



Government of Liberia



Programme Document Support to National Peace and Reconciliation

AFT PILLAR

Pillar 1: Peace, Justice, Security and Rule of Law - create an atmosphere of peaceful co-existence based on reconciliation and conflict resolution and providing security, access to justice, and rule of law to all

UNDAF OUTCOMES:

#1.2: Peace and Reconciliation: Liberia has an improved, coherent and inclusive mechanism for national reconciliation operational at national, regional, county and local level

EXPECTED CP OUTCOME:

#2: National reconciliation and social cohesion fostered within an enabling constitutional and legal environment supported by strengthened and accountable justice and security institutions at national and local level.

UNDAF ACTION PLAN OUTPUT

Output 1.2.1 Inclusive Policy processes enhanced

Output 1.2.2 Transitional justice as captured in Strategic Roadmap for National Healing, Peacebuilding, and Reconciliation enhanced.

Output 1.2.3 Capacities, systems and structures for dialogue, mediation and conflict resolution (including Alternative Dispute Resolution) at national, county, and community levels strengthened

Output 1.2.4 Women, youth and vulnerable groups empowered to participate and assume leadership roles, for peacebuilding and national reconciliation

Output 1.2.5 Socio-political resilience and institutions for positive peace strengthened

UNDAF OUTCOMES:

EXPECTED CP PROGRAMME OUTPUTS:

i) Community Based Truth Telling & Atonement fostered; ii) awareness raising on the National Reconciliation Roadmap designed and implemented; iii) Community Dialogue and mediation enhanced; iv) National and Community Based Reparations framework established; PBO Strengthened to effectively carrying out its

functions in the Ministry of Internal Affairs/Peacebuilding Office.

IMPLEMENTING PARTNER:

IMPLEMENTING AGENCIES: Independent National Human Rights Commission, Ministry of Planning of Internal Affairs, Law Reform Commission, Liberia Peacebuilding Office

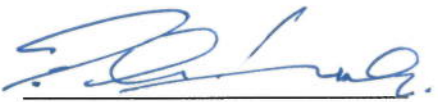
Programme Period: January 2014 – December 2014
Key Result Area (Strategic Plan): Democratic Governance
Atlas Award ID: Palava Hut (00075749); PBO
(00061292) Strengthening Local
Mechanism for Peace (0075749);
and (00088731)
Atlas Project ID:
Start date: January 2014
End Date: December 2016
PAC Meeting Date: February 7, 2014

Total resources required: US\$ 7,803,000
Total allocated resources: US\$ 5,808,000
Regular: PBF Other: BCPR
Donor \$5,500,000 (PBF)
Donor \$ 308,000 (BCPR)
Government _____
Unfunded budget Gap: US\$,2,000,000
In-kind Contributions _____



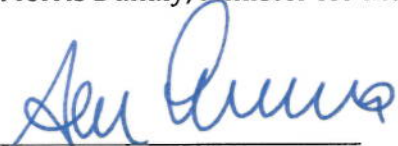
Amara Konneh
Acting Minister, MoPEA
Agreed by Government of Liberia, Executing Entity

20/03/14
Date



Agreed by Implementing Partner:
Morris Dukuly, Minister for Internal Affairs

02/13/2014
Date



Aeneas Chuma
Resident Representative/Resident Coordinator
Agreed by UNDP

19/02/14
Date

I. Situation Analysis

The Government of Liberia is committed to safeguarding a peaceful environment for its people, by fostering and promoting national reconciliation. The Agenda for Transformation recognizes that development efforts in Liberia will not result in positive outcomes if there are no clear strategies for conflict resolution and peace building to resolve and minimize ethnic and socio-economic cleavages. In recent years, the Republic of Liberia has witnessed a series of successes that demonstrate the national effort to rally together and rebuild the country into a nation that is secure, peaceful and prosperous for all. The foundation for addressing the causes and consequences of the 14-year conflict is being built, through looking at existing cleavages in society, enhancing political participation and fostering a sense of national unity.

However, many cleavages still exist. The November 8th 2011 incident at the headquarters of the opposition Congress for Democratic Change, student riots and numerous land disputes a number of which have resulted in deaths, all underscore the need for the state and non-state actors to build up capacities, knowledge and good-will to facilitate dialogue on reconciliation and build a sustainable platform for peace. In her speech to the first session of the 53rd National Legislature of the Republic of Liberia in early 2012, President Ellen Johnson-Sirleaf declared: *"To guarantee our peace, we must do more to unite our people. Liberia is today a nation at peace, but not yet at peace with itself. Our journey of national healing is under way, but it is not complete. To claim the future we must reflect and heal the past."*

The comprehensive peace agreement (CPA) of 2003 brought about a negotiated peace settlement and ushered in an interim government supported by a robust United Nations peacekeeping mission. Demobilization, disarmament and integration of combatants from all the warring factions was undertaken, reform of the security sector initiated, and peaceful general and presidential elections conducted in 2005. This was followed in 2011 by the second post war democratic Presidential and Legislative elections.

In 2010, the Government of Liberia (GoL) requested the Secretary General to place Liberia on the agenda of the United Nations Peacebuilding Commission (PBC) to help the country consolidate its peace with a focus on three peacebuilding priorities: strengthening rule of law, supporting security sector reform, and promoting national reconciliation. The Government of Liberia and the United Nations Peacebuilding Commission adopted the Statement of Mutual Commitments (SMC) to guide the PBC's engagement. The Liberia Peacebuilding Programme (LPP) was subsequently developed to implement the priority components.

The GoL has made significant progress in the implementation of the first two pillars of the LPP namely Security Sector Reform and Justice and Rule of Law. However, on national reconciliation—defined in the LPP as youth empowerment, land dispute resolution, and social cohesion— progress is mixed. While a functional Land Commission and National Youth Service Programme have been established, there has been slow progress on the social cohesion component including the design of an overall national healing and reconciliation architecture, as called for in "Agenda for

Transformation”: Liberia’s Medium Term Economic Growth and Development Strategy (2010 – 2017).

One challenge that contributed to the delay in implementing the peacebuilding and reconciliation component of the LPP was the presence of multiple actors and programmes on reconciliation across Liberia, leading to inconsistent efforts, increased duplication, waste, and unnecessary competition. The GoL and the Liberia Country Specific Configuration (CSC) of the PBC agreed to develop a coherent strategic framework that elaborates the reconciliation priorities, explicitly defines roles and responsibilities as well as coordination and implementation strategies.

The Joint Steering Committee (JSC) of the Peacebuilding Fund in Liberia tasked a National Reconciliation Special Task Force (NRSTF) headed by the Ministry of Internal Affairs (MIA) and comprising members of the Technical Advisory Group for Reconciliation, to develop a National Reconciliation Strategic Framework (NRSTF) through a consultative process.

The political realities arising from the November 2011 presidential and general elections and the youth riots that followed a poorly administered vacation job scheme reinforced the urgency for national healing and reconciliation. President Ellen Johnson-Sirleaf, in response, requested her fellow Nobel Peace Laureate, Leymah Gbowee, to lead the national agenda for healing and reconciliation, with a one-year mandate to facilitate coherence among the multiple reconciliation and peacebuilding initiatives¹ and foster dialogue among political leaders. The President also requested the Ministry of Internal Affairs to provide oversight and coordination for all government related reconciliation initiatives and the Ministry of Planning to ensure the alignment of the reconciliation agenda with other policy frameworks including, the Agenda for Transformation, Vision 2030, and the *New Deal* of the International Dialogue on Peacebuilding and Statebuilding. This was in line with the on-going work of the Ministries of Internal Affairs and Planning and Economic Affairs, which had been leading the Technical Advisory Group (TAG) on National Reconciliation.

UNDP through its Bureau of Crisis Prevention and Recovery and the United Nations Peacebuilding Support Office provided technical support to the Government of Liberia to draft a National Reconciliation Roadmap. The draft Roadmap was presented and endorsed at a National Dialogue in December 2012 and its implementation formally kick-started in June 2013. In addition, it developed a Multi-Year Support Strategy agreement with UNDP Liberia Country Office which, among other things, identifies the promotion of national healing and reconciliation as foundations for sustainable peace in Liberia and highlights this as being critical in healing the wounds of the past and building a shared vision and strong inter-ethnic cohesion among Liberia’s diverse ethnic communities. BCPR’s support includes assisting to develop a national reconciliation strategy so as to bring coherence among competing initiatives, setting up a peace infrastructure, and supporting the Palava Hut process and community reconciliation.

¹These include the Independent National Commission on Human Rights (INCHR) mandated to implement the TRC recommendation on community-based palava hut reconciliation, the Governance Commission and the Ministry of Economic Planning co-leading the visioning process in which reconciliation is one of the two pillars (the second being economic progress), the Ministry of Internal Affairs with the core mandate of providing coordination oversight of all reconciliation activities, and civil society with an elaborate reconciliation proposal developed with technical support from the Humanitarian Dialogue.

Reconciliation Initiatives in Liberia

Liberia's history is replete with attempts at national reconciliation notably, Presidents Arthur Barclay's Interior Plan and William V.S. Tubman's Integration and Unification Policy, which led to an Act establishing Unification Day as national holiday and was passed into Law on 14 May 1956. There were also other initiatives: inter-tribal, intra-communal, inter-ethnic and inter-county dialogues in many parts of the County since the 1930s to help to amiably resolve conflicts.

Post 2003 and as part of the CPA, warring factions leaders agreed to establish a truth and reconciliation commission (TRC) to "...seek to establish the truth through a public dialogue which engages the nation about the nature, causes, and effects of the civil conflicts", with the aim to promote peace, justice, and reconciliation.

After three years of extensive consultations in Liberia and outside in the diaspora, including taking of over 20,000 statements and over 800 public hearings, the TRC released its final report in June 2009. The report lays bare the massive human rights abuses including rape and sexual based violence, the use of child soldiers, and the wanton killings of innocent civilians, often through public executions and massacres. It also traces the root causes of the horrific war to the inception of the state with all its exclusive policies and the institutionalization of corruption and impunity.²

The report argues that in order to dismantle impunity and set Liberia on the path of healing, a mix of prosecution, lustration, and national healing through truth-telling, reparation, and memorialization—followed by strong democratic and justice and rule of law institutions—is urgently needed. While there are some attempts to implement the TRC recommendations, these, at best, have been selective.³

UNDP niche and comparative advantage

This programme builds on the achievements of UNDP Liberia past projects such as the Support to TRC project which provided the logistical, technical and advisory support which enabled the TRC undertake statement collection, organize public hearings and to conclude its final report with recommendations. In addition to this UNDP through its Bureau of Crisis Prevention and Recovery and with support of the UN Peacebuilding Support Office has provided significant technical advisory support to the Government of Liberia in the formulation of the Liberia Priority Plan but more specifically in the development and costing of the National Reconciliation Roadmap. The Country Office is also supporting current programme such as the Support to Constitutional Review and Liberia Decentralization Support Programme which have been highlighted as critical processes within the peace and reconciliation agenda along with the strengthening and reform of the justice and security sector in Liberia.

² The TRC Report also highlights a number of conflict factors that were at the root of the conflict and have the potential to recreate tensions and violence, basing its recommendations in part on seeking to address them. The TRC conflict factors include: Poverty, over-centralization of governance, Lack of effective dispute resolution mechanisms, Duality of Liberian political, social and legal systems, Ethnicity and divisive clustering, Entrenched systems of patronage, Discrimination against women, Land acquisition, distribution, and accessibility, Lack of clarity on Liberia's history, Identity issues, and Gradual breakdown of the family structure.

³ The National Visioning exercise covering identity issues, the flag, motto; reform of the Liberia National Police, the Palava Hut Process led by INCHR, the Decentralization Act, planned constitutional reform, child's act, code of conduct for the executive branch, etc. address some aspects of the TRC report without commitment to acknowledge history wrong, subjecting perpetrator to the rod of justice, and commit to individual reparation.

UNDP Liberia also manages the Justice and Security Trust Fund and implements components of the Justice and Security Joint Programme.

UNDP Corporate has specialized technical capacity and knowledge through its Bureau of Crisis Prevention and Recovery to support country in developing policy options and building resilient institutions for peace building and crisis-prevention. BCPR's Multi-Year Strategy for Liberia referred to above is an example of how this support is structured.

Programme Strategy

The aim of this programme is to contribute to current efforts to strengthen institutions and promote peace and reconciliation in Liberia. The programme is designed to support conflict prevention and mediation capacity of and coordination between key oversight institutions, ministries, agencies, and civil society. The programme design is informed by UNDP's work both in Liberia and globally, and its implementation will be informed by several guiding principles. These include:

Relevance: This project aims to support the achievement of the Agenda for Transformation and the objectives of the UN Development Assistance Framework for Liberia (2012-2017). The Agenda for Transformation prioritizes ensuring long term peace and stability through managing tensions in society to reduce the risk of future conflict, increasing social cohesion and ensuring that the principles of human rights are upheld. It recognizes the importance of institutionalizing conflict-sensitive practices throughout government, working with civil society and community based organizations and coordinating peace-building activities.

II. Partnership and Coordination

The MIA, through Peace-building Office established at the Ministry⁴; has the mandate to coordinate the implementation of the National Reconciliation Roadmap. Partnerships with the Governance Commission and Independent Commission Human Rights will be critical to implementation as well as CSOs. Under the Delivering as One programme which highlights peace and reconciliation as one of the key UN areas of intervention in Liberia, the programme will work closely with other UN agencies such as UNICEF, UN Women, UNESCO and UNMIL to ensure coordinated implementation of outputs under the UN One Programme.

Flexibility: The reconciliation landscape is fluid and ever-changing as both the state and non-state actors grapple to define reconciliation and build consensus on the most appropriate strategies to achieve sustainable peace and reconciliation in Liberia. The project is cognizant of the fact that post-conflict environment requires a greater degree of flexibility to make use of the

⁴ The Liberia Peacebuilding Office currently performs this function at the MIA – and may be renamed as mentioned above suggested in the Reconciliation Roadmap.

opportunities and address the challenges presented by the fluid reform context. Therefore, the proposed outputs of the project are broad in scope in order to allow for flexibility in responding to the emerging opportunities and challenges. The activities proposed are also consistent with activities proposed under different reform strategies, thus ensuring cross-programme synergies and complementarities.

Capacity development: The project will focus on building both supply-side and demand-side capacities. It will ensure that tailored capacity building support will be provided to establish a core group of experts in the country – who will be in a position to provide capacity building support and mentor others. To achieve this, the project will support south-south knowledge exchange, with countries such as Rwanda for example, seek to bring in peace-building and conflict prevention experts to design and roll-out targeted trainings, and foster peer-to-peer learning and knowledge networking. Where possible, local experts from the Kofi Annan Institute for Peace and Conflict Transformation (KAICT) at the University of Liberia will also be involved in these capacity building efforts bringing in their expertise and deep local knowledge on conflict management including mediation strategies. These capacity building efforts will also provide an opportunity of officials from different institutions to interact and network with each other and possibly collaborate on different initiatives. The project will also support officials and civil society actors' participation to make use of international training opportunities.

Deliver as one: UN has undertaken reforms to improve system-wide coherence and ensure that all its assets and expertise are optimally used in support of country needs and demands to promote sustainable human development. In Liberia, UN system has taken steps to 'deliver as one'. The same aspiration to ensure coherence throughout the UN support to Liberia, will inform implementation of the project. The project will build synergies with and support current work of the UN systems and donors in the areas of youth, women empowerment, decentralization, constitutional review, justice and security.

Gender: Women have played a critical part in the peace and reconciliation process in Liberia. The 2011 nomination of two Liberian women, Leymah Gbowee and President Ellen Johnson Sirleaf is testament to that fact. Women civil society groups have continued to remain engaged in the peace consolidation process. However with a lack of clear vision and agenda in the national reconciliation process their focus has not been concerted. Within the framework of the National Reconciliation Roadmap, clear objectives and strategies for women's participation has been defined. UN Women will be providing strategic support to women CSOs and women's movement in this regard. This project will seek to collaborate with structures established by UN Women programmes to support the implementation and mainstreaming in the activities supported by UNDP.

Youth: Youth represent approximately 60% of the Liberian population. A Liberian youth of 30 years today has lived in a state of civil conflict virtually all his/her life, with the last fourteen years being full-fledged armed conflict. The vast majority of those affected by the war are the youth, a large number of who

now feel alienated, frustrated and most vulnerable. These past experience and current circumstances of unemployment for the youth portend great risks to the country's future stability. As such, the National Reconciliation Roadmap on Reconciliation provides for significant involvement of the youth in the peacebuilding process. UNICEF within the framework of Delivering as One will be leading in engagement with the youth. Again this project will work closely with UNICEF to ensure that adequate strategies are integrated to support youth involvement in the implementation of this programme of support.

III. Sustainability:

As indicated above, the project is positioned to provide support to on-going initiatives and mainstream conflict mediation and peacebuilding capacities into governance processes. The project will be implemented by the Ministry of Internal Affairs who will partner with other key partners such as the GC, INHCR and CSOs who are involved Liberia's peace and reconciliation efforts ensuring not only national ownership of the proposed project but also the sustainability of mainstreaming conflict mediation and peace building capacities in all reform processes. Further, as mentioned above, the project will aim to strengthen the coordination capacity of the Ministry of Internal Affairs in this sector through the strengthening of the Peacebuilding Office to coordinate and lead on national reconciliation and peacebuilding initiatives.

IV. Project Objectives

The overall objective of the programme is to support the Government and people of Liberia's vision outlined in the Vision 2030 for *a modern, strong, politically stable, socially inclusive and united Liberia, where citizens are proud of and uphold their national values and the common good.*

To support this vision the programme has adopted a two prong strategy that focuses on:

- a) Rebuilding and strengthening inter-group relations;
- b) Support the building of more inclusive public and community institutions

To achieve overall objectives, the project will provide support to both state institutions (relevant line ministries, agencies and oversight institutions) and civil society organizations through the interlinked outputs, indicated in the below section.

Output 1: Community Based Truth Telling & Atonement (National Palava Hut Programme)

This will be undertaken in all war-affected communities in Liberia through a modified context-relevant Palava Hut System (PHS). The PHS is a traditional conflict resolution and transitional justice mechanism that exists in various forms across all Liberian communities. The project aims to break the vicious cycle of impunity that continues to threaten individual and inter-group security and well-being across

Liberian communities. It will bring together victims and alleged perpetrators in a well-guarded process to tell the truth, resolve outstanding conflicts from the war including land and property claims, and atone for past wrong. Key activities to be undertaken will include:

- Conduct comprehensive study across the four linguistic communities in Liberia to determine the forms and content of their respective PHS;
- Undertake mapping exercise of the types of war-related violations that can be addressed through the PHS;
- Conduct nation-wide awareness campaign on the process, benefits, and safety of the PHS;
- Support the establishment of gender-specific (men and women) Palava Hut Committees (PHCs) and provide capacity development support including training, equipment, supplies, and transportation; and
- Roll out a comprehensive palava hut programme intended to address some of the wrongs of the civil crisis, provide psychosocial support and help heal the wounds.

Output 2: Liberia Peacebuilding Office strengthened and supporting the Government of Liberia Peacebuilding and Reconciliation Programmes as well as performing its Secretarial Functions to the PBF Joint Steering Committee (JSC)

The Peacebuilding Office (PBO), based in the Ministry of Internal Affairs, was established in January 2009 as the PBF Secretariat in Liberia. The PBO has been instrumental in supporting the Joint Steering Committee (JSC) to oversee and coordinate the implementation of the Statement of Mutual Commitments (SMC) and the related Liberia Peacebuilding Programme (LPP) as well as other PBF-funded peacebuilding initiatives.

The PBO has effectively coordinated the collaboration among all key actors in the area of peacebuilding and reconciliation in Liberia, including the various Government institutions and agencies, civil society organizations, UN Agencies and donors. The PBO convenes and facilitates the Technical Advisory Group (TAG) on Justice and Security as well as the TAG on National Reconciliation to review project proposals and provide technical advice to the Steering Committee.

The PBO also plays a critical role in providing expert technical assistance in monitoring, reporting and evaluation. For the PBF-supported programmes and projects, PBO assists the concerned institutions/agencies to develop the necessary results frameworks and M&E plans to effectively monitor and report on the implementation of these initiatives. This includes sharing lessons learned among various projects and make recommendations for adjustments if needed. The PBO coordinates the production of a comprehensive, evidence-based annual report on the SMC as well as the various PBF-funded projects. In addition, technical support and quality assurance is provided to all agencies in their more regular reporting on results achieved and challenges faced. PBO acts as the key focal point for communication with the PBSO, PBC and the MPTF Office.

Furthermore, PBO continues to strengthen conflict-sensitive capacities of all key actors through training of policy-makers, civil society organizations and local government staff in the various counties of Liberia. PBO also continues to forge critical partnership with different peacebuilding institutions at local, regional and international level, facilitate conflict mapping exercises and 'hot spot' assessments, and support the establishment of conflict early warning and early response systems. The PBO has also been leading the development of the Reconciliation Roadmap and will serve as the Project Management Unit at the MIA to support the National Reconciliation Steering Committee coordinate and oversee the full implementation of the Reconciliation Roadmap. To measure progress in people's attitudes and perceptions, the PBO will also support the design and conduct of a 'National Reconciliation Barometer survey' on a regular basis, to be undertaken by a national research institute in Liberia. Experiences and lessons are expected to be learned from the Institute for Justice and Reconciliation (IJR) in South Africa, where such a public perception survey has been carried out for over 10 years.

For the period 1 July 2013 - 30 June 2016, further support would be required from the PBF in order to effectively and efficiently carry out all the key functions of coordination, monitoring and reporting as described above, and any additional responsibilities. The support would cover the costs of coordination, key staff, JSC and other meetings, training in M&E, conflict sensitivity, early warning, monitoring missions, a number of perception surveys, report production, conducting reviews and evaluations, and communication/outreach. At the same time, efforts are being made to include certain staff on the regular GOL budget to ensure national ownership and sustainability. For instance the Early Warning Programme Assistant assigned at the PBO has now been placed on the GOL Payroll through the Civil Service Agency of Liberia. Since 2010 this staff member worked at the PBO under the President's Young Professionals Programme.

Output 3: Community Dialogue and mediation / strengthening local/traditional capacities for peace

The civil war multiplied and exacerbated inter-community and land-based conflicts and weakened indigenous nonviolent conflict transformation institutions and mechanisms. At the national level it contributed to the deep polarization in the political landscape which undermines reconciliation and the post-war rebuilding process. This action area aims to rebuild and/ or strengthen community and national structures and skills for dialogue, mediation, and nonviolence communication. It is expected that these platforms will result in effective national and community dialogue and mediation committees and decreased intra- and inter-community conflicts and violence as well as land-based and other natural resource management conflicts thereby contributing to a more cohesive, safe, and productive communities.

Key activities will focus mainly on the a) Support County Peace Committee in mediation processes and in identifying and reporting conflict early warning signals for prompt redress b) support and establishment of Regional Early warning Centers.

Output 4: Support to the Law Reform Process – through the Law Reform Commission

The Law Reform Commission (LRC) as part of its mandate focuses on a number of key outputs for which a certain extent of PBF support is requested: 1) Conclude and enforce the National Law Reform Policy which considers robust engagement with stakeholders around the country to gather inputs; 2) Harmonization of the dual statutory and customary legal/justice system in Liberia which poses grave challenges to Liberia's justice system and the question of equality and equal protection as provided by the Constitution. Considering the great diversities between Liberian cultural and traditional groups, the need for mass education and participatory consultations at the County, District, Clan, Town and Village levels is paramount. PBF support would be essential to organize such consultations across the country, as well as to strengthen the LRC's capacity to provide specific legal and policy advisory support to the Constitutional Review Committee (CRC).