventions by the PBF in Liberia and provides a roadmap for additional resource mobilization and advocacy by the PBC.<sup>221</sup> On 9 May 2012, the PBC conducted a review of the original goals of the CSC, including the rebuilding and strengthening of the rule of law, providing a non-corrupt security organization, and promoting a sense of nationalism.<sup>222</sup> In respect to strengthening the rule of law, the PBC, in conjunction with the government of Liberia, established seven sub-goals. These goals include prioritizing the success of the Law Reform Commission, ensuring proper budget allocation for the national justice department, a reduction of pretrial detention, an increase in human development for justice staff, the encouragement of an open forum for the public to discuss the rule of law, the establishment of a case tracking system, and the establishment of oversight mechanisms to encourage accountability and public trust.<sup>223</sup> The most recent review of progress in Liberia, produced on 16 April 2014, noted the Law Reform Commission has provided expert advice to Liberia’s institutions in the executive, legislative, and judicial branches, enabling them to generate several pieces of legislation including a national oil policy and a new petroleum law.<sup>224</sup> The PBC further concluded that due to the Commission’s success in generating effective documents and reforms, budgetary allowance for continuance will be increased.<sup>225</sup> A 47 percent budgetary increase from 2011 to 2012 was allocated to the Ministry of Justice along with a general increase across the board for the Liberian National Police and its training academy. With funding from Australia, Liberia was able to expand its justice program through training and educating its legal workers.<sup>226</sup> Areas noted as gaps in progress include a lack of financial and human resource allocation to prison security as well as a lack of resources dedicated to the creation of a dialogue with the public on issues with the rule of law.<sup>227</sup>

The PBC also set more specific goals within the identified area of reform in a national security sector. Six sub-goals were established including adhering to the National Security Reform and Intelligence Act established in 2010 upon the initial introduction of the PBC into Liberia<sup>228</sup>, maintain budget allocation, support five regional ‘hubs’, continue reform of the Liberian National Police, establish civilian oversight to generate confidence in security, and continue support of ECOWAS initiatives.<sup>229</sup> Per the April 2014 review, Liberia is progressing with the inclusion of gender equality in the national government as there are up to 30 percent involvement in some national departments.<sup>230</sup>

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<sup>218</sup> Priyal Singh and Lesley Connolly, “The Road to Reconciliation: A Case Study of Liberia’s Reconciliation Roadmap,” The African Center for the Constructive Resolution of Disputes (ACORD), June 2014, <http://www.accord.org.za/images/downloads/brief/ACCORD-policy-practice-brief-30.pdf> (accessed July 25, 2014).

<sup>219</sup> PBC/4/LBR/2. *Statement of Mutual Commitments on Peacebuilding in Liberia*. United Nations Peacebuilding Commission. 16 November 2010.

<sup>220</sup> “Draft Liberia Peacebuilding Programme,” United Nations Peacebuilding Program, 2 May 2011, <http://www.unpbf.org/wp-content/uploads/Final-Approved-LPP-May-5-2011.pdf> (accessed August 1, 2014).

<sup>221</sup> Ibid.

<sup>222</sup> PBC/6/LBR/2. *Outcome of the first review of the implementation of the statement of mutual commitments on peacebuilding in Liberia*. United Nations Peacebuilding Commission. 09 May 2012.

<sup>223</sup> PBC/7/LBR/3. *Outcome of the second review of the implementation of the statement of mutual commitments on peacebuilding in Liberia*. United Nations Peacebuilding Commission. 20 March 2013.

<sup>224</sup> PBC/8/LBR/2. *Outcome of the third review of the implementation of the statement of mutual commitments on peacebuilding in Liberia*. United Nations Peacebuilding Commission. 20 April 2014.

<sup>225</sup> Ibid.

<sup>226</sup> Ibid.

<sup>227</sup> PBC/8/LBR/1. *Review of progress in the implementation of the statement of mutual commitments on peacebuilding in Liberia*. United Nations Peacebuilding Commission. 16 April 2014.

<sup>228</sup> PBC/75. *Peacebuilding Commission adopts draft statement laying out terms of partnership with Liberian government to strengthen rule of law, security-sector reform*. United Nations Peacebuilding Commission. 15 November 2010.

<sup>229</sup> PBC/7/LBR/3. *Outcome of the second review of the implementation of the statement of mutual commitments on peacebuilding in Liberia*. United Nations Peacebuilding Commission. 20 March 2013.

<sup>230</sup> PBC/8/LBR/1. *Review of progress in the implementation of the statement of mutual commitments on peacebuilding in Liberia*. United Nations Peacebuilding Commission. 16 April 2014.

However the public is not as well engaged as they should be in terms of security measures and security oversight. The PBC noted in their review that outside of the capital of Monrovia and especially in rural areas, there is a severe lack of public security awareness and oversight.<sup>231</sup> This is an important gap as the continued lack of attention to this portion of the CSC has a potential consequence to intensify mistrust in the government and the belief by many refugees that it is not safe to come home potentially fueling more emigration and potential rebel resistance.

The final major pillar of the PBC's action plan for Liberia included the promotion of national reconciliation. As part of this pillar, the following six sub-goals were created: a) maintain political will to peacebuilding, b) adherence to and production of a Truth and Reconciliation Commission, c) support an Independent National Commission on Human rights, d) address the role of youth in peacebuilding, e) address land issues properly, f) and make efforts towards effective constitutional reform.<sup>232</sup> The most recent review of Liberia's efforts towards these initiatives included the government's forward progress towards the development of a reconciliation road-map, although there is still much to be done to balance and include all ethnic groups in government representation and programs. The PBC has also noted that progress was made towards sub goals b and c however more efforts and funding must be done to ensure success of the Truth and Reconciliation Commission and the Independent National Commission on Human Rights.<sup>233</sup> The Strategic Roadmap for National Healing, Peacebuilding and Reconciliation, developed by the PBO and other key stakeholders in July 2013, "is an ambitious policy framework that fundamentally seeks to foster a greater degree of coherence among national and international actors, institutions and structures, as well as to mobilize human resources, such that they may be optimally geared towards the promotion of national reconciliation."<sup>234</sup> The challenge now lies in closing the gap between reconciliation between policy and practice. Again, in order to establish lasting peace, citizens and refugees residing in neighboring Member States must have confidence in the government and must feel the ability to trust further ethnic-based persecution will not occur in Liberia. It is up to the PBC to continue to provide the expertise and resources necessary to move Liberia to a place of consistency and security in order to avoid a third major conflict in two decades.

## **Conclusion**

Peace agreements and accords are seen as the solution for many conflicts; however, they are not often successful for conflicts involving civil rights crises and crimes against the civil society. The PBC's unique way of addressing post-conflict regions involves the creation of CSC's along with peace agreements. Key to work of the PBC are these action plans and their implementation. Refugees, the true victims of conflict are an important focus in any conflict causing peoples to be displaced. Managing the movement, housing, provision of food and water, and reintroduction to society for refugees is no easy task to organize. Many refugees and displaced citizens are hesitant to return to Liberia due to mistrust of the government's ability to provide security and growth. Throughout the past two decades of violence, the United Nations has worked in many capacities within Liberia to establish peace, and finally with the introduction of the Peacebuilding Commission, there is hope for a long lasting approach to the establishment of a safe and fruitful society. The Peacebuilding Commission has promised to provide political support and expertise, resource management, and a fostering partnership and cooperation with differing parties within the Liberian borders.<sup>235</sup>

PBC reports indicate substantial growth in the structure of the government, by actively training its employees and providing consideration of gender equality and budget reform. While much work and progress has occurred in the past four years, much is left to be done to ensure a successful peacebuilding process and a prosperous Liberia. The PBC must do more to address the topic of combatting Liberians' fears of returning their homeland. It is important that more is done to encourage the involvement of the citizens of Liberia in the peacebuilding process and in educating and empowering them to better understand the forward change touted by the government. It is imperative

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<sup>231</sup> Ibid.

<sup>232</sup> PBC/7/LBR/3. *Outcome of the second review of the implementation of the statement of mutual commitments on peacebuilding in Liberia*. United Nations Peacebuilding Commission. 20 March 2013.

<sup>233</sup> PBC/8/LBR/1. *Review of progress in the implementation of the statement of mutual commitments on peacebuilding in Liberia*. United Nations Peacebuilding Commission. 16 April 2014.

<sup>234</sup> Priyal Singh and Lesley Connolly, "The Road to Reconciliation: A Case Study of Liberia's Reconciliation Roadmap," The African Center for the Constructive Resolution of Disputes (ACCORD), June 2014, <http://www.accord.org.za/images/downloads/brief/ACCORD-policy-practice-brief-30.pdf> (accessed July 25, 2014).

<sup>235</sup> PBC/7/LBR/3. *Outcome of the second review of the implementation of the statement of mutual commitments on peacebuilding in Liberia*. United Nations Peacebuilding Commission. 20 March 2013.

for their newly created government to have a supporting citizen base; if this is avoided it has the potential to cause immigration and security issues throughout western Africa.

### *Committee Directive*

Delegates must work to fully understand the action plan currently in the process of implementation by the PBC in Liberia today. Further understanding to the action made thus far is essential to building concise and effective plans for the future. Delegates should consider the current successes and gaps of the current CSC and work to develop actions to strengthen the goals and commitments made by the PBC and Liberia. Delegates should look to develop unique methods in which to incentivize Liberians' ex-refugees to voluntarily reintegrate into society while maintaining a level of peace and protecting citizens from possible reoccurring attacks. Can Liberia effectively appreciate its resources and help from the PBC if its citizens do not feel safe to move back? What is the purpose of the newly formatted and trained government with personnel if they serve skeptical citizens? What other programs can be implemented for the people of Liberia who have gone through traumatic events or will need psychological, medical, and societal help due to the human rights violations many have witnessed?

## **Technical Appendix Guide**

### **Topic I: Working Group on Lesson's Learned (WGLL): The Gender Dimension in Peacebuilding and State-building**

Clare Castillejo, "Building a State that Works for Women: Integrating Gender into Post-conflict State Building," Foundation for International Relations and Foreign Dialogue (FRIDE), 2011.

[http://www.fride.org/download/WP107\\_Building\\_state.pdf](http://www.fride.org/download/WP107_Building_state.pdf)

This working paper examines the gender implications of state building processes, the role women play in shaping the post-conflict state, and the barriers that they face in doing so. It identifies key lessons for donors on how to promote gender equality within the political, institutional, and social change processes that follow conflict. Through its findings from a research project conducted in five post conflict countries (Burundi, Guatemala, Kosovo, Sierra Leone and Sudan) from 2009 to 2011, delegates will form an understanding of the role women play in state-building and the effects of state-building processes on women's rights and political participation.

"Design, Monitoring and Evaluation for Peacebuilding," DM&E for Peace, Search for Common Ground, 2014.

<http://www.dmeforpeace.org/>

This website serves as a platform for peacebuilding professionals to share tools, methodologies, and findings on peacebuilding practices. It provides hundreds of resources in the form of evaluation reports, webinars, and how-to guides on designing, monitoring, and evaluating peacebuilding programs. This resource will be helpful in determining some of the best practices for the engagement of women in peacebuilding and state-building. It may serve as a useful resource in developing a course of action for dealing with the topic at hand during committee.

*Guidance Note of the Secretary-General, United Nations Approach to Transitional Justice*, United Nations Rule of Law, 10 March 2010.

[http://www.unrol.org/files/TJ\\_Guidance\\_Note\\_March\\_2010FINAL.pdf](http://www.unrol.org/files/TJ_Guidance_Note_March_2010FINAL.pdf)

Building on the Secretary-General's 2004 report on *The rule of law and transitional justice in conflict and post-conflict societies* (S/2004/616), it explains key components of transitional justice from a rights-based perspective, and ways to further strengthen these activities. The Note offers three approaches for further strengthening UN transitional justice activities, including: striving to take account of the root causes of conflict and addressing the related violations of all rights, including economic, social and cultural rights; taking human rights and transitional justice considerations into account during peace processes; and coordinating DDR initiatives with transitional justice activities in a positively reinforcing manner. Delegates should use this guidance note in developing a better understanding of transnational justice measures within the UN-system and in providing solutions based on lessons learned.

"Sexual Violence, Education, and War: Beyond the Mainstream Narrative." *Human Security Report 2012*. Published for the Human Security Report Project. Human Security Press: Simon Fraser University, Canada, 2012.

<http://hsrgroup.org/docs/Publications/HSR2012/2012HumanSecurityReport-FullText-LowRes.pdf>

*The Human Security Report 2012* gives a detailed report on the human costs of war. It challenges a number of widely held assumptions about the nature of sexual violence during war and the effect of conflict on educational systems. Part I: Sexual Violence, Education, and War first reviews the fragmentary data on sexual violence against adults and children in conflict. Part II of the Report reviews global and regional trends in the incidence and severity of organized violence. Delegates may use this publication to gain a better understanding of modern conflicts and the effects of sexual violence.

Megan Bastick, “Integrating Gender in Post-Conflict Security Sector Reform,” *Stockholm International Peace Research Institute (SIPRI) Yearbook 2008 Armaments: Disarmament and International Security*, Chapter 4, 2008. <http://www.sipri.org/yearbook/2008/files/SIPRIYB0804.pdf>

This policy paper gives a detailed report on the role of women in security sector reform and the importance of integrating a gender perspective in post-conflict settings. Not only does it lay out the challenges to gender and security, it also provides approaches from previous experiences in the integration of gender perspective in SSR. This is a perfect starting point for delegates in gaining a comprehensive understanding of the underlying issues facing women in peacebuilding and state-building, and identifying the various approaches in addressing gender issues.

Tsjeard Bouta, Georg Frerks, and Ian Bannon, “Gender, Conflict, and Development,” The World Bank, 2005.

[http://www-wds.worldbank.org/servlet/WDSContentServer/WDSP/IB/2004/11/15/000090341\\_20041115142901/Rendered/PDF/30494.pdf](http://www-wds.worldbank.org/servlet/WDSContentServer/WDSP/IB/2004/11/15/000090341_20041115142901/Rendered/PDF/30494.pdf)

This publication was written as an effort to fill a gap between the World Bank’s work on gender mainstreaming and its agenda in conflict and development. It identifies a link between gender and conflict issues and provides the most comprehensive review of external and internal sources on gender and conflict. In addition, it highlights the gender dimensions of conflict, organized around major relevant themes such as female combatants, sexual violence, formal and informal peace processes, the legal framework, work, the rehabilitation of social services and community-driven development. And for each theme it analyzes how conflict changes gender roles and the policy options that might be considered to build on positive aspects while minimizing adverse changes. Delegates may use this source in suggesting different policy options and approaches to encourage change and to build more inclusive and gender balanced social, economic, and political relations in post-conflict societies.

## **Topic II: Country-Specific Configuration (CSC): Liberia**

Augustine Toure, “The Role of Civil Society in National Reconciliation and Peacebuilding in Liberia,” International Peace Academy, Project on Civil Society: Case Studies on National Reconciliation in Africa, April 2002.

[http://pbpu.unlb.org/pbps/Library/The\\_Role\\_of\\_Civil\\_Society\\_in\\_Liberia.pdf](http://pbpu.unlb.org/pbps/Library/The_Role_of_Civil_Society_in_Liberia.pdf)

This report provides an in depth analysis of the role of civil society in the peacebuilding process in Liberia. It explains the events leading to the conflict in Liberia as well as post-war effects and the roles of different stakeholders in building peace. This is a great resource for delegates in understanding the topic at hand in more detail and also can be helpful in the possibilities of solutions seen in plans of actions.

Chris Hondros, “Pictures from Liberia,” 2003.

[http://www.chrishondros.com/work\\_int/liberia/final/liberia\\_01.htm](http://www.chrishondros.com/work_int/liberia/final/liberia_01.htm)

This webpage gives delegates an inside look on the conditions and emotions of people in Liberia during the civil wars. It captures the raw emotions from highs to lows on what it is like to actively live through wartime. Please take warning, as some of these images may seem very grotesque and might be considered triggers for those that are sensitive. These captioned photos from the conflict will create a deeper sense empathy and spur a greater responsive peacebuilding effort.

“Comprehensive Peace Agreement Between the Government of Liberia and the Liberians United for Reconciliation and Democracy (LURD) and the Movement for Democracy in Liberia (MODEL) and Political Parties Accra, August 18, 2003,” United States Institute of Peace, August 18, 2003.

[http://www.usip.org/sites/default/files/file/resources/collections/peace\\_agreements/liberia\\_08182003.pdf](http://www.usip.org/sites/default/files/file/resources/collections/peace_agreements/liberia_08182003.pdf)



This document provides the basis for all peace efforts in Liberia. It is the originating document of peace between the Liberian government and LURD and MODEL. To understand where Liberia is today it is imperative to read this document and understand the efforts from the base of the issue.

“Liberia Guide to the conflict and peacebuilding in Liberia,” Insight on Conflict.

<http://www.insightonconflict.org/conflicts/liberia/?gclid=CJPv9-fGs6gCFUsI3wodYBxYCw>

This webpage is full of links to articles and analysis of all of Liberia’s conflict and where it stems from. It has many more resources than this specific page; this page is a recommended starting point as you research this topic. It does not strictly reference the civil wars but will give delegates insights to conditions and possibly new creative techniques on peacebuilding.

Peacebuilding & the United Nations, United Nations Peacebuilding Support Office.

<http://www.un.org/en/peacebuilding/pbso/pbun.shtml>

Peacebuilding seeks to reduce the risk of lapsing or relapsing into conflict. This is crucial often times to peacekeeping as peacebuilding occurs by reinforcing the capabilities of governing systems at all levels.

Peacebuilding is a long, complex process meant to address the root issues that affect the State and/or society’s ability to effectively function. The link provided here gives other great resources for delegates, including the 1992 report, An Agenda for Peace, the already mentioned Brahimi Report, as well as gives links toward the Peacebuilding Fund.

## Peace Building Commission Addendum

### Report Writing at SRMUN Atlanta 2014

Some things to keep in mind

- Absolutely no prewritten reports or segments
- Merge working documents with others that are on the same issue or aspect
- The final document is from the body, not an individual or groups of delegates

What makes a report-writing committee unique?

- Reports are much more text heavy than resolutions.
- Reports use complete sentences rather than a single sentence in a resolution and are made up of a series of paragraphs
- Reports do not use operative or preambulatory clauses
- Reports, like resolutions, are the final recommendations of the committee on the topic
- Reports will be identified in committee as working paper, draft report segment, and report segment
- The final report will combine all report segments approved by the body – collaboration is the key to the body's success

Structure of a Report:

**Introduction:** The introduction is always difficult because you do not want it to overlap with the mandate so it should focus on the general goals of the body, possibly including key documents that shaped the committee or details about its history, depending on the wants of your director. It may also include an overview of the situation with which the committee is confronted.

**Mandate:** While the introduction provides basics, the mandate consists of generally one section entitled “General Background” and needs to explain explicitly why the committee has the right and authority to proceed. Here those writing the report need to call on specific previous documents, agreements, statements, etc that relate to the committees goals while also explaining the background of the situation and why action is necessary.

**Conclusions and Recommendations:** The conclusions section is the first sub-point in the “Conclusions and Recommendations” section and should provide one to three concise paragraphs that explain the committee’s overall feeling and, well, conclusions on a subject. It is very similar to the conclusion of any standard report you would write for a class assignment. Typically in this section, perambulatory-like phrases are used.

(Recommendations): This sub-section is also straight-forward and should be exceptionally detailed, providing actions that the committee recommends be taken just like you would see in the operatives section of a resolution. Because of this, the same types of operative words are generally used and developed into complete sentences.

**TO CONCLUDE:** The intro says who the committee is and what it values, the mandate explains why the committee can act and narrates the history of the situation, the conclusion seeks to explain the situation as the committee sees it and justify policy prescriptions that are laid out in the recommendations subsection.

### **Building a Report in Committee**

Each subtopic should have enumerated clauses which outline the substance of the report. Each sub-header (A, B, C, etc.) should be repeated in all four parts of the report. Usually, one sub-header would correspond to one draft report segment. For example, if a final report is the combination of three report segments, then sub-header A would correspond to the first segment, B to the second segment and C to the third segment. Thus, the introduction of the first draft report segment would become sub-header A of the introduction of final report, and same goes for the other parts of the report

Please see the following page for an example report template.

*SRMUN HEADING HERE*

- I. Introduction**
  - 1.
- II. Mandate**
  - General Background**
  - A. SEGMENT TITLE**
    - 1.
    - 2.
- III. Conclusions and Recommendations**
  - A. SEGMENT TITLE**
    - 1.
    - 2.



**Southern Regional Model United Nations Atlanta 2014**  
***Revitalizing “An Agenda for Peace”: Preventative Diplomacy,  
Conflict Resolution, and the Making of Peace in Our Time***

November 20 – 22, 2014  
Atlanta, GA

Committee: The Peacebuilding Commission

Subject:

Sponsors:

Signatories:

1 **Country-Specific Configuration of the Peacebuilding Commission,**

2

3 **I. Introduction: [TOPIC NAME]**

4

5 *NO HEADINGS OR SUB-HEADINGS HERE*

6

7 **II. Mandate: Poverty Reduction**

8

9 **A. [TOPIC NAME]**

10

11 *NO SUB-HEADINGS HERE*

12

13 **III. Conclusions and Recommendations: [TOPIC NAME]**

14

15 **A. Conclusions**

16

17 3. [CONCLUSION PARAGRAPH 1]

18

19 4. [CONCLUSION PARAGRAPH 2]

20

21 **B. Recommendations**

22

23 5. [RECOMMENDATION PARAGRAPH 1]

24

25 6. [RECOMMENDATION PARAGRAPH 2]

26

27