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## PEACEBUILDING COMMISSION BACKGROUND GUIDE 2014

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# NATIONAL MODEL UNITED NATIONS



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# THE 2014 NATIONAL MODEL UNITED NATIONS

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Dear Delegates,

Welcome to the 2014 National Model United Nations in New York (NMUN•NY) Conference! We are pleased to serve on your dais for the Peacebuilding Commission (PBC).

Moritz Müller is the Director of the PBC for Conference A. He holds a MA in Political Science, Management, and Economics from the University of Magdeburg, Germany, and recently started a trainee program in Risk Management at Commerzbank AG. This will be his third year on staff at NMUN•NY. Dominika Ziemczonek, Director for Conference B, received her BA from the University of British Columbia, and is currently working towards a Master in International Affairs at the Graduate Institute of International and Development Studies in Geneva. This is her fourth year at NMUN and third year on staff. Julius Adebayo is the Assistant Director for Conference A. He graduated with a BS in Mechanical Engineering, and is currently completing a Masters in Technology and Policy. This is his second year on NMUN staff.

The topics under discussion for PBC are:

- I. Responding to the Situation in the Central African Republic
- II. Increasing Women's Participation in Peacebuilding
- III. Strategies for Rebuilding Critical Institutions in Post-Conflict Societies

The Peacebuilding Commission 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.

We hope this Background Guide serves as an introduction to the topics listed. It is not meant to replace individual and further research and, as such, we hope you will find it useful as you delve into your country's policies. To help you gain a better understanding of your country we encourage you to use the Annotated Bibliography and Bibliography as tools to further your knowledge of your country's unique position.

As you prepare for the conference, each delegation will submit a [position paper](#). The position paper will allow you to present your delegation's positions and proposals on the topics before PBC, and accordingly, it is important that it is substantive in content and provide real solutions to the issues that will be discussed in March. Information on the submission process can be found in the Background Guide. Please also employ the [Delegate Preparation Guide](#) as a useful tool for your preparation. Please take note of the [NMUN policies](#) on the website and in regarding plagiarism, codes of conduct/dress code/sexual harassment, awards philosophy/evaluation method, etc. Adherence to these guidelines is mandatory.

Do not hesitate to contact PBC's Directors or the Under-Secretaries-General for Peace & Security, Bobby Valentine (Conference A), and Cara Wagner (Conference B) with any questions that arise as you prepare for the conference. You can reach either USG at: [usg.ps@nmun.org](mailto:usg.ps@nmun.org). Thank you for your preparation over the coming months, and we look forward to working with you at the conference!

Sincerely,

### Conference A

Moritz Müller, *Director*  
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## NMUN•NY Position Paper Guidelines

**Due 1 March 2014**

Each committee topic should be addressed in a succinct policy statement representing the relevant views of your assigned country, Non-Governmental Organization (NGO), or expert role. You should identify and address international and regional conventions, treaties, declarations, resolutions, and programs of action that are relevant to the policy of your country or NGO. You should also include recommendations for action to be taken by your committee. A delegate's role as a Member State, Observer State, or NGO should affect the way a position paper is written. To understand these differences, please refer to the [Delegate Preparation Guide](#). It may also be helpful to view a [Sample Position Paper](#).

A position paper should be submitted for each assigned committee.

- The two page position paper should cover all the topics in the background guide, not a separate paper for each topic.
- Do not submit papers for committees not assigned to your country/NGO (see matrix for [Conf. A](#) or [Conf. B](#)).
- No more than two delegates can represent a single country/NGO in a committee. If you assign two delegates to represent a country/NGO on a committee, they submit one position paper jointly, not separate position papers from each individual.

Please pay careful attention to the following guidelines when drafting and submitting your position papers. Only those delegations that follow the guidelines and meet the submission deadline will be eligible for [position paper awards](#).

All papers must be typed and formatted according to the standards below:

- Length must not exceed two pages
- Margins must be set at 1 inch or 2.54 cm. for the whole paper
- Font must be Times New Roman sized between 10 pt. and 12 pt.
- Country/NGO name, school name, and committee name must be clearly labeled on the first page
- Agenda topics must be clearly labeled in separate sections
- National symbols (headers, flags, etc.) are deemed inappropriate for NMUN position papers

Please note that position papers must be comprised of entirely original writing. **The NMUN Conference will not tolerate plagiarism**, including copying from Committee Background Guides. Violation of this policy may result in dismissal from the conference. Although United Nations documentation is considered within the public domain, the conference does not allow the verbatim re-creation of these documents.

### How to Submit Your Position Papers

Position papers need to be submitted by email in .pdf or .doc formats. As proof of submission, include yourself as an email recipient. Please use the committee name, your assignment, Conference A or B, and delegation/school name in both the email subject line and in the filename (example: GA1\_Cuba\_Conf A\_State College).

1. Send one complete set of all position papers for each of your country/NGO assignments to the Deputy Secretary-General for the conference you are attending:

Conference A: [positionpapers.nya@nmun.org](mailto:positionpapers.nya@nmun.org)

Conference B: [positionpapers.nyb@nmun.org](mailto:positionpapers.nyb@nmun.org)

2. Send a copy of your position paper for each assigned committee to the corresponding committee email address listed on the [Committee Background Guides page](#).

Your delegation may wish to submit a copy of their position papers to the permanent mission of the country/NGO headquarters along with an explanation of the conference. This is encouraged if requesting a [briefing](#).

Many, many papers will be read by the Secretariat. Your patience and cooperation in adhering to the above guidelines is greatly appreciated.

## Abbreviations

<b>APRD</b>	People's Army for the Restoration of Democracy
<b>AU</b>	African Union
<b>BCPR</b>	Bureau for Crisis Prevention and Recovery
<b>BINUCA</b>	UN Integrated Peacebuilding Office in the Central African Republic
<b>BONUCA</b>	UN Peacebuilding Support Office in the Central African Republic
<b>BPfA</b>	Beijing Platform for Action
<b>CAR</b>	Central African Republic
<b>CEMAC</b>	Economic and Monetary Community of Central Africa
<b>CSC</b>	Country-Specific Configuration
<b>CSW</b>	Commission on the Status of Women
<b>DDR</b>	Demobilization, Disarmament and Reintegration
<b>DPKO</b>	Department for Peacekeeping Operations
<b>ECCAS</b>	Economic Community of Central African States
<b>ECOSOC</b>	Economic and Social Council
<b>FOMUC</b>	Force Multinationale en Centrafrique
<b>GA</b>	General Assembly
<b>ICC</b>	International Criminal Court
<b>IDP</b>	Internally displaced persons
<b>ILO</b>	International Labour Organization
<b>IMF</b>	International Monetary Fund
<b>MINURCAT</b>	United Nations Mission in the Central African Republic and Chad
<b>MISAB</b>	Inter-African Mission to Monitor the Implementation of the Bangui Agreement
<b>MLC</b>	Movement for the Liberation of Congo
<b>NGO</b>	Non-Governmental Organization
<b>OCHA</b>	Office for the Coordination of Humanitarian Affairs
<b>PBC</b>	Peacebuilding Commission
<b>PBF</b>	Peacebuilding Fund
<b>PBSO</b>	Peacebuilding Support Office
<b>PSC</b>	Peace and Security Council
<b>SGBV</b>	Sexual and gender-based violence
<b>SSR</b>	Security Sector Reform
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>WFP</b>	World Food Programme

## Committee History

### Introduction

The concept of post-conflict peacebuilding emerged after the Cold War, at a time when the worldview on conflict, peace, and security was changing significantly.<sup>1</sup> In 1992, peacebuilding was defined as the “action to identify and support structures which will tend to strengthen and solidify peace in order to avoid a relapse into conflict.”<sup>2</sup> This definition was further specified in the 2000 *Brahimi Report*, which stated that the scope of peacebuilding activities should be: holding “free and fair elections” to ensure the legitimacy of a post-conflict government; building governmental institutions, “upholding the rule of law and respect for human rights,” and the promotion of national reconciliation.<sup>3</sup> Additionally, it recommended the establishment of Demobilization, Disarmament and Reintegration (DDR) programs, which call for disarming combatants, and “providing them with opportunities for sustainable social and economic reintegration.”<sup>4</sup> Previously, in a foundational report, *An Agenda for Peace*, former United Nations (UN) Secretary-General Boutros-Ghali argued that in cases where preventive diplomacy fails and conflict erupts, the UN must respond through the combined mechanisms of peacemaking, peacekeeping, and peacebuilding.<sup>5</sup> Peacebuilding has since evolved into a multifaceted process. It now incorporates transitional justice, the provision of basic services, education, and employment.<sup>6</sup> Today, peacebuilding has grown to encompass the concept of security sector reform as well, which aims to ensure the security of a country by reforming its military and police, and strengthening its legislative and judicial institutions.<sup>7</sup>

### Mandate

The 2000 *Brahimi Report* recommended that the UN develop a body to facilitate and streamline these various activities that define peacebuilding.<sup>8</sup> In 2004, the *High-Level Panel on Threats, Challenges and Change* echoed the need to fill this institutional gap in peacebuilding, and brought forth the idea of creating a commission.<sup>9</sup> In December 2005, the resultant intergovernmental advisory body, known as the Peacebuilding Commission (PBC), was established according to UN General Assembly resolution 60/180, and the Security Council resolution 1645.<sup>10</sup> The commission was designed to provide a forum for the local government, International Financial Institutions and other benefactors to exchange experiences and advice.<sup>11</sup> Both resolutions establish the PBC “to bring together all relevant actors, to marshal resources and advise on, and propose integrated strategies for post-conflict peacebuilding and recovery” as well as those designed to “lay the foundation for sustainable development.”<sup>12</sup> Moreover, the PBC makes recommendations, monitors progress, garners financial support for peacebuilding, and works heavily with partners in the UN system.<sup>13</sup>

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<sup>1</sup> UN Department of Peacekeeping Operations, *Post-Cold War Surge* [Website].

<sup>2</sup> UN General Assembly, *An Agenda for Peace: Preventive diplomacy, peacemaking and peace-keeping: Report of the Secretary-General (A/47/277)*, 17 June 1992.

<sup>3</sup> UN General Assembly, *Report of the Panel on United Nations Peace Operations (A/55/305)*, 2000, p. 7.

<sup>4</sup> UN Inter-Agency Working Group on Disarmament, Demobilization and Reintegration, *Operational Guide to the Integrated Disarmament, Demobilization and Reintegration Standards*, 2010, p. 24.

<sup>5</sup> UN General Assembly, *An Agenda for Peace: Preventive diplomacy, peacemaking and peace-keeping: Report of the Secretary-General (A/47/277)*, 1992. UN Secretary-General, *An Agenda for Peace: Preventive diplomacy, peacemaking and peace-keeping*, 1992.

<sup>6</sup> UN General Assembly, *Report of the Peacebuilding Commission on its Fourth Session (A/65/701)*, 2011.

<sup>7</sup> Global Facilitation Network for Security Sector Reform, *A Beginner's Guide to Security Sector Reform (SSR)*, 2007.

<sup>8</sup> UN General Assembly, *Report of the Panel on United Nations Peace Operations (A/55/305)*, 2000, p. 8.

<sup>9</sup> UN General Assembly, *A more secure world: Our Shared responsibility: Report of the Secretary-General's High-Level Panel on Threats, Challenges and Change (A/59/565)*, 2004.

<sup>10</sup> UN Security Council, *Resolution 1645 (2005) [Post-Conflict Peacebuilding] (S/RES/1645)*, 2005; UN General Assembly, *The Peacebuilding Commission (A/RES/60/180) [Resolution]*, 2005.

<sup>11</sup> UN General Assembly, *Peacebuilding Commission Explanatory note by the Secretary-General: Addendum to the Report of the Secretary-General In larger freedom: towards development, security and human rights for all*, 23 May 2005.

<sup>12</sup> UN General Assembly, *The Peacebuilding Commission (A/RES/60/180) [Resolution]*, 2005; UN PBC, *Mandate of the Peacebuilding Commission* [Website].

<sup>13</sup> UN PBC, *Review of progress in the implementation of the Strategic Framework for Peacebuilding in Burundi (PBC/3/BDI/5) [Report]*, 2009.

## ***Governance, Structure, and Membership***

The PBC consists of 31 Member States and membership is designed to reflect the UN's most significant peacebuilding bodies.<sup>14</sup> Seven members are chosen from the General Assembly; seven from the Economic and Social Council (ECOSOC); seven from the Security Council; five from the Member States who provide military personnel and civilian police to UN missions; and five from providers of assessed contributions to UN budgets and of voluntary contributions to UN Funds, programs and agencies.<sup>15</sup> Additionally, the PBC acts through two state-based bodies.<sup>16</sup> First, the Organizational Committee is in charge of both establishing the agenda and adopting all of its decisions by consensus.<sup>17</sup> This includes the establishment of the medium-term calendar for the Commission's wide-ranging activities, and development of Integrated Peacebuilding Strategies, which coordinate all interdependent peacebuilding agents.<sup>18</sup> Second, the PBC includes the Working Group on Lessons Learned, which was created to analyze best practices and lessons regarding critical peacebuilding issues.<sup>19</sup> The Working Group gathers experts, PBC Member States, states transitioning out of conflict, and states with prior experience in post-conflict reconstruction.<sup>20</sup>

The PBC also communicates with the UN Secretariat through the Peacebuilding Support Office (PBSO).<sup>21</sup> The PBSO was created to support the PBC, coordinate UN agencies in their overall peacebuilding efforts, and to administer the Peacebuilding Fund (PBF).<sup>22</sup> Funded by donations from Member States and other organizations, the PBF provides direct monetary support for peacebuilding activities.<sup>23</sup> Additionally, the PBF can finance other activities "designed to respond to imminent threats to the peace process."<sup>24</sup> Although the PBF prioritizes those countries on the Commission's agenda, any country can ask for monetary support from the fund.<sup>25</sup>

## ***Functions and Powers***

If the Organizational Committee determines that a country is may relapsing into a recurring conflict and requires peacebuilding assistance, it may establish a Country-Specific Configuration (CSC).<sup>26</sup> Bringing together representatives from the local governmental authority, regional representatives, and a representative of the UN Secretary-General, the CSC drafts a Strategic Framework for the focus country, establishing peacebuilding priorities, objectives, and risks it serves as an action plan for UN bodies to carry out PBC recommendations.<sup>27</sup> Predicated on national ownership, coordination, and commitment among all partners, the Strategic Framework establishes peacebuilding priorities, objectives, and risks, serves as an action plan for UN bodies to carry out PBC recommendations.<sup>28</sup> Furthermore, the PBC and CSCs also set benchmarks and periodically review its progress through a Monitoring and Tracking Mechanism.<sup>29</sup> The six countries currently on the PBC's agenda are: Burundi, the Central African Republic, Guinea, Guinea-Bissau, Liberia, and Sierra Leone.<sup>30</sup> One such example is in April 2011, the PBC's Burundi configuration adopted the fifth review of the implementation of the Strategic Framework for Peacebuilding in Burundi; it included recommendations on election preparations, developing best practices and strategies for good governance, human rights, and justice, developing a Truth and Reconciliation Commission,

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<sup>14</sup> UN PBC, *Organizational Committee Members* [Website].

<sup>15</sup> *Ibid.*

<sup>16</sup> UN PBC, *Mandate of the Peacebuilding Commission* [Website].

<sup>17</sup> UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)* [Resolution], 2005.

<sup>18</sup> UN General Assembly, *Report of the Peacebuilding Commission on its Second Session (A/63/92)*, 24 June 2008, p. 9.

<sup>19</sup> *Ibid.*, p. 12

<sup>20</sup> *Ibid.*, p. 12.

<sup>21</sup> UN Peacebuilding Commission, *Peacebuilding Support Office* [Website].

<sup>22</sup> *Ibid.*

<sup>23</sup> UN Peacebuilding Fund, *Guidelines for Applying to the UN Peacebuilding Fund (PBF)*, October 2009, p. 2.

<sup>24</sup> *Ibid.*, p. 3.

<sup>25</sup> UN Peacebuilding Fund, *UN Peacebuilding Fund: Preventing a Relapse Into Violent Conflict* [Website].

<sup>26</sup> UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)* [Resolution], 2005.

<sup>27</sup> UN PBC, *Strategic Framework for Peacebuilding in Burundi (PBC/1/BDI/4)*, 2007.

<sup>28</sup> UN PBC, *Strategic Framework for Peacebuilding in the Central African Republic 2009-2011*, 2009.

<sup>29</sup> UN PBC, *Monitoring and Tracking Mechanism of the Strategic Framework for Peacebuilding in Burundi (PBC/2/BDI/4)* [Report], 2007.

<sup>30</sup> UN PBC, *Country-Specific Configurations* [Website].

pursuing integration into the East African Community, and the continued socioeconomic reintegration of war-affected populations.<sup>31</sup>

### ***Recent Sessions***

In January 2013, the PBC welcomed a new chair, Ranko Villović of Croatia.<sup>32</sup> In an initial statement, Mr. Villović laid out a 5-point plan for the focus of his term as chair of the PBC.<sup>33</sup> It included: “enhancing the relationship between the Commission and its parent bodies; furthering the Commission’s impact on the ground; strengthening partnerships with non-traditional actors, emphasizing cooperation with and the engagement of the private sector and foundations; continuing to deepen cooperation with international financial institutions and to explore ways to help the Commission avoid duplication.”<sup>34</sup>

Moreover, since the end of the 2010 Review of the Peacebuilding Architecture, the PBC has made strides to enhance coordination among UN bodies and, and enhance its own working methods.<sup>35</sup> Today, the Commission is committed to diversifying partnerships with the private sector and together with UN Global Impact, PBC officials recently met with individuals and businesses from the private sector to discuss ways in which partnerships may be created to promote responsible private investments in countries on the PBC agenda.<sup>36</sup> Finally, of utmost importance to the work of the PBC, is a focus on gender issues. Upon its creation five years after the Security Council’s landmark Resolution 1325 (2000) on “women, peace, and security,” the PBC has made the political, judicial, health, security, and social challenges of women a priority for all avenues of its work.<sup>37</sup> Not only did Resolution 1325 recognize the vital role of women in matters relating to peace and security but it also urged all Member States to ensure and promote women’s full involvement in bringing a gender perspective to all areas of peacebuilding.<sup>38</sup>

### ***Conclusion***

The PBC is a central multilateral player in post-conflict reconstruction and development as well as peace and security, throughout the UN’s peace agenda, and partner to the countries on its agenda. It has demonstrated its utility in combating unemployment, corruption and drug trafficking.<sup>39</sup> It has also established “Gender Parity Programs” as well as garnered crucial donations through special conferences that support this avenue of work.<sup>40</sup> However, the PBC is also subject to criticism. Some argue that the PBC works in an area already crowded with UN agencies, and that it lacks the institutional capacity to coordinate all of them.<sup>41</sup> As the UN moves ahead, the PBC will undoubtedly continue to grow in its influence and significance in the realm of peace, security, and prosperity for any post-conflict or emerging country. The PBC will continue to manage key organizational challenges, including the need for increased leadership and coordination in the field, improved planning capacities, and adequate funding.<sup>42</sup> Despite these challenges, the PBC remains a vital UN organ in overseeing the transition of a country from conflict to peace.

## **Annotated Bibliography**

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<sup>31</sup> UN PBC, *Outcome of the fifth review of the implementation of the Strategic Framework for Peacebuilding in Burundi (PBC/5/BDI/2)* [Report], 2011.

<sup>32</sup> UN Department of Information, *New Peacebuilding Commission Chair - Ranko Villović of Croatia - Urges Members to Think about Ways to Generate Commitment to Body’s Original Vision* [Press Release], 2013.

<sup>33</sup> Ibid.

<sup>34</sup> Ibid.

<sup>35</sup> UN PBC, *Presentation by the Vice-Chair of the Peacebuilding Commission to the United Nations To the Economic and Social Council Substantive Session 2013*, 22 July 2013 [Speech].

<sup>36</sup> Ibid.

<sup>37</sup> UN Security Council, *Resolution 1325 (2000) [Women, Peace, and Security] (S/RES1325)*, 2000.

<sup>38</sup> Ibid.

<sup>39</sup> UN PBC, *Review of the outcome of the High-level Special Session of the Peacebuilding Commission on Sierra Leone (PBC/4/SLE/3)* [Report], 2010.

<sup>40</sup> UN General Assembly, *Report of the Peacebuilding Commission on its Fourth Session (A/65/701)*, 2011, p. 10.

<sup>41</sup> Bellamy, *The institutionalization of peacebuilding: what role for the UN Peacebuilding Commission?* 2010, pp. 193-212.

<sup>42</sup> UN General Assembly, *Peacebuilding in the immediate aftermath of conflict: Report of the Secretary-General (A/63/881)*, 2009, pp. 5-6.



United Nations, General Assembly, Forty-seventh session. (1992, June 17). *An Agenda for Peace: Preventive diplomacy, peacemaking and peacekeeping: Report of the Secretary-General (A/47/277)*. Retrieved 8 August 2011 from: [http://www.unrol.org/files/A\\_47\\_277.pdf](http://www.unrol.org/files/A_47_277.pdf)

*This report is one of the basic documents for understanding the way in which the UN approaches and the concept of peacebuilding was first used in this document. In addition, the report contextualizes peacebuilding within the framework, complementary to peacemaking and peacekeeping. Understanding the relation between the three concepts can help delegates think more appropriately about the activities that precede and influence peacebuilding activities. Understanding this relation can also ensure that peacebuilding strategies do not fall short in preventing a relapse into conflict.*

United Nations, General Assembly, Fifty-ninth session. (2004, December 2). *A more secure world: Our Shared responsibility. Report of the Secretary-General's High-Level Panel on Threats, Challenges and Change (A/59/565)*. Retrieved 25 August 2011 from: <http://undocs.org/A/59/565>

*This document highlights the nature of the United Nations and the PBC, to act collectively to combat or prevent emerging conflict around the globe. The report is based on the notion that although the world is comprised of many countries, it is each one's duty to assist in obtaining and maintaining peace to prevent unnecessary wars, death, and overall anarchy. The document discusses the current threats to international peace and security, and evaluates what existing institutions and policies have been implemented to offer best practices and solutions to solve global issues.*

United Nations, General Assembly, Sixty-third session. (2009, June 11). *Peacebuilding in the immediate aftermath of conflict: Report of the Secretary-General (A/63/881)*. Retrieved 19 August 2011 from: [www.undocs.org/A/63/881](http://www.undocs.org/A/63/881)

*The Secretary-General's report on peacebuilding addresses a number of issues concerning the overall concept of peacebuilding. This document provides an in-depth analysis of these issues, most notably the role of women and the need for financial and administrative support. In the report, the Secretary-General capitalizes on the need for proper leadership and coordination of peacebuilding activities, stressing that a lack of efficient action in the post-conflict scenario can lead to a fallback in the reconstruction process.*

United Nations, General Assembly, Sixty-fourth session. (2010, July 21). *Annex to the identical letters dated 19 July 2010 from the Permanent Representatives of Ireland, Mexico and South Africa to the United Nations addressed to the President of the General Assembly and the President of the Security Council: Review of the United Nations peacebuilding architecture (A/64/868)*. Retrieved 15 August 2011 from: <http://www.un.org/Docs/journal/asp/ws.asp?m=A/64/868>

*This 2010 Review of the Peacebuilding Architecture is essential for understanding the current activities of the Peacebuilding Commission. Drafted by the Organizational Committee with the assistance of the UN Secretariat and other actors, the review raises a number of issues within the PBC. These include membership, the performance of the body, its interaction with partners, and the results in the field. Delegates should look to this document for guidelines on how to direct the PBC's activities in the future.*

United Nations Inter-Agency Working Group on Disarmament, Demobilization and Reintegration. (2010). *Operational Guide to the Integrated Disarmament, Demobilization and Reintegration Standards*. Retrieved 14 September 2011 from: <http://www.iddrtg.org/wp-content/uploads/2013/05/Operational-Guide-REV-2010-WEB.pdf>

*Given that Disarmament, Demobilization, and Reintegration (DDR) is a crucial element of peacebuilding, and often one of the first steps taken for the peace process, full understanding of the process will be important. In the "Level 2" section, the document explains DDR in the context of post-conflict peacebuilding. Overall, the guide provides a detailed explanation on DDR and the processes it entails. This includes the role of different actors and organizations, as well as a step-by-step explanation of DDR activities. It also discusses issues of gender and the recruitment of children. The final section is also helpful, as it explains the relation between DDR and security sector reform (SSR), and DDR and Transitional Justice.*

United Nations, Peacebuilding Commission. (n.d.). *Country-Specific Configurations* [Website]. Retrieved 6 November 2013 from: <http://www.un.org/en/peacebuilding/countryconfig.shtml>

*The Country-Specific Configurations are a fundamental component of the function of the Peacebuilding Commissions. This Website, lists the details concerning the elements of the CSCs. This page should be used as a gateway for information about this particularly imperative aspect of the Peacebuilding Commission.*

United Nations, Peacebuilding Commission. (n.d.). *Mandate of the Peacebuilding Commission* [Website]. Retrieved 6 November 2013 from: <http://www.un.org/en/peacebuilding/mandate.shtml>

*This Website details explicitly the mandate of the Peacebuilding Commission. Links to both the founding documents of the Peacebuilding Commission and other relevant documents can be found on this page. To understand the mission and powers of the Peacebuilding Commission, delegates should first consult the committee mandate.*

United Nations, Peacebuilding Commission. (n.d.). *Peacebuilding Support Office* [Website]. Retrieved 6 November 2013 from: <http://www.un.org/peace/peacebuilding/pbso.shtml>

*In addition to the Organizational Committee and the Country-Specific Configurations, the work of the Peacebuilding Commission necessitates the aid of the Peacebuilding Support Office (PBSO). The PBSO administers the Peacebuilding Fund, supports 22 countries around the world in peacebuilding efforts, and aids in synergizing the peace agenda across the United Nations system. As such, the homepage of the PBSO is an important initial researching platform for delegates to understand the true functioning of the Peacebuilding Commission and the overarching peacebuilding efforts of the United Nations.*

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## I. Responding to the Situation in the Central African Republic

### *Introduction*

The landlocked Central African Republic (CAR) is a landlocked country located in the Great Lakes region of Africa and is currently on the brink of political and economic collapse. Ever since becoming independent in 1960, the CAR has seen unstable conditions and corruption.<sup>43</sup> During the CAR Bush War (2004 – 2007) hundreds of civilians were killed, thousands of houses have been burned down, and more than 212,000 people have been displaced.<sup>44</sup> Though the carnage is widespread, authorities have no number or estimate for casualties during the most recent conflict, which ended 24 March 2013 when President Francois Bozize was ousted and fled the country.<sup>45</sup> Now, the people of CAR have to deal with the aftermath.

As of 16 May 2013, the African Union (AU) has imposed sanctions and the Economic Community of Central African States (ECCAS) continue to deliberate over the crisis.<sup>46</sup> The Special Representative of the Secretary-General had underlined that, “the international community needed to be clear in condemning the coup and affirm its readiness to impose sanctions. The international community could not vacillate in light of the gross violations of human rights, including widespread carnage, killings, looting and the re-recruitment of child soldiers.”<sup>47</sup> Additionally, the Seleka leader Djotodia has accepted all conditions imposed by the ECCAS, requiring that, among others things, the Libreville agreements must remain the basis for any solution to the crisis; a National Transitional Council shall be established and replace the National Assembly; and that the Prime Minister will hold executive powers and cannot be removed by the President.<sup>48</sup>

This guide is organized into four sections. First, it briefly discusses the history of the CAR. Second, it describes involvement the international framework and the role of several entities of the United Nations (UN). Third, it portrays the work, goals, and capacities of several non-governmental organizations. Then, it outlines modules that are vital for a perpetually peace process. The conclusion draws attention to important questions that need to be addressed.

### *History*

In 1965, army commander Jean-Bedel Bokassa ousted the first president, David Dacko, and subsequently declared himself president for life in 1972.<sup>49</sup> Yet, in 1993, civilian rule was established when Ange-Felix Patasse won the first multi-party presidential and parliamentary elections.<sup>50</sup> Between 1993 and Patasse’s re-election in 1999, there were several attempts to overthrow the government as well as clashes between the government and its opposition.<sup>51</sup> In a first attempt to end the violence between the government and rebel forces, disputants signed the so-called *Bangui Accords* in early 1997.<sup>52</sup> As Amy McKenna states, “the accords were a series of measures designed to reconcile competing political factions, reform and strengthen the economy, and restructure the military.”<sup>53</sup> Only one year later, the first UN peacekeeping forces were sent to the Central African Republic in order to support the government in its efforts to re-establish the rule of law and consolidate peace.<sup>54</sup> In 2003, General Francois Bozize ousted Patasse in a military coup.<sup>55</sup> Only one year later, the Central African Republic Bush War began, lasting through 2008 until the People’s Army for the Restoration of Democracy (APRD) signed a ceasefire and peace

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<sup>43</sup> Central Intelligence Agency, *The World Factbook. Central African Republic* [Website], 2013.

<sup>44</sup> Human Rights Watch, *State of Anarchy. Rebellion and Abuses against Civilians*, 2007, p. 1.

<sup>45</sup> Polgreen, *Leader of Central African Republic Fled to Cameroon, Official Says*, 2013.

<sup>46</sup> UN Central African Republic configuration of the Peacebuilding Commission, *Informal meeting – Chairman’s summary*, 2013.

<sup>47</sup> Ibid.

<sup>48</sup> Ibid.

<sup>49</sup> BBC News, *Central African Republic Profile* [Website], 2013.

<sup>50</sup> Ibid.

<sup>51</sup> Ibid.

<sup>52</sup> McKenna, *The History of Central and Eastern Africa*, 2011, p. 37.

<sup>53</sup> Ibid.

<sup>54</sup> Seddon, *A Political and Economic Dictionary of Africa*, 2005, p. 114.

<sup>55</sup> United States of America, *The World Factbook. Central African Republic* [Website], 2013.

agreement with the government in Libreville.<sup>56</sup> Additionally, this conflict triggered the establishment of the Country-Specific Configuration of the Peacebuilding Commission.<sup>57</sup> In this conflict, several rebel groups fought against government forces. Since the end of the conflict, several peace agreements have been signed by the disputants. The most important agreement to emerge was the Libreville Comprehensive Peace Agreement signed by the main parties in June 2008, which reiterated and extended the provisions of prior agreements.<sup>58</sup> Most recently, a new conflict has broken out between the government and a wide rebel coalition called the Seleka.<sup>59</sup> On 24 March 2013, Seleka seized power and ousted Bozize under the lead of Michel Djotodia, who has since assumed the presidency.<sup>60</sup> In sum, the Central African Republic has been characterized by turmoil since independence. Grimly, the complexity that characterizes the ever-changing landscape of the conflict, both in terms of root causes and actors involved, renders the motivations for violence, party goals, and precise issue areas dismally unclear.

### ***International Framework***

The PBC's mandate in general was created by the resolution 60/180 adopted by the UN General Assembly on 20 December 2005 and resolution 1645 (2005) adopted by the UN Security Council.<sup>61</sup> One important component in the framework of the CAR is the UN Integrated Peacebuilding Office in the Central African Republic (BINUCA). It was created in 2000 as the UN Peacebuilding Support Office in the Central African Republic (BONUCA).<sup>62</sup> BONUCA was succeeded by BINUCA on 1 January 2010.<sup>63</sup> Since then, BINUCA has supported the efforts of the Central African government in stabilizing the country.<sup>64</sup> BINUCA's mandate comprises assistance in the consolidation of peace, fostering national reconciliation, and strengthening democratic institutions.<sup>65</sup> Its mandate was extended until 31 January 2014 by Security Council resolution 2088 in 2013.<sup>66</sup>

### ***Role of the United Nations System***

Within the UN system, the Peacebuilding Commission and the Security Council primarily deal with the situation in the Central African Republic. The Peacebuilding Commission maintains the CAR configuration, where Member States constantly deal with the several challenges to be accepted. Working alongside the Peacebuilding Commission, the Security Council inaugurated the United Nations Mission in the Central African Republic and Chad (MINURCAT).<sup>67</sup> Concerned about the activities of armed groups bordering eastern Chad and the corresponding refugee movement, MINURCAT was mandated to support the Chadian police and to assist refugees.<sup>68</sup> Moreover, the 300 police and 50 military officers deployed in the region were asked to monitor for human rights violations and to aid the respective governments with their accordant efforts.<sup>69</sup> MINURCAT's mandate was extended three times by Security Council resolutions 1834, 1861, and 1913 before it completed its mission in accordance to Security Council resolution 1923 (2010).<sup>70</sup>

Beyond the Security Council and the PBC, Central African Republic is also on the agenda of other UN bodies, including the World Food Programme (WFP) and Office of the United Nations High Commissioner for Refugees

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<sup>56</sup> Humanitarian and Development Partnership Team CAR, *Central African Republic: News bulletin No. 59, 05* [Website], 2008

<sup>57</sup> BBC News, *Central African Republic Profile* [Website], 2013; UN Security Council, *Letter of referral from the Security Council to the Chair of the PBC*, 3 June 2008.

<sup>58</sup> *Libreville Comprehensive Peace Agreement*, 2008.

API, *Central African parties sign an all-inclusive peace agreement in Libreville* [Website], 2008.

<sup>59</sup> BBC News, *Central African Republic Profile* [Website], 2013.

<sup>60</sup> Polgreen, *Leader of Central African Republic Fled to Cameroon, Official Says*, 2013.

<sup>61</sup> UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)* [Resolution], 2005;

UN Security Council, *Resolution 1645 (2005) [The Peacebuilding Commission] (S/RES/1645)*, 2005.

<sup>62</sup> UN Security Council, *Statement by the President of the Security Council on 10 February 2000*, 2000.

<sup>63</sup> UN Secretary-General, *Report of the Secretary-General on the Situation of the Central African Republic and on the activities of the United Nations Integrated Peacebuilding Office in that country (S/2010/584)*, 2010.

<sup>64</sup> UN Department of Political Affairs, *Central African Republic* [Website].

<sup>65</sup> Ibid.

<sup>66</sup> UN Security Council, *Resolution 2088 (2013) [The situation in the Central African Republic]*, 2013.

<sup>67</sup> UN Security Council, *Resolution 1778 (2007) [The situation in Chad, the Central African Republic and the subregion] (S/RES/1778)*, 2007.

<sup>68</sup> Ibid.

<sup>69</sup> Ibid.

<sup>70</sup> UN Department of Peacekeeping Operations, *MINURCAT* [Website], 2013.

(UNHCR).<sup>71</sup> According to a spokesperson of the WFP, the agency is helping thousands of displaced persons by providing 255 metric tons of food assistance during the first weeks of August 2013.<sup>72</sup> According to UNHCR, its internally displaced persons (IDPs) need assistance due to the high levels of unemployment and a weak judicial system.<sup>73</sup>

Another issue is the effort to combat sexual and gender-based violence (SGBV), which accordingly will remain a priority as harmful traditional practices continue to endanger women and girls.<sup>74</sup> Consequently, UNHCR's strategy for the Central African Republic encompasses among others the preventing and responding to SGBV, with a special focus on accusations of witchcraft.<sup>75</sup> Moreover, UNHCR will assist returnees from Chad and Cameroon with their reintegration into the civil society by strengthening livelihoods among returning communities and simultaneously enhancing the capabilities of the receiving communities in the Central African Republic.<sup>76</sup>

### ***Regional Involvement***

Formal regional involvement over the situation in the Central African Republic originates with the 1997 *Bangui Agreements*.<sup>77</sup> This agreement included the creation of a monitoring group called the Inter-African Mission to Monitor the Implementation of the Bangui Agreement (MISAB). It was comprised of 800 troops sent by the leaders of Burkina Faso, Chad, Gabon, Mali, Senegal and Togo.<sup>78</sup> Led by the government of Gabon, MISAB drew logistical support from France, and acted under Chapter VII of the *Charter of the United Nations* (1945).<sup>79</sup> Additionally, the Force Multinationale en Centrafrique" (FOMUC) was created by Cameroon, Gabon, Chad, Republic of the Congo, and Equatorial Guinea. It was carried out under the auspices of the Economic and Monetary Community of Central Africa (CEMAC) and had the goal to restore peace and security.<sup>80</sup> The creation of FOMUC was the attempt to integrate regional actors to the peacebuilding process.<sup>81</sup> Eventually, FOMUC was transformed into MICOPAX according to a decision by ECCAS.<sup>82</sup> Currently, MICOPAX facilitates the establishment of durable peace and security in the Central African Republic by supporting sustainable development in the country.<sup>83</sup> It is further mandated to protect civilians, secure the territory, and contribute to the national reconciliation process.<sup>84</sup>

Perhaps the regional state most committed to CAR peace and security is the Republic of South Africa. For instance, since 2007, South African troops have assisted the CAR's military forces in upgrading and developing their capabilities.<sup>85</sup> South African forces even suffered casualties when 200 soldiers were deployed in an anti-Seleka operation and 13 soldiers were killed.<sup>86</sup> One month after this incident, South African president Jacob Zuma joined a meeting of regional leaders in Chad, where the heads of state acquiesced to Seleka leader Michel Djotodia becoming a transitional president and for French support in stabilizing and securing CAR.<sup>87</sup> Immediately after the coup d'état of Djotodia the African Union (AU) imposed economic sanctions, travel restrictions, an asset freeze on Seleka's

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<sup>71</sup> World Food Programme, *Central African Republic* [Website]; UNHCR, *Central Africa and the Great Lakes* [Website], 2013.

<sup>72</sup> UN News Centre, *Central African Republic: UN food relief agency scaling-up operations despite deteriorating security* [Website], 2013.

<sup>73</sup> Office of the United Nations High Commissioner for Refugees, *2013 UNHCR country operations profile - Central African Republic* [Website], 2013.

<sup>74</sup> Ibid.

<sup>75</sup> Ibid.

<sup>76</sup> Ibid.

<sup>77</sup> McKenna, *The History of Central and Eastern Africa*, 2011, p. 37.

<sup>78</sup> UN Peacebuilding Support Office, *Background paper on the Central African Republic*, 2008.

<sup>79</sup> UN Security Council, *Resolution 1125 (1997) [On the situation in the Central African Republic and the Continuation of the Inter-African Mission to Monitor the Implementation of the Bangui Agreements (MISAB)]*, 1997.

<sup>80</sup> Meyer, *Regional Multinational Peace Operations: The case of FOMUC and MICOPAX in the CAR*, 2009.

<sup>81</sup> Ibid.

<sup>82</sup> European Commission, *MICOPAX* [Website], 2012.

<sup>83</sup> Ibid.

<sup>84</sup> Ibid.

<sup>85</sup> Republic of South Africa, *Training and Support provided by the South African Army (SANDF) to the Army of the Central African Republic (CAR)* [Website], 2011.

<sup>86</sup> Sunday Times, *SA troops killed in CAR named, missing soldier found*, 2013.

<sup>87</sup> Kotch, *Zuma joins regional leaders over crisis in Central African Republic* [Website], 2013.

leaders, and suspended the Central African Republic from membership.<sup>88</sup> Furthermore, the AU called upon the other members to support its future efforts to stabilize the situation in the Central African Republic.<sup>89</sup>

### ***The Work of Non-Governmental Organizations***

There are several non-governmental organizations present in the Central African Republic and addressing issues surrounding human rights issues and humanitarian assistance, including Médecins sans Frontières, Human Rights Watch, and the International Crisis Group. Médecins sans Frontières focuses on the medical situation of the population and is concerned about the lack of medical staff, which fled during the coup of Djotodia.<sup>90</sup> The organization has defined the current situation as a crisis on top of a crisis, meaning that a pervading “fear of movement has further reduced access to healthcare; loss of income has made it even more difficult to pay medical fees, and unreliable drug supply systems have completely collapsed. Mortality rates are only likely to worsen in the coming months.”<sup>91</sup>

While NGOs like Médecins sans Frontières work to enhance civil health outcomes, Human Rights Watch addresses the lack of prosecution of crimes such as mass rapes, killings, and looting against the civilian population by the International Criminal Court. In their report “Unfinished Business” Human Rights Watch mentions the Central African Republic among others and broaches the issue of the investigations of the ICC during the coup of Bozize in 2002-3.<sup>92</sup> The investigations led to only a single arrest warrant with the Congolese national Jean-Pierre Bemba Gomboin 2008. Bemba was in the CAR after Patasse invited him and his Ugandan-backed Movement for the Liberation of Congo (MLC) forces, as well as Chadian mercenaries, to put down Bozize’s coup attempt.<sup>93</sup> Still, due to lack of evidence, no charges were brought against Bemba.<sup>94</sup> Human Rights Watch calls serious efforts of the ICC in question by stating that the issuance of only one arrest warrant hardly helps to make the case against actors who may have committed atrocities.<sup>95</sup> This finding underscores the weak and dubious judicial system in the Central African Republic. Even though there was a national investigation against both Bemba and Patasse, neither was accused in the Central African Republic.<sup>96</sup>

The International Crisis Group (ICG) follows a more holistic approach. In a recent report on the Central African Republic ICG makes several recommendations to the international community as well as UN agencies after summarizing the current events.<sup>97</sup> According to the ICG, securing the country, organizing elections, restoring public services and implementing judicial, economic and social reforms remain on the agenda.<sup>98</sup> This agenda reflects the strategy of the Peacebuilding Commission comprising the restoration of democracy and state authority, eventually leading to elections; rebuilding of the justice system; and disarmament, demobilization, and reintegration of all forces present in the Central African Republic.<sup>99</sup>

### ***Justice and Security Sector Reform***

Among the gamut of challenges that need to be addressed in the CAR, a reform of the justice and security sector is central.<sup>100</sup> According to the Secretary-General, the domain of the security sector includes defense, law enforcement, corrections, intelligence services and institutions responsible for border management, customs and civil emergencies. The security sector also implies the actors that play a role in managing and overseeing the design and implementation of security, such as ministries, legislative bodies and civil society groups. The judicial sector on the

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<sup>88</sup> Dixon, *African Union suspends Central African Republic after coup* [Website], 2013.

<sup>89</sup> Ibid.

<sup>90</sup> Médecins sans Frontières, *Central African Republic: Abandoned to its fate?*, 2013.

<sup>91</sup> Ibid., p. 5

<sup>92</sup> Human Rights Watch, *Unfinished Business. Closing Gaps in the Selection of ICC Cases*, 2011, p. 31-34.

<sup>93</sup> Ibid., p. 32.

<sup>94</sup> Ibid., p. 32.

<sup>95</sup> Ibid., p. 34.

<sup>96</sup> Ibid., p. 34.

<sup>97</sup> International Crisis Group, *Central African Republic Priorities of the Transition*, 2013.

<sup>98</sup> Ibid.

<sup>99</sup> UN Central African Republic configuration of the Peacebuilding Commission, *Informal meeting – Chairman’s summary*, 2013.

<sup>100</sup> Ibid.



other hand deals with the adjudication of cases of alleged criminal conduct and misuse of force.<sup>101</sup> In order to support security sector reform in the Central African Republic, the UN established an Integrated Peacebuilding Office in the Central African Republic (BINUCA).<sup>102</sup> This office works closely together with national authorities to address some of the main challenges, which include “the limited capacity of the military, police and gendarmerie to provide effective, efficient and accountable security to the population, particularly outside of Bangui.”<sup>103</sup> Consequently, in 2007 both actors launched an SSR-initiative, which focused “on developing a short-term programme plan and the establishment of follow-up mechanisms.”<sup>104</sup> One key component of this strategy is to enhance the operational capacities of CAR security institutions by providing training to the military and police. After a short period of increased activity, this process came to a halt due to the aforementioned obstacles.<sup>105</sup> With lessons learned, the PBC can support security sector reform by sharing their best practices and expertise. It is crucial that all national stakeholders are involved in the process to engender the rule of law and develop the justice sector.<sup>106</sup> To improve the likelihood that citizens accede to such reforms, local traditions should be integrated into the framework approach.<sup>107</sup> Finally, in case of scarce human and financial resources, it is vital for the international community to address the micro-level of management capacity before or contemporaneously with major macro-level initiatives, such as the Peacebuilding Fund (PBF).<sup>108</sup>

### ***Disarmament, Demobilization and Reintegration***

Disarmament, Demobilization and Reintegration (DDR) activities are a pivotal component of a holistic post-conflict consolidation process.<sup>109</sup> These activities combine initial stabilization of war-torn societies as well as their long-term development.<sup>110</sup> DDR is a strategy utilized within the UN system which aims to disarm and reintegrate armed forces.<sup>111</sup> Even though the situation in the Central African remains critical in every considered criterion, progress has been made in terms of establishing DDR processes. In the north-center and northwestern regions actors from some rebel groups, e.g. APRD, UFR, or Front Démocratique du Peuple Centrafricain (FDPC), many were disarmed and demobilized.<sup>112</sup> It was even possible to integrate members of Convention des patriotes pour la justice et la paix (CPJP) in the Libreville Peace Agreement process.<sup>113</sup> Still, two main concerns remain in the DDR process, according to the Office for the Coordination of Humanitarian Affairs (OCHA): the lack of a national reintegration strategy and the security vacuum in the disarmed regions.<sup>114</sup> Additionally, OCHA identifies two strategic objectives, which should be addressed within the next year under review: First, ensure that “people affected by conflicts and other humanitarian crises have access to basic services and promote the respect of their fundamental human rights.” Second, strengthen “the resilience capacity of people affected by crises and support their empowerment.”<sup>115</sup> The Peacebuilding Commission identifies several issues that need to be addressed in this circumstance. First, the success of these activities in the CAR rest mainly on the will and commitment of the government of the CAR.<sup>116</sup> Second, it is very important to integrate a strategy aimed at socioeconomic and community development of regions affected by conflict into the overall peacebuilding approach.<sup>117</sup> Third, PBC needs to identify possible symbiotic links between efforts to support communities affected by conflict in the context of reintegration.<sup>118</sup> Fourth, PBC stresses the

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<sup>101</sup> UN General Assembly, *Securing peace and development: the role of the United Nations in supporting security sector reform: Report of the Secretary-General (A/62/659)*, 2008.

<sup>102</sup> UN Department of Peacekeeping Operations, *The United Nations SSR Perspective*, 2012, p. 28.

<sup>103</sup> *Ibid.*

<sup>104</sup> *Ibid.*

<sup>105</sup> *Ibid.*

<sup>106</sup> UN Peacebuilding Commission Working Group on Lessons learned, *Security Sector Reform and Rule of Law for Peacebuilding*, 2011.

<sup>107</sup> *Ibid.*

<sup>108</sup> *Ibid.*

<sup>109</sup> UN Peacekeeping, *Disarmament, Demobilization, and Reintegration* [Website].

<sup>110</sup> *Ibid.*

<sup>111</sup> UN Disarmament, Demobilization, and Reintegration Resource Center, *What is DDR?* [Website], 2013.

<sup>112</sup> UN Office for the Coordination of Humanitarian Affairs, *CAR - Consolidated Appeal*, 2013, p. 7.

<sup>113</sup> *Ibid.*, p. 7

<sup>114</sup> *Ibid.*, p. 7.

<sup>115</sup> *Ibid.*, p. 9-10.

<sup>116</sup> UN Peacebuilding Commission, *Conclusions and recommendations of the second biannual review of the Strategic Framework for Peacebuilding in the Central African Republic (PBC/5/CAF/3)*, 2011.

<sup>117</sup> *Ibid.*

<sup>118</sup> *Ibid.*

importance of the development of effective reintegration programs for demobilized children, and also programs aimed at providing psychosocial accompaniment for children affected by conflict.<sup>119</sup> These efforts among others could be built on activities funded by the Peacebuilding Fund under its third priority area, which focuses on the socioeconomic revitalization of conflict-affected communities.<sup>120</sup>

## **Conclusion**

The situation in the Central African Republic is in disorder. Since independence, the country has been fraught by turmoil, violence, and internal conflicts.<sup>121</sup> Several UN entities, especially the PBC, as well as NGOs are involved in establishing a safe and secure environment for the population in the Central African Republic. However, their efforts are undermined by the constant lack of security in the country. If the appropriate national authorities, with assistance of the international organizations, could create safe circumstances, a significant step towards a stable Central African Republic will have been made, as security is a key precondition for the success of further peacebuilding measures. One question delegates have to examine is how this can best be achieved. There are several existing peace agreements, but some of the key actors are not in compliance with them. Still, these peace agreements are a cornerstone for future progress in addressing the situation in the Central African Republic. The upcoming findings of the next biannual review of the strategic framework of the PBC should prove helpful.

Several questions stand out. Is there a possibility to bring all involved actors to adhere to the peace agreements already made? Will President Djotodia resign after the transitional period? How can democratic elections take place securely? Is the international community able to use the peace agreements and develop them further in order to create a safe environment for the civil society? What might a comprehensive peacebuilding approach look like that incorporates DDR activities as well as security sector reform?

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*This short report focuses on several cases brought before the International Criminal Court. It describes the steps taken and the reasons why a case was brought before the ICC in the context of the Central African Republic. It additionally tells about the obstacles prosecutors had to face. It concludes with recommendations for the ICC Office of the Prosecutor. This report serves as a small compendium of lessons learned and helps delegates to develop new strategies. In the case of the CAR the authors propose to expand the scope of investigations in order to bring additional case before the ICC. Moreover, the international community shall also monitor crimes committed by government forces.*

International Crisis Group. (2013). *Central African Republic Priorities of the Transition. Africa Report No. 203*. Retrieved 1 July 2013, from: <http://www.crisisgroup.org/en/regions/africa/central-africa/central-african-republic/203-central-african-republic-priorities-of-the-transition.aspx>

*This report by the non-governmental organization, International Crisis Group, approaches the situation from a slightly more critical point of view. It assesses the actions taken by the ECCAS and other partners of the Central African Republic and identifies important unsolved problems or even new emerged ones. The authors of this report recommend establishing a body of experts from MICOPAX and the UN, to develop a second generation DDR program. Further, the authors develop recommendations in cases of humanitarian, economic, and political emergencies. It helps to examine the situation of the Central African Republic from an alternative perspective.*

McKenna, A. (2011). *The History of Central and Eastern Africa*, New York: Britannica Educational Publishing. *McKenna describes the history and thereby the roots of the central and eastern African states, among them the Central African Republic. The section about the Central African Republic*

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<sup>119</sup> Ibid.

<sup>120</sup> Ibid.

<sup>121</sup> Central Intelligence Agency, *The World Factbook. Central African Republic* [Website], 2013.

*explains is a good starting point for exploring the Central African Republic in order to understand the current situation. Moreover, it helps to understand the interdependencies in the Great Lake region by providing an extensive overview of the challenges, conditions, and state of affairs in this region. It reminds the reader that many problems may be rooted in the arbitrary administrative division of countries developed during the colonial era.*

Médecins sans Frontières (2013, July 9). *Central African Republic: Abandoned to its fate?* Retrieved 29 July 2013, from: <http://www.msf.org/article/central-african-republic-abandoned-its-fate>

*In this report, Médecins sans Frontières describes the humanitarian situation in the Central African Republic. The organization provides an overview of challenges to be tackled in this field, e.g. the lack of security for those providing medical and humanitarian aid in the CAR. They identify the lack of funding as another issue that stifles successful and sustainable assistance. Finally, the organization identifies main actors that need to address the brought up issues, including the UN, the European Union, the African Union, as well as the transitional Central African Republic government.*

Reliefweb (2013). *Central African Republic* [Website]. Retrieved 3 July 2013, from: <http://reliefweb.int/country/caf>

*Reliefweb is a reliable and helpful internet database for anyone engaged in humanitarian affairs. The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) administers this database. One finds disaster and crisis updates, background information about conflicts, and the current status of measures focusing on the alleviation of conflicts. It is considered to be a good starting point for further research of delegates.*

United Nations Central African Republic Configuration of the Peacebuilding Commission. (2013, May 16). *Informal meeting – Chairman’s summary*. Retrieved 29 July 2013, from:

<http://www.un.org/en/peacebuilding/pdf/oc/CAR%20CSM%20Chair%27s%20Summary%2016May2013.pdf>

*For every meeting of the CAR configuration, the chairman publishes minutes of the meeting. These offer the reader a reliable overview about the efforts and activities recently made. In order to understand the history of humanitarian assistance and support of the United Nations, these minutes are essential.*

UN Department of Peacekeeping Operations. (2012, May). *The United Nations SSR Perspective*. Retrieved 31 July 2013, from: [http://www.un.org/en/peacekeeping/publications/ssr/ssr\\_perspective\\_2012.pdf](http://www.un.org/en/peacekeeping/publications/ssr/ssr_perspective_2012.pdf)

*Security Sector Reform is a comprehensive instrument when rebuilding a state. It tackles all major parts that are necessary for the functioning of a state. Therefore, knowledge about the mechanisms of SSR is vital in order to create a framework designed for the Central African Republic. This source is to be seen as the starting point for further research, because it offers a good outline of the concept of security sector reform.*

United Nations Office for the Coordination of Humanitarian Affairs (OCHA) (2012, December 10). *Central African Republic – Consolidated Appeal*. Retrieved 2 July 2013, from:

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*With the Consolidated Appeal Process, OCHA helps organize a coordinated and structured strategic approach to tackle humanitarian crises. OCHA publishes a report for every state that is under surveillance. This OCHA report informs readers about the status of several measures taken so far and gives an outlook on what needs to be done within the upcoming period of time.*

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*This background paper is one of the first documents by the Peacebuilding Commission regarding the situation in the Central African Republic. It sums up the situation and preconditions that led to the creation of the Country-Specific Configuration, such as the need for an effective, accountable, and sustainable national security sector, the reinforcement of the rule of law, and the establishment of development poles. The PBC itself may help by ensuring that peacebuilding*

*measures complement national strategies. This paper helps to understand why the PBC started to deal with situation in the Central African Republic.*

United Nations Secretary-General. (2013, May 3). *Report of the Secretary-General on the situation in the Central African Republic (S/2013/261)*. Retrieved 3 July 2013, from: <http://www.undocs.org/s/2013/261>

*In this recent report the Secretary-General informs the members of the Security Council about the current developments within the Central African Republic and provides an assessment of the status of the United Nations Integrated Peacebuilding Office in the Central African Republic. This report provides reliable information about the status of the Central African Republic. The Secretary-General refers even to the latest rebel offensive and corresponding problems. This report is the easiest way to get an overview about the current state of affairs in the Central African Republic.*

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## II. Increasing Women's Participation in Peacebuilding

*"We know that for peace to be sustainable, it must be built on physical security, accountable governance, equitable economic development, reconciliation and universal access to justice. For peace to be inclusive it also must be built through the participation of both women and men."<sup>122</sup>*

### Introduction

The prevention of both interstate and intrastate conflicts has been one of the key initiatives of the United Nations (UN) since its inception.<sup>123</sup> Extensive UN involvement in peacekeeping and peacebuilding projects over the past generation has provided valuable insight and lessons into critical components of these projects that may have the best outcomes for preventing future conflicts.<sup>124</sup> Peacekeeping refers to activities that help a country maintain peace and security in its transition from conflict to peace.<sup>125</sup> Peacebuilding, on the other hand, is the process of supporting and building long-term peace in post-conflict societies through infrastructure reconstruction, reestablishment of security and justice sectors, security and legal reform, societal rehabilitation and reconciliation, and economic revitalization.<sup>126</sup> Women are chronically underrepresented in peacebuilding, particularly in patriarchal post-conflict societies where women are largely excluded from leadership and governance positions.<sup>127</sup> Yet, the full inclusion and participation of all members in a post-conflict society in peacebuilding increases the effectiveness and success of peacebuilding programs.<sup>128</sup> Increasing women's participation is especially important in conflict mediation, post-conflict reconstruction, economic recovery and reestablishing the rule of law, both because women are underrepresented in these areas, but also because these areas have enormous impacts on the long-term security and well-being of women in post-conflict societies.<sup>129</sup>

At the UN Millennium Summit in 2000, achieving gender equality was highlighted as its own Millennium Development Goals (MDG) – Goal 3 – in recognition of the negative impact that gender inequality continues to have on the overall success and well-being of societies around the world.<sup>130</sup> 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.<sup>131</sup> The Peacebuilding Commission (PBC) is the UN body designed to bring together all relevant actors involved in peacebuilding activities and to consult and advise on current and future peacebuilding projects.<sup>132</sup> Since its creation in 2005, the PBC has affirmed the importance of involving women in every aspect of peacebuilding.<sup>133</sup> The founding document of the PBC, Security Council resolution 1645 (2005), emphasizes the importance of integrating a gender perspective in all of its programs and consulting with women's organizations to guide the PBC's engagement, and it is the only UN body with such an explicit mandate to do so.<sup>134</sup>

The country-specific work plans of the PBC and progress reports on its main agenda countries demonstrate the attention that is paid to the continued protection and engagement of women in post-conflict governance through this commission.<sup>135</sup> While the PBC's programs in Burundi and Liberia have supported women's increased engagement in these particular peacebuilding projects, the PBC continues to collaborate with other UN bodies to continue the progress on women's engagement in peacebuilding globally.<sup>136</sup> Further, through its collaboration with the UN

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<sup>122</sup> NGO Working Group on Women, Peace and Security, *Statement to the UN Peacebuilding Commission on SCR 1325 in Burundi and Sierra Leone*, 2006.

<sup>123</sup> *Charter of the United Nations*, 1945, art. 1.

<sup>124</sup> UN Peacebuilding Support Office, *Peacebuilding and the UN* [Website], 2013.

<sup>125</sup> *Ibid.*

<sup>126</sup> UN Peacekeeping, *What is Peacekeeping?* [Website], 2013.

<sup>127</sup> Barnes, et al., *Security Council Resolution 1325 on Women, Peace and Security – Six Years On Report*, 2006, p. 18.

<sup>128</sup> Geneva Peacebuilding Platform, *Geneva Peacebuilding Platform Consultative Workshop*, 2010, p. 3.

<sup>129</sup> *Ibid.*

<sup>130</sup> United Nations, *Millennium Development Goal 3: Promote Gender Equality and Empower Women* [Website], 2013.

<sup>131</sup> Klot, *Women and Peacebuilding*, 2007, p. 3.

<sup>132</sup> UN Security Council, *Resolution 1645 (2005) [Post-Conflict Peacebuilding] (S/RES/1645)*, 2005.

<sup>133</sup> Geneva Peacebuilding Platform, *Geneva Peacebuilding Platform Consultative Workshop*, 2010, p. 5.

<sup>134</sup> UN Security Council, *Resolution 1645 (2005) [Post-Conflict Peacebuilding] (S/RES/1645)*, 2005.

<sup>135</sup> Barnes, et al., *Security Council Resolution 1325 on Women, Peace and Security – Six Years On Report*, 2006, p. 6.

<sup>136</sup> NGO Working Group on Women, Peace and Security, *Statement to the UN Peacebuilding Commission on SCR 1325 in Burundi and Sierra Leone*, 2006.



system as a whole, the PBC helps steer the focus towards often overlooked issue areas, such as women's post-conflict economic recovery.<sup>137</sup> The Peacebuilding Support Office (PBSO) supports the work of the PBC by assisting in the coordination between UN partners, setting agendas and themes for the PBC to address, and administering the Peacebuilding Fund (PBF), which financially supports current PBC agenda states and other post-conflict states in peacebuilding projects.<sup>138</sup> A key component of the PBF's established funding mechanism stipulates that at least 15% must fund projects that support women's needs or advance gender equality.<sup>139</sup> The PBF also works collaboratively with the PBC and PBSO to assess how many financial resources for peacebuilding programs are being allocated for women's support projects within countries working with the PBSO and PBF, and to encourage gender mainstreaming in all project areas.<sup>140</sup>

### ***International and Regional Framework***

One of the most pivotal documents in framing the need for women's participation in peace and security work is Security Council resolution 1325 (2000) on "Women and Peace and Security."<sup>141</sup> The resolution encourages Member States and international organizations, including the UN, to increase the representation of women in institutions dealing with the maintenance of international peace and security, as well as to mainstream gender across conflict resolution and peacebuilding processes such as economic recovery and reestablishing the rule of law.<sup>142</sup> This resolution has led to increased awareness of the importance of women's representation in peacekeeping missions, peace negotiations, and post-conflict governance.<sup>143</sup> Resolution 1325 (2000) set the foundation for several additional resolutions under the same agenda item, focused on various aspects of women's role in the maintenance of international peace and security.<sup>144</sup> Resolutions 1820 (2008), 1888 (2009), 1960 (2010) and 2106 (2013) call on all parties to protect civilians, especially women and girls, from sexual and gender-based violence (SGBV) in conflict situations, and further call for the inclusion of SGBV prevention measures in all peacebuilding efforts with the full participation of women as decision-makers and consultants in developing such policies.<sup>145</sup> Resolution 1889 (2009) focuses more specifically on involving women in conflict negotiation and peacebuilding.<sup>146</sup> Specifically, it calls for greater women's involvement in all stages of conflict resolution and peacebuilding, focusing on increasing women's opportunities to participate in post-conflict peacebuilding to achieve gender equality and full societal participation at all levels.<sup>147</sup>

This resolution additionally reinforces the adoption of the *7-Point Action Plan on Women's Participation in Peacebuilding*, which was set forth in a report of the Secretary-General in 2009, serving as an important framework for UN and Member State engagement on women in peacebuilding.<sup>148</sup> The action plan both tracks progress and sets new targets to increase women's participation in the following areas: conflict resolution; post-conflict planning; post-conflict financing; gender-responsive civilian capacity; women's representation in post-conflict governance; rule of law; and economic recovery.<sup>149</sup>

In October 2013, the UN Security Council adopted a seventh resolution on "Women, peace and security," which is focused on women's participation in rule of law and transitional justice as well as other peacebuilding processes.<sup>150</sup> Resolution 2122 (2013) is thus an additional important point of reference for issues related to this issue.<sup>151</sup>

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<sup>137</sup> UN Peacebuilding Commission, *Women's Economic Empowerment for Peacebuilding* [Report], 2013.

<sup>138</sup> UN Peacebuilding Fund, *What is the Peacebuilding Fund?* [Website], 2013.

<sup>139</sup> Ibid.

<sup>140</sup> Ibid.

<sup>141</sup> UN Security Council, *Resolution 1325 (2000) [Women and Peace and Security]* (S/RES/1325), 2000.

<sup>142</sup> Ibid.

<sup>143</sup> UN Department of Peacekeeping Operations, *Ten-Year Impact Study on the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security in Peacekeeping*, 2010, p. 16.

<sup>144</sup> Barnes, et al., *Security Council Resolution 1325 on Women, Peace and Security – Six Years On Report*, 2006, p. xi.

<sup>145</sup> UN Security Council, *Resolution 1820 (2008) [Women, Peace and Security]* (S/RES/1820), 2009.

<sup>146</sup> Ibid.

<sup>147</sup> Ibid.

<sup>148</sup> UN Security Council, *Women's Participation in Peacebuilding: Report of the Secretary-General* (S/2010/466), 2010, p. 16.

<sup>149</sup> Ibid.

<sup>150</sup> UN Security Council, *Resolution 2122 (2013) [Women, Peace and Security]* (S/RES/2122), 2013.

<sup>151</sup> Ibid.

Other international bodies and conventions have also affirmed the critical impact of women's participation in peacebuilding. The *Beijing Platform for Action* (BPfA) adopted at the 1995 Fourth World Conference on Women in Beijing sets out a number of strategic objectives to increase the participation and impact of women in conflict resolution and peacebuilding within "Section E" of the document.<sup>152</sup> The BPfA's objectives include: the protection of women, assisting women's engagement, and promoting women's engagement in peacemaking and societal reconstruction.<sup>153</sup>

In 2005, there was a review of the conference: Women Building Peace Through Disarmament, Demobilization and Reintegration (DDR) Beijing + 10; the UN General Assembly (GA) also reviewed the conference in 2000 and 2005.<sup>154</sup> The conferences heard from representatives of different UN organizations, regional groups, and non-governmental organizations (NGOs) that shared their respective challenges and successes in promoting women's involvement in peacebuilding processes.<sup>155</sup> These conferences introduced a new avenue for discussion on women's involvement in security operations and created a forum to share information and identify new challenges and solutions in increasing women's role in peacebuilding.<sup>156</sup>

### ***Role of the United Nations System***

There are a number of UN organizations that work in conjunction with the PBC to further the participation of women in peacebuilding, particularly the Department for Peacekeeping Operations (DPKO), UN-Women, the United Nations Development Programme (UNDP), and the United Nations Children's Fund (UNICEF), among others. Many peacebuilding missions and programs are preceded by peacekeeping missions and operations established in the midst of an existing conflict.<sup>157</sup> Peacekeeping missions have gradually increased in scope and now typically include some degree of peacebuilding activities, including security sector reform, disarmament, demobilization and reintegration (DDR), and the promotion of human rights.<sup>158</sup> These more comprehensive peacekeeping missions necessitate greater coordination between the DPKO and the PBC to ensure the continuity of long-term reconstruction objectives that may have been identified during the peacekeeping operations.<sup>159</sup> The DPKO and the PBC have also conducted joint reviews on the transitions between peacekeeping missions and the PBC agenda countries to prepare more effectively for future transitions.<sup>160</sup>

To address this growing issue, the PBC works closely with UN-Women, particularly in the assessment stage of existing peacebuilding projects, and in releasing recommendations to strengthen the PBC's gender mainstreaming framework.<sup>161</sup> UN-Women has worked with other UN bodies in assessing and reporting on the status of women, such as their legal rights and societal roles, in post-conflict societies and recommending plans to improve their situations alongside peacebuilding agendas, as it did in Yemen in 2012.<sup>162</sup> UN-Women also assisted the Southern Sudan Referendum Commission in 2011 in establishing a gender unit to promote women's engagement in electoral and governance processes, which serves as a strong model for future governance reform projects overseen by the PBC.<sup>163</sup> The reports and gender mainstreaming guidelines that UN-Women publishes are regularly reviewed by the PBC and incorporated into existing peacebuilding projects to increase their efficacy.<sup>164</sup> UN-Women continues to

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<sup>152</sup> United Nations, *Report of the Fourth World Conference on Women (A/CONF.177/20/Rev.1)*, 1995; United Nations, *Beijing Declaration and Platform for Action*, 1995.

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

<sup>154</sup> UNIFEM, *Women Building Peace Through Disarmament, Demobilization and Reintegration: Beijing Review Conference*, 2005.

<sup>155</sup> *Ibid.*

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

<sup>157</sup> UN Security Council, *Moving from Peacekeeping to Peacebuilding Depends on Clarifying Priorities, Not Explaining Mandate, Security Council Told in Briefing (SC/10591)* [Report], 2012.

<sup>158</sup> UN Department of Peacekeeping Operations, *Handbook on UN Multidimensional Peacekeeping Operations*, 2003, p. 6.

<sup>159</sup> UN Peacebuilding Commission Working Group on Lessons Learned, *Relationship Between the PBC and the Security Council: Transition of UN Missions in PBC Agenda Countries* [Report], 2012, p. 2.

<sup>160</sup> *Ibid.*, p. 3.

<sup>161</sup> UN High Level Meeting of the Peacebuilding Commission and the Executive Board of UN-Women, *Integrating Women into Economic Recovery: Chairperson's Summary*, 2011.

<sup>162</sup> UN-Women, *Recovery and Peacebuilding* [Website], 2013.

<sup>163</sup> *Ibid.*

<sup>164</sup> UN-Women, *Integrating Women into Economic Recovery: Chairperson's Summary*, 2011.

work with the PBC on consultations and project planning, including the November 2011 High-Level Meeting of the Peacebuilding Commission and the Executive Board of UN-Women on women's economic recovery.<sup>165</sup>

The UNDP also engages in peacebuilding through its Bureau for Crisis Prevention and Recovery (BCPR).<sup>166</sup> BCPR has identified women's involvement in conflict prevention, peacebuilding, and recovery as key focus areas and has provided community support centers, legal aid, and access to land and credit to support women's recovery.<sup>167</sup> BCPR also publishes reports on successes and remaining challenges in supporting women's recovery and engagement across agencies and programs, which the PBC uses to form decisions on future programs.<sup>168</sup> Additionally, UNICEF collaborates on peacebuilding projects, focusing on the continued care and support of women and children in post-conflict areas, particularly during the gap between emergency relief and long-term development.<sup>169</sup> The work of UNICEF in post-conflict societies supports the work of the PBC by providing education to children, thereby supporting stability in post-conflict states.<sup>170</sup> UNICEF has identified the need for greater coordination between UNICEF and the PBC to streamline objectives and collaborate on these initiatives in the field to improve outcomes of these programs.<sup>171</sup>

### ***Conflict Mediation, Peace Negotiation, and Post-Conflict Reconstruction***

Negotiating the terms of peace is a crucial first step in the long-term process of peacebuilding. In most conflicts, women and children make up a larger proportion of casualties than men; women are typically the main targets of SGBV, and women, who are typically the primary caregivers, are more acutely affected by infrastructure collapse.<sup>172</sup> Despite the unique impacts of conflict on women, women continue to be chronically excluded from peace negotiations; of fourteen conflict mediations underway in 2011, only four included at least one female delegate participating in negotiations.<sup>173</sup> Conflict impacts men, women, and children in different ways, but accounting for those differences without representatives from all affected groups skews negotiation points towards the dominant group of negotiators and marginalizes the needs of other groups, in particular, women and children.<sup>174</sup> Those negotiations that do invite women to participate typically have a disproportionately low number of women to men.<sup>175</sup> Unfortunately, the absence of women in negotiations translates to a direct exclusion of their needs and priorities; only 16% of peace treaties in the last decade contained any specific mention of women.<sup>176</sup> This underrepresentation also ignores instances where women are combatants and activists, overlooking their impact on the situation and the unique reintegration needs of female combatants.<sup>177</sup> Further, women do not solely advocate for their own post-conflict needs during negotiations; women have been shown to prioritize community concerns and universal humanitarian enterprises, including medical care and education, for the benefit of the whole society more so than male negotiators.<sup>178</sup>

After terms of peace have been set, plans for reconstruction must be drafted and implemented. Rebuilding a post-conflict society is a tremendous task, but it also presents a unique opportunity to reconstruct institutions and integrate norms in a more deliberate and equitable way.<sup>179</sup> Entrenched ideas about women's societal roles as well as cultural and religious expectations can exclude women from traditionally male-dominated sectors including security, law and governance.<sup>180</sup> Thus, involving women in peacebuilding and decision-making may set new precedents and create new norms and expectations surrounding women's societal roles.<sup>181</sup>

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<sup>165</sup> UN-Women, *Integrating Women into Economic Recovery: Chairperson's Summary*, 2011.

<sup>166</sup> UNIFEM, *Women's Social, Economic and Political Empowerment in Crisis Prevention and Recovery 2010 Report*, 2010.

<sup>167</sup> *Ibid.*

<sup>168</sup> *Ibid.*

<sup>169</sup> UN Children's Fund, *Frequently Asked Questions: Peacebuilding* [Website], 2010.

<sup>170</sup> UN Children's Fund, *The Role of Education in Peacebuilding: Case Study: Sierra Leone* [Report], 2011.

<sup>171</sup> UN Children's Fund, *Frequently Asked Questions: Peacebuilding* [Website], 2010.

<sup>172</sup> UN-Women, *Peace and Security* [Website], 2013.

<sup>173</sup> Deen, *Why Are Women Shut Out of Peace Talks?* 2012.

<sup>174</sup> UN-Women, *Women, War & Peace* [Website], 2013.

<sup>175</sup> *Ibid.*

<sup>176</sup> Kuehnast, *Why Women's Involvement in Peacebuilding Matters*, 2012.

<sup>177</sup> *Ibid.*

<sup>178</sup> Page, et al., *Strategies for Policymakers: Bringing Women Into Peace Negotiations*, 2009, p. 2.

<sup>179</sup> UN Security Council, *Women's Participation in Peacebuilding: Report of the Secretary-General (S/2010/466)*, 2010, p. 4.

<sup>180</sup> *Ibid.*

<sup>181</sup> *Ibid.*

While women must be engaged in everyday reconstruction projects, it is also crucial that women have equal opportunity to participate in leadership and governance roles both at the national and local level.<sup>182</sup> Leadership workshops and collaboration with women's civil society organizations may simultaneously hone skills of potential female leadership candidates while raising the profile of future women leaders.<sup>183</sup> Such workshops and civil society consultations have provided women in Sierra Leone with resources and information to further women's empowerment within the existing peacebuilding agenda.<sup>184</sup> This led to further consultations with the PBC, PBSO, and PBF and supported the development of a national peacebuilding agenda for women.<sup>185</sup> Similarly, appointing women to interim governance positions during the peace processes and in advance of elections may also raise the profile of female leaders and systemize female leadership within communities.<sup>186</sup> The peacebuilding process in Burundi, as overseen by the PBC, included a quota for women representatives as a temporary measure to increase their representation within democratic government bodies.<sup>187</sup> As a result, 30% of parliamentarians are women, a higher rate of representation than many other states worldwide, including those that have not experienced conflict in recent decades.<sup>188</sup>

### ***Women's Participation in Economic Recovery***

Post-conflict states with lower economic recovery and long-term growth tend to relapse into conflict much more frequently than those that can recoup economically.<sup>189</sup> While lack of capital and catastrophic damage to infrastructure often necessitate external loans and adjustment programs, in the long-term, local economic growth can have significant impacts on the stability of post-conflict states.<sup>190</sup> Women's participation in both formal and informal economic enterprise is regularly overlooked in post-conflict development plans; however, there is a direct link between women's empowerment and the overall economic growth and well-being of a state.<sup>191</sup> Cultural factors can also often prevent women from fully engaging in formal economic enterprises, particularly in science and technology fields, which are often male-dominated.<sup>192</sup> Eliminating barriers to women's involvement in these formal sectors is especially important because the private sector and dynamic market growth are critical for medium and long-term economic reconstruction.<sup>193</sup> In the short-term, economic incentives to increase women's engagement may encourage communities to accept more women in the formal economy, thus paving the way for more permanent solutions.<sup>194</sup> In the long-term, stable educational programs that train women and educate entire communities about individual rights and holistic approaches to economic growth can lift the stigma surrounding non-traditional work for women, including within the legal, medical, and security sectors.<sup>195</sup>

Start-up capital, investments, and loans need to be available to capitalize on these opportunities.<sup>196</sup> Credit to invest in new economic projects can be especially difficult for women to obtain; some lenders refuse to give loans or land

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<sup>182</sup> Peacebuilding Initiative, *Empowerment: Women & Gender Issues: Women, Gender & Peacebuilding Processes*.

<sup>183</sup> *Ibid.*

<sup>184</sup> Klot, *Women and Peacebuilding*, 2007, p. 3.

<sup>185</sup> *Ibid.*

<sup>186</sup> *Ibid.*, p. 9.

<sup>187</sup> *Ibid.*, p. 5.

<sup>188</sup> United Nations, *Burundi and Women's Political Participation – The Role of ONUB* [Report], p. 1.

<sup>189</sup> Collier, et. al., *Post-Conflict Risks*, 2006, p. 9.

<sup>190</sup> *Ibid.*

<sup>191</sup> UN Peacebuilding Commission, *Women's Economic Empowerment for Peacebuilding* [Report], 2013, p. 2.

<sup>192</sup> UN Commission on the Status of Women, *Agreed Conclusions on Access and Participation of Women and Girls in Education, Training and Science and Technology, Including for the Promotion of Women's Equal Access to Full Employment and Decent Work (E/2011/27)*, 2011, p. 4.

<sup>193</sup> UN Peacebuilding Support Office & UN Development Programme, *E-Discussion on Economic Revitalization and Peacebuilding* [Summary Report], p. 6.

<sup>194</sup> UN Commission on the Status of Women, *Agreed Conclusions on Access and Participation of Women and Girls in Education, Training and Science and Technology, Including for the Promotion of Women's Equal Access to Full Employment and Decent Work (E/2011/27)*, 2011, p. 7.

<sup>195</sup> *Ibid.*

<sup>196</sup> UN High Level Meeting of the Peacebuilding Commission and the Executive Board of UN-Women, *Integrating Women into Economic Recovery: Chairperson's Summary*, 2011, p. 2.

credits to women forcing them to go through male family members to obtain these credits.<sup>197</sup> In response to these barriers, the PBF has committed to allocating 15% of all total funds to women's economic recovery projects.<sup>198</sup> While these projects are supporting women's economic engagement, 15% is only a starting point to achieving greater gender equality.<sup>199</sup> Challenges encountered in other peacebuilding programs, such as the lack of women's economic engagement despite several years of women-centric programming in Burundi, should also be assessed to apply new, more effective procedures to current funding projects.<sup>200</sup>

In addition to capacity-building and vocational training in sectors not traditionally female-dominated, investing in sectors where many women already work can facilitate transitions from short-term economic growth to long-term shifts in women's occupations and earning potential and ensure that economic reconstruction funds reach women in need.<sup>201</sup> Finally, investments in formal education training, agricultural technology and primary health care can support women's capacity and skill development for vertical movement within their existing fields of work.<sup>202</sup>

Effective economic engagement and growth also depends upon legal rights and protections for property holdings and economic rights. In addition to opening up borrowers criteria to include women, property rights within societies must acknowledge ownership rights of women.<sup>203</sup> In some states, women are unable to own a complete share of property, which undermines their economic independence and can make them financially dependent upon male relatives.<sup>204</sup> This not only strips future entrepreneurs and business owners of their financial independence, but it also prevents the 30-60% of women who have been isolated or widowed due to conflict from obtaining any credit at all.<sup>205</sup> In Sierra Leone, the PBC facilitated legal reform consultations and the adoption of a new legal framework that changed inheritance laws and property rights laws to include women.<sup>206</sup> This success facilitated Sierra Leone's economic expansion and continues to raise the profile of women in business and agricultural management.<sup>207</sup>

### ***Promoting Women's Rights and Reestablishing Rule of Law***

Finally, the protection and promotion of human rights must be an integral part of all peacebuilding activities in order to support the rehabilitation and reconstruction of society.<sup>208</sup> In the report of the Secretary-General on "Women's participation in peacebuilding" (S/2010/466), particular attention is drawn to the need for more legal support services for women and girls to provide assistance in upholding their enshrined rights.<sup>209</sup> Reestablishing the rule of law in post-conflict states involves constitution building, legal review and reform, land rights and economic reform, and transitional justice.<sup>210</sup> While constitutional reform presents a tremendous opportunity to codify universal human rights and in particular rights to women, problems of enforcement have made these legal triumphs largely irrelevant in some post-conflict states that lack access to legal services necessary for women's protection.<sup>211</sup> Economic rights will facilitate women's economic engagement, but there must also be mechanisms for women to resort to when these rights are violated or ignored.<sup>212</sup> Corruption at the governance level and community justice may thwart efforts to uphold these protections for women.<sup>213</sup> The PBC is working to develop stronger monitoring mechanisms to assess

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<sup>197</sup> UN High Level Meeting of the Peacebuilding Commission and the Executive Board of UN-Women, *Integrating Women into Economic Recovery: Chairperson's Summary*, 2011, p. 3.

<sup>198</sup> UN Peacebuilding Fund, *What is the Peacebuilding Fund?* [Website], 2013.

<sup>199</sup> UN Peacebuilding Fund, *The PBF and Gender Equality* [Website], 2011.

<sup>200</sup> Campbell, *Independent External Evaluation: Peacebuilding Fund Projects in Burundi*, 2010, p. 149.

<sup>201</sup> Klot, *Women and Peacebuilding*, 2007, p. 10.

<sup>202</sup> Kabeer, *Women's Economic Empowerment and Inclusive Growth: Labour Markets and Enterprise Development*, 2012, p. 51.

<sup>203</sup> UN Peacebuilding Support Office, *Peacebuilding Review* [Report], 2011, p. 16.

<sup>204</sup> UNDP, *Price of Peace: Financing for Gender Equality in Post-Conflict Reconstruction* [Report], 2010, p. 5.

<sup>205</sup> UN High Level Meeting of the Peacebuilding Commission and the Executive Board of UN-Women, *Integrating Women into Economic Recovery: Chairperson's Summary*, 2011 p. 3.

<sup>206</sup> Klot, *Women and Peacebuilding*, 2007, p. 3.

<sup>207</sup> *Ibid.*, p. 4.

<sup>208</sup> Tachou-Sipowo, *The Security Council on Women in War: Between Peacebuilding and Humanitarian Protection*, 2010, p. 215.

<sup>209</sup> UN Security Council, *Women's Participation in Peacebuilding: Report of the Secretary-General (S/2010/466)*, 2010, p. 16.

<sup>210</sup> United Nations, *UN Assistance to Constitution-Making Processes*, 2009, p. 3.igh

<sup>211</sup> Governance and Social Development Resource Centre, *Gender, Statebuilding and Peacebuilding*, 2013.

<sup>212</sup> *Ibid.*

<sup>213</sup> Kabeer, *Women's Economic Empowerment and Inclusive Growth: Labour Markets and Enterprise Development*, 2012, p. 16.

progress on protecting women's rights within different peacebuilding frameworks, as well as advocating for an increase women's representation in governance to advocate for women's rights.<sup>214</sup>

The atrocities committed during conflict must also be addressed through transitional justice initiatives to facilitate societal reconciliation.<sup>215</sup> Women are disproportionately affected by conflict, and many armed groups use sexual and gender-based violence as a tool of war to intimidate and dehumanize enemies and civilians.<sup>216</sup> Sexual violence is also a regular occurrence in post-conflict societies, which limits women's mobility and access to essential resources for fear of continued attacks after hostilities have ceased.<sup>217</sup> Thus, efficient and effective justice in dealing with these crimes may encourage silent victims to step forward with their experiences and prevent further sexual criminality in the face of swift justice.<sup>218</sup> Increasing the number of women in law enforcement, justice, and security will also support the prosecution of crimes against women and keep considerations of gender embedded in their work.<sup>219</sup> The PBC is advocating for the further development of capacity within the UN system to consolidate resources in support of legal aid and reparations for victims.<sup>220</sup>

## Conclusion

Peacebuilding is a complex process. It simultaneously involves the restructuring of a society with input from actors both inside and outside of the country, collaboration and cooperation on a global scale, and long-term vision and perseverance.<sup>221</sup> As roughly half of the world's population, women have a pivotal role to play in reconstructing and rehabilitation societies, as well as taking part in their own self-determination.<sup>222</sup> The PBC has underlined the importance of increasing women's participation in peacebuilding from its inception,; yet, despite its successes there are still many more challenges to women's equality in peacebuilding that require dialogue and collaborative engagement to resolve.<sup>223</sup>

There are many international and legal frameworks designed to increase women's participation in peacebuilding and societal reconstruction. Community stakeholders, civil society, and international organizations that contribute to peacebuilding projects must re-examine these principles and make efforts to apply them more consistently to existing and future projects.<sup>224</sup> Women's varying roles in conflict should continue to be identified and recognized by making women key components of conflict mediation and peacebuilding planning projects.<sup>225</sup> Women's participation in initial agenda-setting will contribute to long-term successes of greater economic participation and respect for women's rights as equal partners in their states' future.<sup>226</sup>

In their research, delegates should consider existing challenges to the involvement of women in negotiating peace. How important are cultural and/or religious factors, and how might these be adapted to involve women? How might the PBC, which works in consultation with other UN bodies, more directly address these challenges? How can the PBC ensure gender is mainstreamed across all its programs? Is it possible that focusing on the empowerment and equality of women in post-conflict societies may to the detriment of minority groups? If so, what mechanisms can be established to avoid the exclusion of minorities? In what ways can the PBC work in collaboration with national governments to further promote and implement women's participation in the growing number of peace processes, in their varying forms, across the world?

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<sup>214</sup> UN Peacebuilding Commission Working Group on Lessons Learned, *Gender and Peacebuilding: Enhancing Women's Participation* [Report], 2008, p. 4.

<sup>215</sup> UN Peacebuilding Support Office, *Report of the Secretary-General on Women's Participation in Peacebuilding (A/65/354-S/2010/466): Tracking Progress: 7-Point Action Plan*, 2010.

<sup>216</sup> Tachou-Sipowo, *The Security Council on Women in War: Between Peacebuilding and Humanitarian Protection*, 2010, p. 199.

<sup>217</sup> UN Security Council, *Women's Participation in Peacebuilding: Report of the Secretary-General. (S/2010/466)*, 2010, p. 7.

<sup>218</sup> Tachou-Sipowo, *The Security Council on Women in War: Between Peacebuilding and Humanitarian Protection*, 2010, p. 215.

<sup>219</sup> UN Security Council, *Women's Participation in Peacebuilding: Report of the Secretary-General. (S/2010/466)*, 2010, p. 16.

<sup>220</sup> UN Peacebuilding Commission Working Group on Lessons Learned, *Gender and Peacebuilding: Enhancing Women's Participation* [Report], 2008, p. 4.

<sup>221</sup> UN Peacebuilding Support Office, *Peacebuilding and the United Nations*, 2013.

<sup>222</sup> Geneva Peacebuilding Platform, *Geneva Peacebuilding Platform Consultative Workshop*, 2010, p.3.

<sup>223</sup> UN Peacebuilding Commission Working Group on Lessons Learned, *Gender and Peacebuilding: Enhancing Women's Participation* [Report], 2008, p. 1.

<sup>224</sup> Security Council Report, *The Security Council and the UN Peacebuilding Commission*, 2013, p. 2.

<sup>225</sup> UN-Women, *Women, War & Peace*, 2013.

<sup>226</sup> Barnes, et. al., *Security Council Resolution 1325 on Women, Peace and Security – Six Years On Report*, 2006, p. 18.

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*This independent report, commissioned by the United Nations Development Fund for Women (UNIFEM) and the United Nations Peacebuilding Support Office (PBSO), provides an independent analysis of the most pressing areas needing increased women's participation. Though the report is several years old, it includes relevant analysis on the PBSOs engagement of women and women's post-conflict needs and serves as a background to understanding the functioning of the PBSO in this regard. This report also makes recommendations on the PBSO's future strategies to address these needs in future projects.*

Page, M., T. Whitman, & C. Anderson. (2009). *Strategies for Policymakers: Bringing Women Into Peace Negotiations*. The Institute for Inclusive Security. Retrieved 3 August 2013 from:

[http://www.inclusivesecurity.org/wp-content/uploads/2013/05/Negotiations\\_FINAL.pdf](http://www.inclusivesecurity.org/wp-content/uploads/2013/05/Negotiations_FINAL.pdf)

*As discussed throughout the guide, involving women in peace negotiations can be one of the single most impactful steps in increasing women's involvement throughout the entire peacebuilding process. This document lays out the importance of women's engagement in negotiations and in particular, strategies to increasing women's participation. It also discusses increasing dialogue between civil society and government representatives, and committing to having women representatives in advance of negotiations. Finally, the report includes case studies on post-conflict societies that had female representation present and how they impacted negotiations.*

Tachou-Sipowo, A. (2010). *The Security Council on Women in War: Between Peacebuilding and Humanitarian Protection*. International Review of the Red Cross. Retrieved 3 August 2013 from:

<http://www.icrc.org/eng/assets/files/other/irrc-877-tachou-sipowo.pdf>

*This report explains the Security Council's history of dealing with women in conflict situations. It details the impact that conflict has on women specifically as combatants, family heads, and victims of sexual violence. The report also includes analysis on Security Council actions to address issues affecting women in conflict, as well as their unique role in post-conflict reconstruction during peacekeeping and peacebuilding missions.*

United Nations, Commission on the Status of Women, Fifty-fifth session. (2011). *Agreed Conclusions on Access and Participation of Women and Girls in Education, Training and Science and Technology, Including for the Promotion of Women's Equal Access to Full Employment and Decent Work (E/2011/27)*. Retrieved 3 August 2013 from: [http://www.un.org/womenwatch/daw/csw/csw55/agreed\\_conclusions/AC\\_CSW55\\_E.pdf](http://www.un.org/womenwatch/daw/csw/csw55/agreed_conclusions/AC_CSW55_E.pdf)

*The outcome of the fifty-fifth session of the CSW, its Agreed Conclusions, is contained in the final report of the Commission to ECOSOC. Though not exclusively dedicated to women in conflict, focuses on increasing economic opportunities for women. The document includes information on vocational training as well as traditional education, while also identifying the most detrimental barriers to women's success. The report also details specific strategies on including gender-sensitive education in all educational programs including conflict prevention.*

United Nations, Department of Peacekeeping Operations. (2010). *Ten-Year Impact Study on the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security in Peacekeeping*. Retrieved 31 July 2013 from: [http://www.un.org/en/peacekeeping/documents/10year\\_impact\\_study\\_1325.pdf](http://www.un.org/en/peacekeeping/documents/10year_impact_study_1325.pdf)

*This report by the Department of Peacekeeping Operations outlines the impact that Security Council resolution 1325 (2000) has had on peace and security operations through the consideration and engagement of women. The report analyzes the main successes and challenges in fulfilling Resolution 1325 with many of its recommendations supporting the increased engagement of women in peacebuilding. The report also contains a comprehensive section on women's engagement in the rule of law and legal reform, and the way this reform can be used to prosecute and prevent sexual and gender-based crimes.*

United Nations Development Programme. (2010). *Price of Peace: Financing for Gender Equality in Post-Conflict Reconstruction* [Report]. Retrieved 3 July 2013 from: <http://www.undp.org/content/dam/aplaws/publication/en/publications/womens-empowerment/price-of-peace-financing-for-gender-equality-in-post-conflict-reconstruction/price-of-peace-financing-for-gender-equality-in-post-conflict-reconstruction.pdf>

*This document outlines key dimensions of post-conflict economic recovery for women. The report details the main barriers to women's economic recovery in post-conflict societies and provides recommendations on how to focus economic recovery projects to benefit women as well as men. The report also outlines different financing and budgeting mechanisms and the gender policies that may support women's economic recovery.*

United Nations, General Assembly, Sixty-seventh session. (2012). *Peacebuilding in the Aftermath of Conflict: Report of the Secretary-General*. Retrieved 3 July 2013 from: [http://www.un.org/ga/search/view\\_doc.asp?symbol=A/67/499](http://www.un.org/ga/search/view_doc.asp?symbol=A/67/499)

*This Secretary-General's report highlights a particular dimension of peacebuilding, namely immediate post-conflict peacebuilding. It establishes that women are essential in providing immediate peacebuilding support, particularly in advocating for women's, children's, and minority issues. Further, this report introduces the importance of immediate post-conflict peacebuilding in preventing conflict relapses and demonstrates that women's immediate involvement in peacebuilding has long-term impacts on future peacebuilding projects within post-conflict societies, such as representation during governance and legal reforms.*

United Nations, Peacebuilding Support Office and UN Development Program. (n.d.) *E-Discussion on Economic Revitalization and Peacebuilding*. Retrieved 1 August 2013 from: [http://www.un.org/en/peacebuilding/pdf/doc\\_wgll/e\\_consultation\\_summary.pdf](http://www.un.org/en/peacebuilding/pdf/doc_wgll/e_consultation_summary.pdf)

*The transcript of this economic revitalization in peacebuilding dialogue sheds light on exactly why economic reconstruction is so vital to successful peacebuilding, and to women's recovery in particular. The transcript discusses technical aspects of economic reconstruction projects, such as short-term and long-term revitalization programs. This report also simplifies some more complex components of economic revitalization, including private sector involvement, peace dividends, and local ownership.*

United Nations, Security Council. (2010). *Women's Participation in Peacebuilding: Report of the Secretary-General*. (S/2010/466). Retrieved 3 July 2013 from: <http://undocs.org/S/2010/466>

*This report by the Secretary-General highlights and expands upon the peacebuilding activities most in need of women's increasing involvement, many of which were outlined in Security Council resolution 1889. This report also provides context on the importance of women's involvement in peacebuilding and connects women's participation to better overall outcomes for post-conflict societies. The report also outlines an action plan to increase women's participation in the following key areas: conflict resolution, financing for gender equality, economic revitalization, and rule of law.*

United Nations, Security Council. (2013, October 18). *Resolution 2122 (2013) [Women, Peace and Security]*(S/RES/2122). Retrieved 3 July 2013 from: [http://undocs.org/S/RES/2122\(2013\)](http://undocs.org/S/RES/2122(2013))

*This is one of the most fundamental Security Council resolutions on women's participation in peacebuilding. It highlights some of the main challenges in increasing women's participation in peacebuilding. The resolution also emphasizes the key peacebuilding areas in which women's participation will be the most impactful. This resolution drew attention to the importance of economic recovery, particularly for women, which prompted the PBC, the UNDP, and UN-Women to publish documents on strategies to improve women's economic recovery.*

United Nations, Security Council. (2009, October 5). *Resolution 1889 (2009) [Women, Peace and Security]*(S/RES/1889). Retrieved 3 July 2013 from: [http://undocs.org/S/RES/1889\(2009\)](http://undocs.org/S/RES/1889(2009))

*This is one of the most fundamental Security Council resolutions on women's participation in peacebuilding. It highlights some of the main challenges in increasing women's participation in*



*peacebuilding. The resolution also emphasizes the key peacebuilding areas in which women's participation will be the most impactful. This resolution drew attention to the importance of economic recovery, particularly for women, which prompted the PBC, the UNDP, and UN-Women to publish documents on strategies to improve women's economic recovery.*

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### III. Strategies for Rebuilding Critical Institutions in Post-Conflict Societies

#### *Introduction*

Since the beginning of the 20<sup>th</sup> century, armed conflict has resulted in loss of human life, decreased stability, and devastation, especially for those regions home to the conflict.<sup>227</sup> Including two world wars, various forms of political violence, genocide, and other mass attacks against civilians, it is estimated that a century of armed conflict has led to the loss of 170 million lives.<sup>228</sup> Examples of such devastation include the civil war in Mozambique during the 1980s and in Rwanda during the 1990s.<sup>229</sup> In addition to violence against civilians and the displacement of millions of individuals, in both cases, there was widespread sexual violence and massacres against women and young girls, marginalization of other vulnerable populations, as well as destruction of infrastructure.<sup>230</sup> Conflict has not been confined to a specific region; close to 70 countries experienced some form of internal conflict, ranging from minor violence to full civil war.<sup>231</sup>

Conflict results in the breakdown of critical socioeconomic, political, legal, security, and societal infrastructures.<sup>232</sup> The breakdown of such fundamental institutions accelerates a feedback loop that further worsens conditions in these regions, thus increasing the tendency to relapse into conflict.<sup>233</sup> Given that these critical structural institutions are essential for adequate functioning of any society, it is crucial to ensure that post-conflict societies rebuild these institutions using effective strategies that ultimately promote peace and prevent conflict relapse.<sup>234</sup>

Post-conflict reconstruction involves initiatives, actions, and processes employed in regions emerging from conflict that seek to prevent a relapse into conflict as well as promote peace, stability, and the development of these regions in every facet.<sup>235</sup> Such activities promote peacebuilding through a comprehensive development of institutions and infrastructure that enable nations to increase their capacity.<sup>236</sup> Increasingly, it has been observed that between one-third and one-half of conflict regions relapse back into conflict within five years.<sup>237</sup> Given such a situation, it is paramount that post-conflict reconstruction processes aim not only to rebuild socioeconomic, legal, and political infrastructures that may have been destroyed, but also to prevent further conflict and establish sustainable peace.<sup>238</sup> Sustainable peace in a state is characterized by conditions that make the likelihood of violence or destructive conflict as a form of resolution of problems in such a state low.<sup>239</sup>

There are numerous challenges associated with post-conflict reconstruction such as the volatility and fragility of conflict-torn regions and the devastation of the security, socioeconomic, and legal infrastructure, and even to the point that individuals lack basic necessities.<sup>240</sup> These needs are often diverse, ranging from basic food and shelter, ensuring the security of vulnerable populations and disadvantaged individuals to addressing fundamental issues around rebuilding the security, political, socioeconomic, and legal infrastructure of the region.<sup>241</sup> However, in post-conflict societies the needs of individuals drastically exceed the capacity of international entities to provide help.<sup>242</sup>

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<sup>227</sup> UN Department of Economic and Social Affairs & UN Development Programme, *The Challenges of Restoring Governance in Crisis and Post-Conflict Countries*, 2007.

<sup>228</sup> Easterly & Kurlat, *Development, Democracy and Mass Killings*, 2006, p. 2.

<sup>229</sup> UN Department of Economic and Social Affairs & UN Development Programme, *The Challenges of Restoring Governance in Crisis and Post-Conflict Countries*, 2007.

<sup>230</sup> *Ibid.*

<sup>231</sup> *Ibid.*

<sup>232</sup> Humanitarian Policy and Conflict Research, *Operationalizing Peacebuilding* [Website].

<sup>233</sup> Humphreys, *Economic and Violent Conflict*, 2003, p. 2.

<sup>234</sup> Humanitarian Policy and Conflict Research, *Thematic Areas* [Website].

<sup>235</sup> Humanitarian Policy and Conflict Research, *Introduction to Peacebuilding* [Website].

<sup>236</sup> *Ibid.*

<sup>237</sup> Cousens, *Ending Wars and Building Peace: International Responses to War-Torn Societies*, 2008, p. 2.

<sup>238</sup> *Ibid.*, p. 3.

<sup>239</sup> Lederach, *Beyond Sustainable Peace*, 1998, p.1.

<sup>240</sup> UN Department of Economic and Social Affairs & UN Development Programme, *The Challenges of Restoring Governance in Crisis and Post-Conflict Countries*, 2007.

<sup>241</sup> UN General Assembly, *On Peacebuilding in the immediate aftermath of conflict: Report of the Secretary-General (A/63/881)*, 2009.

<sup>242</sup> *Ibid.*

Given the severity of humanitarian conditions in post-conflict regions as well as the tendency for a relapse into conflict, the reconstruction process ought to balance short-term goals around security, displaced populations, aid, and humanitarian assistance with a focus on long-term goals around economic development, capacity-building, and the development of adequate legal and political infrastructures that enables a society to function effectively.<sup>243</sup> Increasingly, consensus is being reached in the international community around the thematic areas, sectors, and institutions that need to be emphasized during post-conflict reconstruction processes.<sup>244</sup> This consensus has confirmed the need to adequately combine short and long-term goals.<sup>245</sup> Such institutions represent important sectors without which a society cannot function adequately.<sup>246</sup> Broadly, these institutions address domains such as security, socioeconomic infrastructure, political system, and legal system.<sup>247</sup> More specifically, these domains deal with entities such as the criminal justice system, the police force, the banking and commerce structure, the constitution and other legal frameworks, amnesty programs, and other fundamental entities, actions, and processes necessary for the effective functioning of a society.<sup>248</sup> Post-conflict reconstruction across regions is of critical importance to the United Nations (UN), and the coordination of such a process is the primary responsibility of the Peacebuilding Commission (PBC).<sup>249</sup>

The PBC enables processes that “bring together all relevant actors, to marshal resources and to advise on, and propose integrated strategies for post-conflict peacebuilding and recovery.”<sup>250</sup> The PBC is involved in the overall peacebuilding process, coordinating, monitoring, and ensuring that resources, as well as partnerships necessary for the peacebuilding and post-conflict reconstruction process are available.<sup>251</sup> In order to ensure favorable outcomes, the PBC works with a variety of organizations outside and within the UN system to provide relevant expertise and resources to regions where post-conflict reconstruction is ongoing.<sup>252</sup> Through post-conflict reconstruction, the PBC ensures that different post-conflict regions across the world regain stability and have a foundation for sustainable peace.

### ***International Framework***

In the 1992 report, *An Agenda for Peace*, former Secretary-General Boutros-Ghali indicated that the UN should respond to conflict with peacekeeping and peacebuilding activities.<sup>253</sup> Fostering peace and preventing future conflict among or within states represents one of the major intergovernmental goals that led to the formation of the UN in 1945.<sup>254</sup> Yet, it was not until the early 1990s that the current peacebuilding framework emerged, as views regarding security and the post-conflict reconstruction process evolved and became more formalized.<sup>255</sup> As the UN expanded, overall definitions and frameworks describing peacebuilding developed to mediate, and ultimately help in the implementation of peacekeeping agreements in an attempt to ensure sustainable peace in regions in and emerging from conflict.<sup>256</sup> Thus, awareness about peacekeeping and the post-conflict reconstruction process increased, and resulted in the 2000 *Brahimi Report*.

The *Brahimi Report*, also known as the Report of the Panel on United Nations Peace Operations, articulates peacebuilding as “activities undertaken on the far side of conflict to reassemble the foundations of peace and provide the tools for building on those foundations something that is more than just the absence of war.”<sup>257</sup> In response to the *Brahimi Report* which gave a comprehensive overview of the UN peacekeeping and peacebuilding architecture as at

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<sup>243</sup> Ottawa, *Rebuilding state institutions in collapsed states*, 2002, p. 2.

<sup>244</sup> *Ibid.*, p. 2.

<sup>245</sup> *Ibid.*, p. 3.

<sup>246</sup> *Ibid.*, p. 3.

<sup>247</sup> *Ibid.*, p. 3.

<sup>248</sup> *Ibid.*, p. 3.

<sup>249</sup> UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, [Resolution], 2005.

<sup>250</sup> *Ibid.*

<sup>251</sup> UN Peacebuilding Commission, *Review of progress in the implementation of the Strategic Framework for Peacebuilding in Burundi (PBC/4/BD/1)* [Resolution], 2010.

<sup>252</sup> UN Peacebuilding Support Office, *Partnerships* [Website], 2013.

<sup>253</sup> UN Secretary-General, *An Agenda for Peace: Preventive diplomacy, peacemaking and peace-keeping*, 1992.

<sup>254</sup> UN Peacebuilding Support Office, *UN Peacebuilding: an Orientation*, 2010.

<sup>255</sup> *Ibid.*

<sup>256</sup> *Ibid.*

<sup>257</sup> *Ibid.*

2000, the Security Council and the General Assembly concurrently created the Peacebuilding Commission, the Peacebuilding Fund, and the Peacebuilding Support Office (PSC) in 2005.<sup>258</sup>

### *Role of the UN System*

The PBC is the primary UN entity responsible for peacebuilding.<sup>259</sup> A crucial component of peacebuilding is the facilitation of a suitable working environment that involves bringing relevant actors and organizations together in order to ensure that expertise across a variety of areas is leveraged in the post-conflict reconstruction process.<sup>260</sup> Some of the affiliated organizations of the PBC include the World Bank, the International Monetary Fund, the Office of the United Nations High Commissioner for Human Rights, the UN Department for Peacekeeping Operations (DPKO), the UN Development Programme (UNDP), the UN Office on Drugs and Crime (UNODC), International Labour Organization among others.<sup>261</sup> These organizations serve to bring relevant expertise to the post-conflict reconstruction process by providing crucial advice on ways to rebuild institutions across different domains.<sup>262</sup>

### *Mechanisms and Other Support Structures*

In addition to other UN organizations, the Peacebuilding Support Office works alongside the PBC providing assistance in the peacebuilding process as well as administering the Peacebuilding Fund (PBF).<sup>263</sup> The Peacebuilding Fund provides financial support for post-conflict reconstruction and activities that are part of the peacebuilding process.<sup>264</sup> Several Member States and other organizations provide donations and funds for the Peacebuilding Fund.<sup>265</sup> The PBF funds through two different facilities: the Immediate Response Facility and the Peacebuilding and Recovery Facility.<sup>266</sup> The Immediate Response Facility is a flexible PBF funding mechanism “designed to jumpstart peacebuilding and recovery needs through single or multiple projects for up to one year.”<sup>267</sup> The Peacebuilding and Recovery Facility is the second funding mechanism, which constitutes a longer-term form of funding “designed to support a more structured peacebuilding process, driven by national actors based on a joint analysis of needs with the international community.”<sup>268</sup> Through both funding mechanisms the PBC is able to address basic pressing needs such as security issues as well as focus on longer-term capacity-building across socioeconomic, political, and legal areas.

### *Emergence of a Framework for Post-conflict Reconstruction*

In a 2009 report to the Security Council, the Secretary-General presented the UN strategy on peacebuilding and post-conflict reconstruction, as well as the challenges and difficulties associated with the process. A reflection of past peacebuilding experiences, and an agenda to strengthen the UN response immediately following conflict was also presented.<sup>269</sup> Distilling knowledge gained over two decades, the Secretary-General identified six dimensions of intervention: the need to ensure security and rule of law through disarmament, demobilization and reintegration and security sector reform; the need to ensure development of adequate and inclusive political processes; need to provide basic services such as water, education, and health; the need to restore and shore up necessary government functions on a national and subnational level; and the need to promote economic revitalization through employment generation for former combatants.<sup>270</sup>

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<sup>258</sup> UN Peacebuilding Support Office, *UN Peacebuilding: an Orientation*, 2010

<sup>259</sup> UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, [Resolution], 2005.

<sup>260</sup> *Ibid.*

<sup>261</sup> UN Peacebuilding Support Office, *Partnerships* [Website], 2013.

<sup>262</sup> *Ibid.*

<sup>263</sup> UN Peacebuilding Support Office, *Peacebuilding Support Office* [Website], 2013.

<sup>264</sup> UN Peacebuilding Fund, *The Peacebuilding Fund: Preventing a relapse into violent conflict*, 2011.

<sup>265</sup> *Ibid.*

<sup>266</sup> UN Peacebuilding Fund, *How we fund* [Website], 2013.

<sup>267</sup> *Ibid.*

<sup>268</sup> *Ibid.*

<sup>269</sup> UN General Assembly, *On Peacebuilding in the immediate aftermath of conflict: Report of the Secretary-General (A/63/881)*, 2009.

<sup>270</sup> *Ibid.*

About one-third to one-half of conflict situations relapse back into conflict within 5 years.<sup>271</sup> The two years following the termination of a conflict are critical to ultimately ensuring that such a region does not relapse into conflict.<sup>272</sup> The report emphasizes the importance of the two-year window following a conflict, saying, “Time and again, we have failed to catalyze a response that delivers immediate, tangible results on the ground. Often, it has taken many months before essential government functions resume or basic services are available. In some cases, it has taken several years before the international community has aligned its efforts behind a common strategic vision.”<sup>273</sup> Missing the two-year window or improper implementation of post-conflict reconstruction process during this time further dramatically increases the likelihood of conflict relapse.<sup>274</sup>

The Secretary-General recognizes that ultimately, there is a need for “national ownership” in peacebuilding indicating that, “only national actors can address their society’s needs and goals in a sustainable way.”<sup>275</sup> The challenge now resides in recognizing the sets of different nation-building activities that meet the above objectives within its specified context.<sup>276</sup> The peacebuilding and reconstruction process in Cambodia, Guatemala, El Salvador, and Namibia benefitted tremendously from a detailed strategic framework that focused initially on the developing critical capabilities in the two-year window, addressing the security challenges, as well as developing a longer-term framework that ensured peace in each country’s unique situation.<sup>277</sup>

### ***Economic Institutions and the Criminal Justice System***

Regions with relatively dismal economic situations such as high food prices, extremely high unemployment, and a tremendous amount of inflation have a higher tendency for conflict.<sup>278</sup> In a 2004 report, the World Bank indicated that 80 percent of countries with the world’s lowest incomes have experienced conflict.<sup>279</sup> To reduce the likelihood of relapsing into conflict, a region needs a sound economic environment to foster policies that promote growth and help to reduce poverty.<sup>280</sup> In addition, availability of a sound fiscal and monetary structure promotes investor confidence in the emerging economic system as well as helps to reduce the tendency for high inflation.<sup>281</sup> In a report on rebuilding fiscal institutions in post-conflict countries, the International Monetary Fund recommended a three-step approach: creation of a legal and regulatory framework for fiscal management, establishment of a fiscal authority, and adequate management of expenditure and revenue.<sup>282</sup> Coupled with security sector reform (SSR), and disarmament, demobilization and reintegration (DDR), the International Labour Organization (ILO) presented key principles and actionable strategies that would help tackle unemployment and income generation in post-conflict societies.<sup>283</sup> In the United Nations Policy for post-conflict employment creation, income generation and reintegration, the ILO presents a three-track approach that helps stabilize income generation, encourage the recovery of the local economy, and helps provide sustainable employment for individuals.<sup>284</sup> A comprehensive strategy that combines the ILO approach, DDR, SSR in coordination with the PBC given a post-conflict region’s context would ultimately provide a foundation for adequate security, rule of law, and spur increased economic activity. SSR, DDR, as well as other frameworks articulated by the ILO and other organizations provide a solid foundation upon which transitional justice systems, an effective criminal justice system, security, and rule of law tools can be built in post-conflict situations.

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<sup>271</sup> Cousens, *Ending Wars and Building Peace: International Responses to War-Torn Societies. International Studies Perspectives*, 2008, p. 2.

<sup>272</sup> UN General Assembly, *On Peacebuilding in the immediate aftermath of conflict: Report of the Secretary-General (A/63/881)*, 2009.

<sup>273</sup> Ibid.

<sup>274</sup> Ibid.

<sup>275</sup> Ibid.

<sup>276</sup> Ibid.

<sup>277</sup> Ibid.

<sup>278</sup> World Bank, *The Role of the World Bank in Conflict and Development: An Evolving Agenda*, 2004, p. 3.

<sup>279</sup> Ibid.

<sup>280</sup> Humphreys, *Economic and Violent Conflict*, 2003, p. 2.

<sup>281</sup> Ter-Minassian, T, *Rebuilding Fiscal Institutions in Post-Conflict Countries*, 2004.

<sup>282</sup> Ibid.

<sup>283</sup> ILO, *United Nations Policy for post-conflict employment creation, income generation and reintegration*, 2009.

<sup>284</sup> UN Security Council, *Resolution 1325 (2000) [Women and peace and security] (S/RES/1325)*, 2000.



## ***Women's Equal Participation in Post-Conflict Reconstruction***

Currently, women still have limited roles in the peacebuilding and post-conflict reconstruction process.<sup>285</sup> In October of 2000, the Security Council adopted resolution 1325, which addresses the specific needs of women and girls during post-conflict reconstruction.<sup>286</sup> In 2009, the Security Council adopted resolution 1889, which calls for the development of a strategy that would help increase the level of participation and inclusion of women and girls in peacebuilding and post-conflict reconstruction process.<sup>287</sup> Resolution 1889 further calls for an increase in the number of women personnel involved in the peacekeeping and peacebuilding process because women are incredibly essential to the development of a functioning society.<sup>288</sup> An increased number of women and girls associated with and directly involved in the reconstruction process ensures that gender is considered a critical factor in the peacebuilding process.<sup>289</sup> The Report of the Secretary-General on peacebuilding in the immediate aftermath of conflict puts a priority on the inclusion of women in the peacebuilding process particularly through a seven point action plan that focuses on increased inclusion of women in conflict resolution, post-conflict planning, post-conflict financing, rule of law, economic recovery among other areas.<sup>290</sup> The PBC is committed to funding projects that increase participation from women and girls and ensure that they are involved in the peacebuilding process, in addition to developing a comprehensive framework for post-conflict reconstruction.<sup>291</sup>

## ***Security and the Rule of Law***

The PBC promotes two essential frameworks for post-conflict regions in order to stabilize the region and engender the rule of law: SSR and DDR.<sup>292</sup> The UN supports and actively seeks the implementation of SSR and DDR as security and rule of law tools that aim to “enhance effective and accountable security for the State and its peoples.”<sup>293</sup> Security sector reform transforms institutions to make them more professional and more accountable.<sup>294</sup> It is a process led by national authorities and the reform should be undertaken without discrimination and with full respect for human rights and the rule of law.<sup>295</sup> DDR is a complementary approach to SSR, focusing on disarmament, demobilization, and reintegration.<sup>296</sup> Disarmament ensures that there is a reduction in the amount of light and heavy weapons in circulation in post-conflict regions.<sup>297</sup> Demobilization focuses on “the formal and controlled discharge of active combatants from armed forces” as well as provision of short-term assistance.<sup>298</sup> The reintegration process ensures that ex-combatants gain civilian status as well as meaningful employment and a form of economic independence.<sup>299</sup> Adequate implementation of SSR and DDR stabilizes the security situation in a region during a critical and vulnerable period.<sup>300</sup> To further complement SSR and DDR on developing the rule of law in post-conflict situations, the Office of the UN High Commissioner for Human Rights detailed guiding principles of effective transitional justice systems and the legal framework regarding amnesties in post-conflict situations.<sup>301</sup>

## ***Conclusion***

The UN, particularly the PBC, remains committed to ensuring that conflict regions emerge from such conflict with a reasonable path to sustainable peace. As the primary entity within the UN addressing the issue of post-conflict

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<sup>285</sup> UN Security Council, *Resolution 1325 (2000) [Women and Peace and Security] (S/RES/1325)*, 2000.

<sup>286</sup> *Ibid.*

<sup>287</sup> UN Security Council, *Resolution 1889 (2009) [Women and Peace and Security] (S/RES/1889)*, 2009.

<sup>288</sup> *Ibid.*

<sup>289</sup> *Ibid.*

<sup>290</sup> UN General Assembly, *On Peacebuilding in the immediate aftermath of conflict: Report of the Secretary-General (A/63/881)*, 2009.

<sup>291</sup> *Ibid.*

<sup>292</sup> *Ibid.*

<sup>293</sup> UN Department of Peacekeeping Operations, *Security Sector Reform*, 2012

<sup>294</sup> *Ibid.*

<sup>295</sup> *Ibid.*

<sup>296</sup> UN Department of Peacekeeping Operations, *Disarmament, Demobilization and Reintegration*, 2012.

<sup>297</sup> *Ibid.*

<sup>298</sup> *Ibid.*

<sup>299</sup> *Ibid.*

<sup>300</sup> UN General Assembly, *On Peacebuilding in the immediate aftermath of conflict: Report of the Secretary-General (A/63/881)*, 2009.

<sup>301</sup> Office of the United Nations High Commissioner for Human Rights, *Rule-of-Law Tools for Post-Conflict States*, 2009.

reconstruction, the PBC in conjunction with other organizations are committed to a continual improvement of the post-conflict reconstruction framework. The goal of the PBC in the post-conflict reconstruction process is to involve a stronger and more effective UN team on the ground in such regions. Other components of the overall process include early involvement and development of adequate priorities given a specific context, increased support and call for national ownership during the rebuilding process, increased cooperation between the UN and other agencies as well as national actors to coordinate a coherent process, and increased UN capability to deploy resources for post-conflict situations.<sup>302</sup>

The rebuilding and reconstruction process following a conflict in any region is complex and challenging.<sup>303</sup> Each post-conflict region is unique and thus it is vital that the reconstruction process take this into account when strategies, programs, and policies are determined. Ultimately, it is important to distill a framework, or a holistic guide, with a broad enough application, which can easily be deployed in regions emerging from conflict in order to ensure that such regions create or recreate socioeconomic, security, political, and legal infrastructures that would ultimately encourage the development of such regions as well as prevent relapse into conflict.

Among the several key questions related to critical institution-building in post-conflict societies, delegates can consider: what are other critical institutions necessary for the proper functioning of a society, and how should the post-conflict reconstruction process revitalize such institutions? How and what strategies should post-conflict reconstruction processes balance short-term humanitarian goals with long-term peacebuilding? What are effective measures that can be taken to increase the participation of women and girls in the post-conflict reconstruction process? How can the PBC, peacekeeping agencies, and other entities involved in the post-conflict reconstruction process increase the number of women personnel involved in the process in order to ensure that gender is taken into account throughout such a process? What are the underlying causes of conflict and how can the post-conflict reconstruction process take this into account in order to prevent a relapse into conflict?

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*In Economics and Violent Conflict, the author gives an in-depth discussion on the connection between the economic situation of a region and the level of violence in that region. In addition, Humphreys presents overviews of the economic situation of several states that have been through conflict. A case is made for the link between poverty or other forms of low economic conditions and violence. This serves to emphasize the importance of having effective economic structures that promote stability and investor confidence, particularly in post-conflict situations, because it is an essential foundation for development of the society.*

International Labour Organization. (2009). *United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration* [Website]. Retrieved 2 July 2013, from: [http://www.ilo.org/wcmsp5/groups/public/@ed\\_emp/@emp\\_ent/@ifp\\_crisis/documents/publication/wcms\\_117576.pdf](http://www.ilo.org/wcmsp5/groups/public/@ed_emp/@emp_ent/@ifp_crisis/documents/publication/wcms_117576.pdf)

*This International Labour Organization policy provides important context to the issue of employment and income generation in post-conflict societies. It puts forth a three-track approach to solving the issues associated with unemployment and resulting income deficits. The approach involves stabilizing income generation, promoting employment opportunities on a local level, and supporting sustainable employment. It serves as a useful toolkit for countries emerging from conflict and looking to drastically institute social and economic reforms that would enable employment creation and income generation. Employment creation and income generation would help ensure that ex-combatants and other individuals without visible economic means do not further return to violence. It provides a best practices guide that would enable post-conflict societies spur economic growth.*

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<sup>302</sup> UN General Assembly, *On Peacebuilding in the immediate aftermath of conflict: Report of the Secretary-General (A/63/881)*, 2009.

<sup>303</sup> Ibid.

Office of the United Nations High Commissioner for Human Rights. (2009). *Rule of Law Tools for Post-Conflict States*. Retrieved 2 July 2013 from: [http://www.ohchr.org/Documents/Publications/Amnesties\\_en.pdf](http://www.ohchr.org/Documents/Publications/Amnesties_en.pdf)

*In this text, the Office of the United Nations High Commissioner for Human rights, the UN's lead entity for transitional justice, provides a comprehensive overview of the UN policy on amnesties for war crimes, crimes against humanity, and genocide in the context of peace negotiation for states emerging from conflict. Additionally, it gives an overview of the international and the UN policy on amnesties. Together with security sector reform, this offers a comprehensive guide for post-conflict institutions to create or reform the criminal justice system, as well as ensure the rule of law.*

Ter-Minassian, T. (2004). *Rebuilding Fiscal Institutions in Post-Conflict Countries*, International Monetary Fund. Retrieved 2 July 2013 from: <http://www.imf.org/external/np/fad/2005/022505.pdf>

*Ter-Minassian provides a comprehensive overview of ways in which the fiscal situation of a post-conflict state can be improved. A sound fiscal authority is necessary for the proper development of banking and commerce in any modern society. The article tackles issues such as creating a regulatory framework for fiscal policy and ways to strengthen revenue generation. The IMF is an important authority that continues to tackle the issue of fiscal revitalization across countries emerging from conflict, so it provides delegates with a comprehensive overview of widely accepted strategies for reforming the fiscal situation in post-conflict situations.*

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*Here, the United Nations Department of Economic and Social Affairs and the United Nations Development Programme present an overview of the various challenges associated with post-conflict development. The fragile and volatile nature of post-conflict situations is also highlighted as well as a variety of situations that practitioners in the field face during the post-conflict reconstruction process. Several examples and experiences are presented and difficulties faced by practitioners in the field are also highlighted.*

United Nations Department of Peacekeeping Operations. (2012). *Disarmament, Demobilization and Reintegration* [Website]. Retrieved 2 July 2013 from: <http://www.un.org/en/peacekeeping/issues/ddr.shtml>

*Disarmament, demobilization, and reintegration programs are critical in ensuring security in post-conflict situations. Disarmament involves the reduction of the circulation of light and heavy weapons associated violence. Demobilization involves ensuring that combatants are effectively transformed into civilians, and reintegration involves steps towards ensuring that ex-combatants become functioning members of the society. This serves to lower the risk of relapse into conflict. The source will be a guide for delegates seeking to understand the development of security infrastructure in post-conflict situations in reference particularly to employing Disarmament, Demobilization, and Reintegration programs.*

United Nations Department of Peacekeeping Operations. (2012). *Security Sector Reform* [Website]. Retrieved 2 July 2013 from: <http://www.un.org/en/peacekeeping/issues/security.shtml>

*Security sector reform is a critical component of the post-conflict reconstruction process. The UN and other international agencies also endorse the security sector reform, seeing it as an effective tool for ensuring the rule of law and stabilize the security situations in a particular state. This is an important source for delegates because it gives an overview of the security sector reform, which is a critical program and framework used in restoring the rule of law and security in post-conflict situations. The United Nations supports security sector reform to ensure the development of effective, efficient, affordable and accountable security institutions. In addition to DDR, the security sector reform also stabilizes the security situation in a post-conflict state.*

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*The United Nations Office on Drugs and Crime provides this text as a comprehensive overview and handbook for practitioners helping with the revitalization of the criminal justice system in*

*countries emerging from conflict. The text goes through issues such as prison reform, promotion of a culture of lawfulness, courts, prosecution, defense reform, and others necessary for implementing a functional criminal justice system. In each case, it gives a detailed overview of a best practices guide that practitioners ought to follow in order to arrive at outcomes that ultimately lead the post-conflict state in the right direction.*

United Nations, General Assembly, Sixty-third Session. (2009, June 11). *On Peacebuilding in the immediate aftermath of conflict*. Report of the Secretary-General (A/63/881). Retrieved 24 July 2013 from:

[http://www.unrol.org/files/pbf\\_090611\\_sg.pdf](http://www.unrol.org/files/pbf_090611_sg.pdf)

*This is a recent report by the Secretary-General on the current state of UN peacebuilding and the reconstruction process. This is also a comprehensive overview of the previous experiences associated with post-conflict reconstruction in several areas such as Namibia, and El Salvador. Of importance are sets of principles that the Secretary-General presents as potential additional principles for peacebuilding and post-conflict reconstruction. Here the Secretary-General calls for increased cooperation among international organizations and entities regarding post-conflict reconstruction and the development of a holistic approach to post-conflict nation-building. This would serve as a good resource for delegates as they seek to develop frameworks that aim to improve current peacebuilding processes.*

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[http://www.un.org/ga/search/view\\_doc.asp?symbol=A/64/868](http://www.un.org/ga/search/view_doc.asp?symbol=A/64/868)

*This resolution emerged from a review of the United Nations' peacebuilding architecture developed through the Peacebuilding Commission. The resolution aims to highlight several ways in which the UN's peacebuilding architecture can be made more effective and relevant for new and arising conflict situations. It provides a detailed overview of the peacebuilding process and methodologies that states potentially go through after conflict. It combines different outcomes and suggestions for improvement of the UN peacebuilding framework proposed across various conferences and summits on economic, social, and related fields.*

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## **Rules of Procedure of the Peacebuilding Commission (PBC)**

### ***Introduction***

1. These rules shall be the only rules which apply to the Peacebuilding Commission (hereinafter referred to as “the Commission”) and shall be considered adopted by the Commission prior to its first meeting.
2. For purposes of these rules, the Director, the Assistant Director(s), the Under-Secretaries-General, and the Assistant Secretaries-General, are designates and agents of the Secretary-General and Deputy Secretary-General, and are collectively referred to as the “Secretariat.”
3. Interpretation of the rules shall be reserved exclusively to the Deputy Secretary-General or her/his designate. Such interpretation shall be in accordance with the philosophy and principles of the National Model United Nations (NMUN) and in furtherance of the educational mission of that organization.
4. For the purposes of these rules, “President” shall refer to the chairperson or acting chairperson of the Commission, which can be any member of the Secretariat or their designate.
5. The practice of striving for consensus in decision-making shall be encouraged. NMUN also acknowledges it may sometimes be necessary for a Member State to abstain or vote against a report segment it cannot support for policy reasons.

### **I. SESSIONS**

#### **Rule 1 - *Dates of convening and adjournment***

The Commission shall meet every year in regular session, commencing and closing on the dates designated by the Secretary-General.

#### **Rule 2 - *Place of sessions***

The Commission shall meet at a location designated by the Secretary-General.

### **II. AGENDA**

#### **Rule 3 - *Provisional agenda***

The provisional agenda shall be drawn up by the Deputy Secretary-General and communicated to the members of the Commission at least sixty days before the opening of the session.

#### **Rule 4 - *Adoption of the agenda***

The agenda provided by the Deputy Secretary-General shall be considered adopted as of the beginning of the session. The order of the agenda items shall be determined by a majority vote of those present and voting.

*The vote described in this rule is a procedural vote and, as such, observers are permitted to cast a vote. For purposes of this rule, those present and voting means those Member States and observers, in attendance at the meeting during which this motion comes to a vote. Should the Commission not reach a decision by conclusion of the first night’s meeting, the agenda will be automatically set in the order in which it was first communicated.*

**Rule 5 - Revision of the agenda**

During a session, the Commission may revise the agenda by adding, deleting, deferring or amending items. Only important and urgent items shall be added to the agenda during a session. Debate on the inclusion of an item in the agenda shall be limited to three speakers in favor of, and three against, the inclusion. Additional items of an important and urgent character, proposed for inclusion in the agenda less than thirty days before the opening of a session, may be placed on the agenda if the Commission so decides by a two-thirds majority of the members present and voting. No additional item may, unless the Commission decides otherwise by a two-thirds majority of the members present and voting, be considered until a commission has reported on the question concerned.

*For purposes of this rule, the determination of an item of an important and urgent character is subject to the discretion of the Deputy Secretary-General, or his or her designate, and any such determination is final. If an item is determined to be of such a character, then it requires a two-thirds vote of the Commission to be placed on the agenda. The votes described in this rule are substantive votes, and, as such, observers are not permitted to cast a vote. For purposes of this rule, —the members “present and voting” — means members (not including observers) in attendance at the session during which this motion comes to vote.*

**Rule 6 - Explanatory memorandum**

Any item proposed for inclusion in the agenda shall be accompanied by an explanatory memorandum and, if possible, by basic documents.

**III. SECRETARIAT**

**Rule 7 - Duties of the Secretary-General**

1. The Secretary-General or her/his designate shall act in this capacity in all meetings of the Commission.
2. The Secretary-General, in cooperation with the Deputy Secretary-General, shall provide and direct the staff required by the Commission and be responsible for all the arrangements that may be necessary for its meetings.

**Rule 8 - Duties of the Secretariat**

The Secretariat shall receive and distribute documents of the Commission to the Members, and generally perform all other work which the Commission may require.

**Rule 9 - Statements by the Secretariat**

The Secretary-General or her/his designate, may make oral as well as written statements to the Commission concerning any question under consideration.

**Rule 10 - Selection of the President**

The Secretary-General or her/his designate shall appoint, from applications received by the Secretariat, a President who shall hold office and, *inter alia*, chair the Commission for the duration of the session, unless otherwise decided by the Secretary-General.

**Rule 11 - Replacement of the President**

If the President is unable to perform her/his functions, a new President shall be appointed for the unexpired term at the discretion of the Secretary-General or her/his designate.



## IV. LANGUAGE

### **Rule 12 - Official and working language**

English shall be the official and working language of the Commission during scheduled sessions (both formal and informal) of the Commission.

### **Rule 13 - Interpretation (oral) or translation (written)**

Any representative wishing to address any body or submit a document in a language other than English shall provide interpretation or translation into English.

*This rule does not affect the total speaking time allotted to those representatives wishing to address the body in a language other than English. As such, both the speech and the interpretation must be within the set time limit. The language should be the official language of the country you are representing at NMUN.*

## V. CONDUCT OF BUSINESS

### **Rule 14 - Quorum**

The President may declare a meeting open and permit debate to proceed when representatives of at least one-third of the members of the Commission are present. The presence of representatives of a majority of the members of the Commission shall be required for any decision to be taken.

*For purposes of this rule, members of the Commission means the total number of members (not including observers) in attendance at the first night's meeting (session).*

### **Rule 15 - General powers of the President**

In addition to exercising the powers conferred upon him or her elsewhere by these rules, the President shall declare the opening and closing of each meeting of the Commission, direct the discussions, ensure observance of these rules, accord the right to speak, put questions to vote and announce decisions. The President, subject to these rules, shall have complete control of the proceedings of the Commission and over the maintenance of order at its meetings. He or she shall rule on points of order. The President may propose to the Commission the closure of the list of speakers, a limitation on the speakers time and on the number of times the representative of each member may speak on an item, the adjournment or closure of the debate, and the suspension or adjournment of a meeting.

*Included in these enumerated powers is the power to assign speaking times for all speeches incidental to motions and amendment. Further, the President is to use her/his discretion, upon the advice and at the consent of the Secretariat, to determine whether to entertain a particular motion based on the philosophy and principles of the NMUN. Such discretion should be used on a limited basis and only under circumstances where it is necessary to advance the educational mission of the Conference and is limited to entertaining motions.*

### **Rule 16 - Authority of the Commission**

The President, in the exercise of her or his functions, remains under the authority of the Commission.

### **Rule 17 - Voting rights on procedural matters**

Unless otherwise stated, all votes pertaining to the conduct of business shall require a favorable vote by the majority of the members "present and voting" in order to pass.

*For purposes of this rule, the members present and voting mean those members (including observers) in attendance at the meeting during which this rule is applied. Note that observers may vote on all procedural votes; they may, however, not vote on substantive matters (see Chapter VI). Every delegation must cast a vote in procedural votes. Further, there is no possibility to abstain or pass on procedural votes*

### **Rule 18 - Points of order**

During the discussion of any matter, a representative may rise to a point of order, and the point of order shall be immediately decided by the President in accordance with the rules of procedure. A representative may appeal against the ruling of the President. The appeal shall be immediately put to the vote, and the President's ruling shall stand unless overruled by a majority of the members present and voting. A representative rising to a point of order may not speak on the substance of the matter under discussion.

*Such points of order should not under any circumstances interrupt the speech of a fellow representative. They should be used exclusively to correct an error in procedure. Any questions on order arising during a speech made by a representative should be raised at the conclusion of the speech, or can be addressed by the President, sua sponte (on her/his own accord), during the speech. For purposes of this rule, the members present and voting mean those members (including observers) in attendance at the meeting during which this motion comes to vote.*

### **Rule 19 - Speeches**

No representative may address the Commission without having previously obtained the permission of the President. The President shall call upon speakers in the order in which they signify their desire to speak. The President may call a speaker to order if his remarks are not relevant to the subject under discussion.

*In line with the philosophy and principles of the NMUN, in furtherance of its educational mission, and for the purpose of facilitating debate, the Secretariat will set a time limit for all speeches which may be amended by the Commission through a vote if the President, at his or her discretion, decides to allow the Commission to decide. In no case shall the speaker's time be changed during the first scheduled session of the Commission. Consequently, motions to alter the speaker's time will not be entertained by the President. The content of speeches should be pertinent to the agenda as set by the Commission.*

### **Rule 20 - List of Speakers**

Members may only be on the list of speakers once but may be added again after having spoken. During the course of a debate, the President may announce the list of speakers and, with the consent of the Commission, declare the list closed. Once the list has been closed, it can be reopened upon by a vote of the Commission. When there are no more speakers, the President shall declare the debate closed. Such closure shall have the same effect as closure by decision of the Commission.

*The decision to announce the list of speakers is within the discretion of the President and should not be the subject of a motion by the Commission. A motion to close the speakers list or reopen (if the list has already been closed) is within the purview of the Commission and the President should not act on her/his own motion.*

### **Rule 21 - Right of reply**

If a remark impugns the integrity of a representative's State, the President may permit that representative to exercise her/his right of reply following the conclusion of the controversial speech, and shall determine an appropriate time limit for the reply. No ruling on this question shall be subject to appeal.

*For purposes of this rule, a remark that impugns the integrity of a representative's State is one directed at the governing authority of that State and/or one that puts into question that State's sovereignty or a portion thereof. All interventions in the exercise of the right of reply shall be addressed in writing to the Secretariat and shall not be raised as a point of order or motion. The reply shall be read to the Commission by the representative only upon approval of the Secretariat, and in no case after voting has concluded on all matters relating to the agenda topic, during the discussion of which, the right arose. The right of reply will not be approved should it impugn the integrity of another State.*

**Rule 22 - Suspension of the meeting**

During the discussion of any matter, a representative may move the suspension of the meeting, specifying a time for reconvening. Such motions shall not be debated but shall be put to a vote immediately, requiring the support of a majority of the members present and voting to pass. Delegates should not state a purpose for the suspension.

*This motion should be used to suspend the meeting for lunch or at the end of the scheduled committee session time. Delegates should properly phrase this motion as "suspension of the meeting," and provide a length of time when making the motion.*

**Rule 23 - Adjournment of the meeting**

During the discussion of any matter, a representative may move to the adjournment of the meeting. Such motions shall not be debated but shall be put to the vote immediately, requiring the support of a majority of the members present and voting to pass. After adjournment, the Commission shall reconvene at its next regularly scheduled meeting time.

*As this motion, if successful, would end the meeting until the Commission's next regularly scheduled session the following year, and in accordance with the philosophy and principles of the NMUN and in furtherance of its educational mission, the President will not entertain such a motion until the end of the last meeting of the Commission.*

**Rule 24 - Adjournment of debate**

During the discussion of any matter, a representative may move the adjournment of the debate on the item under discussion. Two representatives may speak in favor of, and two against, the motion, after which the motion shall be immediately put to the vote. The President may limit the time to be allowed to speakers under this rule.

**Rule 25 - Closure of debate**

A representative may at any time move the closure of debate on the item under discussion, whether or not any other representative has signified her/his wish to speak. Permission to speak on the motion shall be accorded only to two representatives opposing the closure, after which the motion shall be put to the vote immediately. Closure of debate shall require a two-thirds majority of the members present and voting. If the Commission favors the closure of debate, the Commission shall immediately move to vote on all proposals introduced under that agenda item.

**Rule 26 - Order of motions**

Subject to Rule 18, the motions indicated below shall have precedence in the following order over all proposals or other motions before the meeting:

1. To suspend the meeting;
2. To adjourn the meeting;
3. To adjourn the debate on the item under discussion;
4. To close the debate on the item under discussion.

**Rule 27 - Proposals and amendments**

Proposals and amendments shall normally be submitted in writing to the Secretariat. Any proposal or amendment that relates to the substance of any matter under discussion shall require the signature of twenty percent of the members of the Commission [sponsors].

The Secretariat may, at its discretion, approve the proposal or amendment for circulation among the delegations. As a general rule, no proposal shall be put to the vote at any meeting of the Commission unless copies of it have been

circulated to all delegations. The President may, however, permit the discussion and consideration of amendments or of motions as to procedure, even though such amendments and motions have not been circulated.

If the sponsors agree to the adoption of a proposed amendment, the proposal shall be modified accordingly and no vote shall be taken on the proposed amendment. A document modified in this manner shall be considered as the proposal pending before the Commission for all purposes, including subsequent amendments.

*For purposes of this rule, all proposals shall be in the form of working papers prior to their approval by the Secretariat. Working papers will not be copied, or in any other way distributed, to the Commission by the Secretariat. The distribution of such working papers is solely the responsibility of the sponsors of the working papers. Along these lines, and in furtherance of the philosophy and principles of the NMUN and for the purpose of advancing its educational mission, representatives should not directly refer to the substance of a working paper that has not yet been accepted as a draft report segment during formal speeches. After approval of a working paper, the proposal becomes a draft report segment and will be copied by the Secretariat for distribution to the Commission. These draft report segments are the collective property of the Commission and, as such, the names of the original sponsors will be removed. The copying and distribution of amendments is at the discretion of the Secretariat, but the substance of all such amendments will be made available to all representatives in some form. Should delegates wish to withdraw a working paper or draft report segment from consideration, this requires the consent of all sponsors.*

#### **Rule 28 - Withdrawal of motions**

A motion may be withdrawn by its proposer at any time before voting has commenced, provided that the motion has not been amended. A motion thus withdrawn may be reintroduced by any member.

#### **Rule 29 - Reconsideration of a topic**

When a topic has been adjourned, it may not be reconsidered at the same session unless the Commission, by a two-thirds majority of those present and voting, so decides. Reconsideration can only be moved by a representative who voted on the prevailing side of the original motion to adjourn. Permission to speak on a motion to reconsider shall be accorded only to two speakers opposing the motion, after which it shall be put to the vote immediately. The President may limit the time to be allowed to speakers under this rule.

#### **Rule 30 - Invitation to silent prayer or meditation**

Immediately after the opening of the meeting and immediately preceding the closing of the final meeting, the President shall invite the representatives to observe one minute of silence dedicated to prayer or meditation with the motion to do so by a representative.

## **VI. VOTING**

#### **Rule 31 - Voting rights**

Each member of the Commission shall have one vote.

*This rule applies to substantive voting on amendments, draft report segments, and portions of draft report segments divided out by motion. As such, all references to member(s) do not include observers, who are not permitted to cast votes on substantive matters.*

#### **Rule 32 - Request for a vote**

A proposal or motion before the Commission for decision shall be voted upon if any member so requests. Where no member requests a vote, the Commission may adopt proposals or motions without a vote.

*For purposes of this rule, proposal means any draft report segment, an amendment thereto, or a portion of a draft report segment divided out by motion. Just prior to a vote on a particular proposal or motion, the President may ask if there are any objections to passing the proposal or motion by acclamation, or a*

*member may move to accept the proposal or motion by acclamation. If there are no objections to the proposal or motion, then it is adopted without a vote. Adoption by "acclamation" or "without a vote" is consistent not only with the educational mission of the conference but also the way in which the United Nations adopts a majority of its proposals.*

**Rule 33 - Consensus required**

1. Decisions on matters of substance should be taken as far as possible by consensus. If consensus is not attainable when an issue comes up for decision, the President shall make every effort to facilitate achievement of consensus. If the President determines that consensus is not possible, the Commission shall take the decision by a two-thirds majority of the members present and voting.
2. For the purpose of tabulation, the phrase "members present and voting" means members casting an affirmative or negative vote. Members which abstain from voting are considered as not voting.

*All members declaring their representative States as "present and voting" during the attendance roll call for the meeting during which the substantive voting occurs, must cast an affirmative or negative vote, and cannot abstain on substantive votes.*

**Rule 34 - Method of voting**

1. The Commission shall normally vote by a show of placards, except that a representative may request a roll-call, which shall be taken in the English alphabetical order of the names of the members, beginning with the member whose name is randomly selected by the President. The name of each member shall be called in any roll-call, and one of its representatives shall reply "yes," "no," "abstention," or "pass."

*Only those members who designate themselves as present or present and voting during the attendance roll-call, or in some other manner communicate their attendance to the President and/or Secretariat, are permitted to vote and, as such, no others will be called during a roll-call vote. Any representatives replying pass must, when requested a second time, respond with either a yes or no vote. A pass cannot be followed by a second pass for the same proposal or amendment, nor can it be followed by an abstention on that same proposal or amendment.*

2. When the Commission votes by mechanical means, a non-recorded vote shall replace a vote by show of placards and a recorded vote shall replace a roll-call vote. A representative may request a recorded vote. In the case of a recorded vote, the Commission shall dispense with the procedure of calling out the names of the members.
3. The vote of each member participating in a roll-call or a recorded vote shall be inserted in the record.

**Rule 35 - Explanations of vote**

Representatives may make brief statements consisting solely of explanation of their votes after the voting has been completed. The representatives of a member sponsoring a proposal or motion shall not speak in explanation of vote thereon, except if it has been amended, and the member has voted against the proposal or motion.

*All explanations of vote must be submitted to the President in writing before debate on the topic is closed, except where the representative is of a member sponsoring the proposal, as described in the second clause, in which case the explanation of vote must be submitted to the President in writing immediately after voting on the topic ends. Only delegates who are sponsors of a draft report segment that has been adopted with an unfriendly amendment, whom subsequently voted against the draft report segment may explain their vote.*

**Rule 36 - Conduct during voting**

After the President has announced the commencement of voting, no representatives shall interrupt the voting except on a point of order in connection with the actual process of voting.

*For purposes of this rule, there shall be no communication among delegates, and if any delegate leaves the Commission room during voting procedure, they will not be allowed back into the room until the Commission has convened voting procedure. Should a delegate who is also serving as Head Delegate leave the room, they may reenter but they may not retake their seat and participate in the vote.*

**Rule 37 - Division of proposals and amendments**

Immediately before a proposal or amendment comes to a vote, a representative may move that parts of a proposal or of an amendment should be voted on separately. If there are calls for multiple divisions, those shall be voted upon in an order to be set by the President where the most radical division will be voted upon first. If an objection is made to the motion for division, the request for division shall be voted upon, requiring the support of a majority of those present and voting to pass. Permission to speak on the motion for division shall be given only to two speakers in favor and two speakers against. If the motion for division is carried, those parts of the proposal or of the amendment which are approved shall then be put to a vote. If all operative parts of the proposal or of the amendment have been rejected, the proposal or amendment shall be considered to have been rejected as a whole.

*For purposes of this rule, most radical division means the division that will remove the greatest substance from the draft report segment, but not necessarily the one that will remove the most words or clauses. The determination of which division is most radical is subject to the discretion of the Secretariat, and any such determination is final.*

**Rule 38 - Amendments**

An amendment is a proposal that does no more than add to, delete from, or revise part of another proposal. Permission to speak on the amendment shall be given only to two speakers in favor and two speakers against.

*An amendment can add, amend, or delete entire operative clauses, but cannot in any manner add, amend, delete, or otherwise affect preambular clauses or sub-clauses of operative clauses. The President may limit the time to be allowed to speakers under this rule. These speeches are substantive in nature.*

**Rule 39 - Voting on amendments**

When an amendment is moved to a proposal, the amendment shall be voted on first. When two or more amendments are moved to a proposal, the amendment furthest removed in substance from the original proposal shall be voted on first and then the amendment next furthest removed there from, and so on until all the amendments have been put to the vote. Where, however, the adoption of one amendment necessarily implies the rejection of another amendment, the latter shall not be put to the vote. If one or more amendments are adopted, the amended proposal shall then be voted on.

*For purposes of this rule, furthest removed in substance means the amendment that will have the most significant impact on the draft report segment. The determination of which amendment is furthest removed in substance is subject to the discretion of the Secretariat, and any such determination is final.*

**Rule 40 - Order of voting on proposals**

If two or more proposals, other than amendments, relate to the same question, they shall, unless the Commission decides otherwise, be voted on in the order in which they were submitted.

**Rule 41 - The President shall not vote**

The President shall not vote but may designate another member of her/his delegation to vote in her/his place.

**VII. CREDENTIALS**

**Rule 42 - Credentials**

The credentials of representatives and the names of members of a delegation shall be submitted to the Secretary-General prior to the opening of a session.

**Rule 43 - Authority of the General Assembly**

The Commission shall be bound by the actions of the General Assembly in all credentials matters and shall take no action regarding the credentials of any member.

**VII. PARTICIPATION OF NON-MEMBERS OF THE COMMISSION**

**Rule 44 - Participation of non-Member States**

The Commission shall invite any Member of the United Nations that is not a member of the Commission and any other State, to participate in its deliberations on any matter of particular concern to that State.

A sub-committee or sessional body of the Commission shall invite any State that is not one of its own members to participate in its deliberations on any matter of particular concern to that State. A State thus invited shall not have the right to vote, but may submit proposals which may be put to the vote on request of any member of the body concerned.

*If the Commission considers that the presence of a Member invited, according to this rule, is no longer necessary, it may withdraw the invitation. Delegates invited to the Commission according to this rule should also keep in mind their role and obligations in the Commission that they were originally assigned to. For educational purposes of the NMUN Conference, the Secretariat may thus ask a delegate to return to his or her committee when his or her presence in the Commission is no longer required. Delegates may request the presence of a non-member of their committee simply by informing the President that this is the desire of the body, there is no formal procedural process.*

**Rule 45 - Participation of national liberation movements**

The Commission may invite any national liberation movement recognized by the General Assembly to participate, without the right to vote, in its deliberations on any matter of particular concern to that movement.

*National liberation movements are only represented at NMUN in two ways: (1) if their delegation has been assigned explicitly the national liberation movement itself; or (b) should the Security Commission wish to hear from a representative of the movement in their deliberations, the Secretariat shall provide the appropriate representative.*

**Rule 46 - Participation of and consultation with specialized agencies**

In accordance with the agreements concluded between the United Nations and the specialized agencies, the specialized agencies shall be entitled: a) To be represented at meetings of the Commission and its subsidiary organs; b) To participate, without the right to vote, through their representatives, in deliberations with respect to items of concern to them and to submit proposals regarding such items, which may be put to the vote at the request of any member of the Commission or of the subsidiary organ concerned.

*NMUN does not assign delegations to Specialized Agencies.*

**Rule 47 - Participation of non-governmental organization and intergovernmental organizations**

Representatives of non-governmental organizations/intergovernmental organizations accorded consultative observer status by the Economic and Social Council and other non-governmental organizations/intergovernmental organizations designated on an ad hoc or a continuing basis by the Commission on the recommendation of the Bureau, may participate, with the procedural right to vote, but not the substantive right to vote, in the deliberations of the Commission on questions within the scope of the activities of the organizations.

*NMUN will assign delegations an NGO instead of a Member State upon request.*