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## Peacebuilding Commission Background Guide 2023

Written by Matthias Burtscheidt and Lindsey Velde



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Dear Delegates,

Welcome to the 2023 National Model United Nations New York Conference (NMUN•NY)! We are pleased to introduce you to our committee, the Peacebuilding Commission (PBC). The topics under discussion are:

1. Addressing the Impact of Climate Change on Peace and Security
2. Improving Transitional Justice in Post-Conflict Situations

Members of our dais this year include:



Matthias Burtscheidt, Director, holds a Bachelor's degree in Political Science and Sociology and is pursuing a Master's degree in International Relations and Diplomacy at Trier University. He is currently completing a year of study in Mexico at ITESO, Universidad Jesuita de Guadalajara.



Ryan Prieto, Director, has served as an NMUN•NY staffer for 3 years. He holds a Bachelor's in International Business and a Master's in Political Science.

This Background Guide serves as an introduction to the topics for this committee. However, it is not intended to replace individual research. We encourage you to explore your Member State's policies in depth and use the Annotated Bibliography and Bibliography to further your knowledge on these topics. In preparation for the Conference, each delegation will submit a Position Paper by 11:59 p.m. (Eastern Time) on 1 March 2023 in accordance with the guidelines in the [Position Paper Guide](#) and the NMUN•NY [Position Papers website](#).

Two resources, available to download from the [NMUN website](#), serve as essential instruments in preparing for the Conference and as a reference during committee sessions:

1. [NMUN Delegate Preparation Guide](#) - explains each step in the delegate process, from pre-Conference research to the committee debate and resolution drafting processes. Please take note of the information on plagiarism, and the prohibition on pre-written working papers and resolutions. Delegates should not start discussion on the topics with other members of their committee until the first committee session.
2. [NMUN Rules of Procedure](#) - include the long and short form of the rules, as well as an explanatory narrative and example script of the flow of procedure.

In addition, please review the mandatory [NMUN Conduct Expectations](#) on the NMUN website. They include the Conference dress code and other expectations of all attendees. We want to emphasize that any instances of sexual harassment or discrimination based on race, gender, sexual orientation, national origin, religion, age, or disability will not be tolerated. If you have any questions concerning your preparation for this committee, please contact the Peace and Security Department, Citlali Mora Catlett (Conference A) and Eileen Austin (Conference B), at [usg.ps@nmun.org](mailto:usg.ps@nmun.org).

We wish you all the best in your preparations and look forward to seeing you at the Conference!

Matthias Burtscheidt, Director  
Conference A

Ryan Prieto, Director  
Conference B

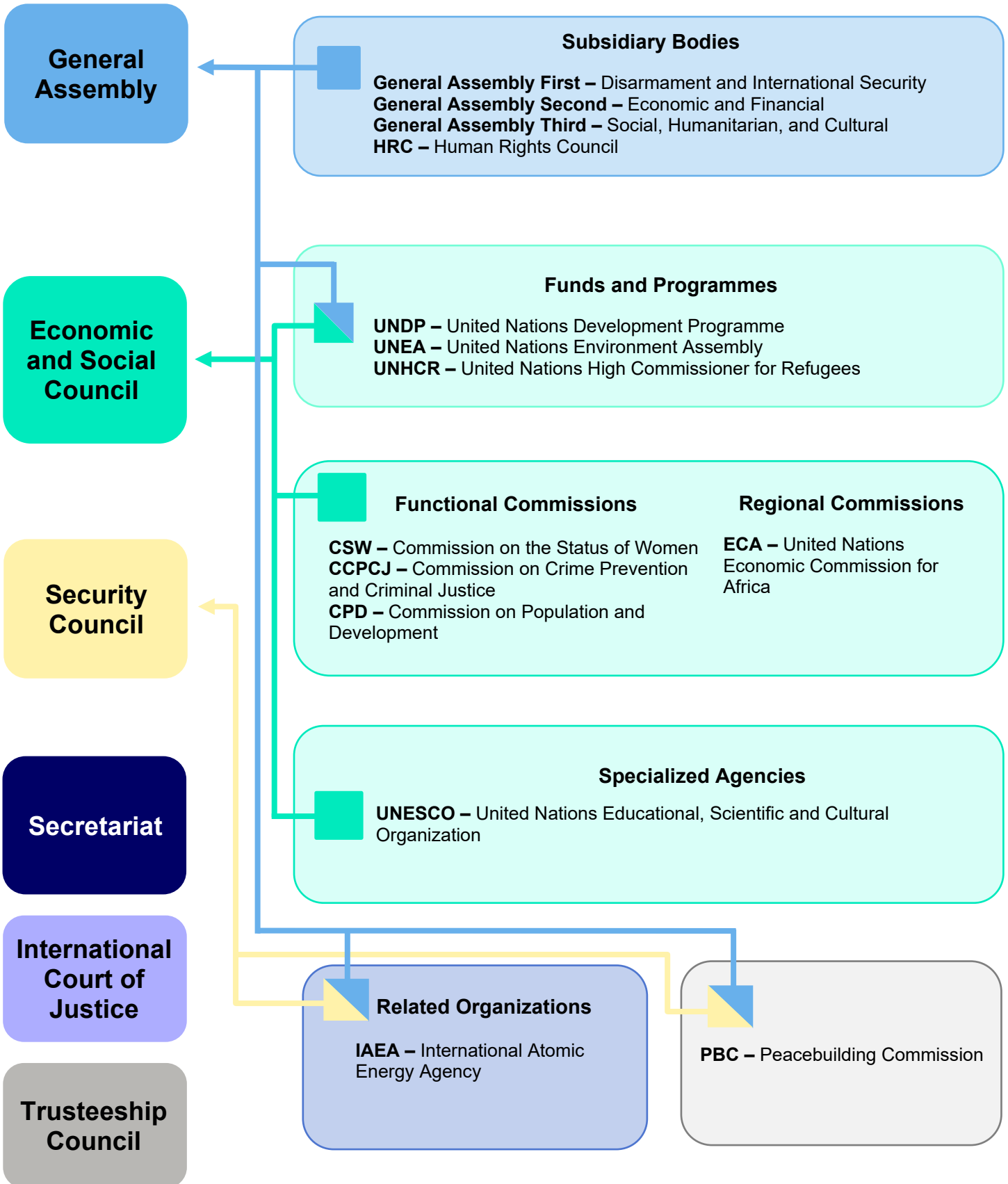


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## United Nations System at NMUN•NY

This diagram illustrates the UN system simulated at NMUN•NY. It shows where each committee “sits” within the system to demonstrate the reportage and relationships between entities. Examine the diagram alongside the Committee Overview to gain a clear picture of the committee’s position, purpose, and powers within the UN system.



## Committee Overview

### Introduction

In 1992, United Nations (UN) Secretary-General Boutros Boutros-Ghali emphasized in his report *An Agenda for Peace* that, in cases where preventive diplomacy fails and conflict erupts, the UN must respond through the combined mechanisms of peacemaking, peacekeeping, and peacebuilding.<sup>1</sup> In 2005, the Peacebuilding Commission (PBC) was established through General Assembly resolution 60/180 on “The Peacebuilding Commission” and Security Council resolution 1645 (2005) on “Post-Conflict Peacebuilding” as a subsidiary body of both organs.<sup>2</sup> PBC acts as an intergovernmental advisory body for the promotion and support of peacebuilding efforts and the broader international peace agenda.<sup>3</sup>

As defined in the 2000 *Report of the Panel on United Nations Peace Operations*, referred to as the Brahimi Report, peacebuilding denotes rebuilding the foundations of peace and providing the tools to do so in post-war environments.<sup>4</sup> The report notes 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 promoting national reconciliation.<sup>5</sup>

### Mandate, Function, and Powers

As an intergovernmental advisory body of both the General Assembly and Security Council, PBC is mainly responsible for providing support to peace efforts in conflict-affected countries.<sup>6</sup> PBC is mandated with coordinating relevant actors to organize resources; providing advice on and proposing strategies for post-conflict peacebuilding and recovery; focusing on reconstruction and institution-building efforts for post-conflict recovery while laying the groundwork for sustainable development; and offering recommendations and information to improve the coordination of all relevant actors both within and outside the UN.<sup>7</sup>

Whilst the following list is not exhaustive, PBC’s mandate can be summarized as:

- **PBC will generally:** conduct meetings, high-level events, and field visits focused on challenges in conflict-affected regions; pool resources and funds for reconstruction, institution-building, and sustainable development in transition and conflict-affected settings; monitor progress in priority areas; gather financial support for peacebuilding.<sup>8</sup>
- **PBC will not generally:** directly and unilaterally intervene in a conflict or take effective action, provide peacekeeping personnel, or enforce post-conflict measures.<sup>9</sup>

PBC has been encouraged to continuously assist relevant UN entities to convene all stakeholders under one consistent, nationally owned approach to peacebuilding.<sup>10</sup> General Assembly resolution 70/262 on

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<sup>1</sup> United Nations, General Assembly. *An Agenda for Peace: Preventive Diplomacy, Peacemaking and Peacekeeping (A/47/277)*. 1992. p. 6.

<sup>2</sup> United Nations, General Assembly. *The Peacebuilding Commission (A/RES/60/180)*. 2005; United Nations, Security Council. *Post-Conflict Peacebuilding (S/RES/1645 (2005))*. 2005.

<sup>3</sup> United Nations, Peacebuilding Commission. *The United Nations Peacebuilding Commission*. 2022.

<sup>4</sup> United Nations, General Assembly. *Report of the Panel on United Nations Peace Operations (A/55/305)*. 2000. p. 3.

<sup>5</sup> *Ibid.* pp. 6-7.

<sup>6</sup> United Nations, General Assembly. *The Peacebuilding Commission (A/RES/60/180)*. 2005; United Nations, Security Council. *Post-Conflict Peacebuilding (S/RES/1645 (2005))*. 2005.

<sup>7</sup> *Ibid.*

<sup>8</sup> United Nations, Peacebuilding Commission. *Mandate*. 2022; United Nations, Peacebuilding Commission. *Informative Brochure. May 2022*. 2022. pp. 2-4; United Nations, Peacebuilding Commission. *Role of the PBC Membership and the Relations with UN Principal Organs: Report by the Chair*. 2013. p. 5.

<sup>9</sup> *Ibid.*

<sup>10</sup> United Nations, General Assembly. *Review of the United Nations Peacebuilding Architecture (A/RES/70/262)*. 2016; United Nations, General Assembly. *Review of the United Nations Peacebuilding Architecture*

“Review of the United Nations Peacebuilding Architecture” (2016) and Security Council resolution 2282 (2016) on “Post-Conflict Peacebuilding” emphasize the significance of PBC in fulfilling several functions, including bringing long-term international attention to sustaining peace and providing political support and advocacy to countries, with their consent, affected by conflict.<sup>11</sup> PBC is tasked with creating an integrated, strategic, and coherent approach to peacebuilding by sharing advice on peacebuilding needs and priorities.<sup>12</sup>

PBC has an advisory role to not only the General Assembly, to which it reports annually, and the Security Council, but also the Economic and Social Council (ECOSOC).<sup>13</sup> PBC can establish country-specific configurations to bring together different stakeholders to draft a Strategic Framework establishing peacebuilding priorities, objectives, and risks, and serve as an action plan to carry out the PBC’s recommendations.<sup>14</sup>

### **Governance, Funding, and Structure**

The work of PBC is carried out by the PBC Organizational Committee, a consensus-building body with 31 Member States.<sup>15</sup> The General Assembly, Security Council, and ECOSOC elect seven members each.<sup>16</sup> The top five providers of military personnel and civilian police to UN missions and the top five providers of assessed contributions to UN budgets and voluntary contributions to UN funds, programs, and agencies hold the remaining ten seats.<sup>17</sup> Regional balance is maintained by the General Assembly, which distributes seats last and to members of regional groups with little or no representation.<sup>18</sup> Members serve for renewable terms of two years.<sup>19</sup> The European Union, the International Monetary Fund, the Organization of Islamic Cooperation, and the World Bank can also participate in all meetings.<sup>20</sup> PBC is assisted by the Peacebuilding Support Office, which provides strategic advice, administers the Peacebuilding Fund (PBF), and coordinates with UN agencies.<sup>21</sup> PBF is a multi-donor trust fund and the PBC’s financial instrument.<sup>22</sup> PBC and PBF act in close coordination, with the PBC receiving briefings from the Chair of the PBF’s Advisory Group on the PBF’s work.<sup>23</sup>

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- <sup>16</sup> Ibid.
- <sup>17</sup> Ibid.
- <sup>18</sup> United Nations, Peacebuilding Commission. *Aide-mémoire on the Election to the Membership of the PBC Organizational Committee*. 2015.
- <sup>19</sup> United Nations, Peacebuilding Commission. *Membership*. 2022.
- <sup>20</sup> United Nations, General Assembly. *The Peacebuilding Commission (A/RES/60/180)*. 2005; United Nations, Security Council. *Post-Conflict Peacebuilding (S/RES/1645 (2005))*. 2005.
- <sup>21</sup> United Nations, Peacebuilding Support Office. *UN Peacebuilding: An Orientation*. 2010. p. 37; United Nations, Peacebuilding Support Office. *Peacebuilding Support Office*. 2022.
- <sup>22</sup> United Nations, Peacebuilding Commission. *The United Nations Secretary-General’s Peacebuilding Fund*. 2022.
- <sup>23</sup> United Nations, General Assembly. *Report of the Secretary-General on the Peacebuilding Fund (A/75/735)*. 2021.

*This brochure from May 2022 by the Peacebuilding Commission gives a short but informative overview of the number of PBC engagements, including country, regional, cross-cutting, and thematic. Additionally, delegates can find a detailed report of how the PBC promotes coherent approaches in the UN system regarding peacebuilding and highlights some specific recent engagements. Consulting this source will help delegates better understand how the committee's mandate translates into the work of the PBC. Moreover, delegates can quickly get a well-rounded picture of the latest work areas and begin their research on gaps that still need to be addressed by the committee.*

United Nations, Peacebuilding Commission. *Mandate*. 2022. Retrieved 2 August 2022 from: <https://www.un.org/peacebuilding/commission/mandate>

*This source gives a good overview of the PBC's mandate and with it, the resolutions that not only established the committee but expanded its mandate in 2016. In addition, delegates can find a list of the tasks included in the PBC's mandate. Having a clear understanding of the committee's mandate will help delegates work towards realistic, coherent suggestions for the topics on the agenda.*

United Nations, Peacebuilding Commission. *The United Nations Secretary-General's Peacebuilding Fund*. 2022. Retrieved 3 August 2022 from: <https://www.un.org/peacebuilding/fund>

*This website provides an overview of the Peacebuilding Fund, which is tasked to finance PBC's activities. Among others, delegates can find a list of recently approved projects and the top donor commitments. This source is a good starting point for researching the financial mechanisms behind the PBC's engagements and better understanding the financial resources available to promote peacebuilding efforts globally. Furthermore, the sub-pages of this website present an abundance of information regarding the Peacebuilding Fund's advisory group, results, partners and contributions, peacebuilding practices, and the application process.*

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# 1. Addressing the Impact of Climate Change on Peace and Security

## Introduction

In efforts to reduce conflict and maintain sustainable peace, peacebuilding is an approach used to help strengthen national capacities in conflict management.<sup>24</sup> The Peacebuilding Commission (PBC) is one of the many bodies that contribute to essential peacebuilding efforts.<sup>25</sup> More specifically, PBC is mandated to advise on post-conflict peacebuilding and recovery strategies, implement sustainable development reconstruction and institution-building strategies, and organize predictable financing for early recovery and post-conflict recovery activities.<sup>26</sup> Additionally, PBC is responsible for promoting “an integrated, strategic and coherent approach to peacebuilding, noting that security, development and human rights are closely interlinked and mutually reinforcing.”<sup>27</sup>

As outlined by the United Nations (UN) Department of Political and Peacebuilding Affairs, climate change impacts peace and security.<sup>28</sup> In fact, 70% of countries affected by conflict are also the most vulnerable to climate change.<sup>29</sup> Climate change is the term that describes the long-term changes in the earth’s typical temperature and weather patterns due to natural and human causes.<sup>30</sup> For the past several centuries, these shifts in typical patterns can be primarily attributed to human activities.<sup>31</sup> Peace and security is a global objective requiring international collaboration to not only resolve and prevent conflict, but to uphold human dignity and strive towards a healthier planet.<sup>32</sup> More specifically, human security defined by the United Nations Office for the Coordination of Humanitarian Affairs expands on this idea to include economic, food, health, environmental, personal, community, and political aspects.<sup>33</sup> The impacts of climate change are far-reaching, and continue to affect many aspects of international issues including sustaining global peace and security.<sup>34</sup> Climate-related risks have the potential to affect security, socio-economic, and political landscapes.<sup>35</sup> For instance, they can lead to scarcity of natural resources and extreme weather events, which can create conflict over lack of resources and forced migration.<sup>36</sup> Meaning, these risks directly impact people’s livelihoods and compound existing issues such as poverty and heighten the chances of violent conflicts over scarce resources occurring.<sup>37</sup>

The extraction of natural resources contributes to 90% of biodiversity loss and 50% of greenhouse gas emissions.<sup>38</sup> Meanwhile, approximately 40% of intrastate conflicts have been linked to the exploitation of these resources.<sup>39</sup> With that, experts fear that climate change not only threatens the well-being of the planet but also global peace and security.<sup>40</sup> Although there are many causes of conflict, climate change

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<sup>24</sup> United Nations, Department of Peace Operations. *Terminology*. n.d.

<sup>25</sup> United Nations, Peacebuilding Commission. *Mandate*. n.d.

<sup>26</sup> Ibid.

<sup>27</sup> Ibid.

<sup>28</sup> United Nations, Department of Political and Peacebuilding Affairs. *Addressing the Impact of Climate Change on Peace and Security*. n.d.

<sup>29</sup> United Nations Development Programme. *Making Peace with the Paris Agreement*. 2022.

<sup>30</sup> Ibid.

<sup>31</sup> Ibid.

<sup>32</sup> Osisanya. *National Security versus Global Security*. n.d.

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<sup>35</sup> Krampe et al. International Peace Institute. *The Peacebuilding Commission and Climate-Related Security Risks: A More Favourable Political Environment?* 2020. p. 4.

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<sup>38</sup> United Nations Environment Programme. *Global Resources Outlook 2019: Natural Resources for the Future We Want*. 2019. p. 126.

<sup>39</sup> United Nations, Department of Peace Operations. *Conflict and Natural Resources*. n.d.

<sup>40</sup> United Nations Environment Programme. *Climate action holds key to tackling global conflict*. 2021.

often exacerbates existing issues and acts as a risk multiplier.<sup>41</sup> A risk multiplier is a term used to describe the magnification of existing tension making conflicts more likely, intense, and longer-lasting.<sup>42</sup> In this case, climate change is considered a risk multiplier due to its impacts on access to water, food, health, and housing.<sup>43</sup> For example, when considering these climate-related risks on peace and security, women are left particularly vulnerable because women are more dependent on these resources.<sup>44</sup> Additionally, the effects of climate change are causing the distribution of important resources due to various weather events to change.<sup>45</sup> During extreme and unpredictable weather events some regions have experienced conflict over access to resources.<sup>46</sup> Meanwhile, both weather and other climate-related effects have led to the displacement of 30 million people.<sup>47</sup> In 2020, over 48 million people have become internally displaced due to conflict and violence.<sup>48</sup> However, there is limited data available to help experts concretely define the relationship of displacement as a result of climate change.<sup>49</sup> Given this, it has become a priority to understand and better assess best practices when responding to climate-related security risks.<sup>50</sup>

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

The *Charter of the United Nations* (1945) outlines the responsibility of the United Nations to promote international peace and security.<sup>51</sup> More specifically, Chapters VI, VII, VIII deputize the Security Council with the responsibility of managing and restoring international peace.<sup>52</sup> In 1948, the United Nations adopted the *Universal Declaration of Human Rights* (UDHR), which outlines fundamental, unalienable rights for all people.<sup>53</sup> For instance, article 25, which indicates that everyone has a right to food, water, clothing, and housing.<sup>54</sup> In October 2021, the Human Rights Council adopted resolution 48/31 on “The human right to a clean, healthy and sustainable environment,” recognizing that access to a healthy environment is not just desired but essential.<sup>55</sup> However, experts have indicated these fundamental rights are threatened by climate change, which directly affects international peace and security.<sup>56</sup>

Within the founding documents of PBC, both the General Assembly and the Security Council acknowledged that development, peace and security, and human rights are interlinked.<sup>57</sup> In the pursuit to achieve sustainable development and support the fundamental rights outlined in the UDHR, the General Assembly adopted resolution 70/1, titled “Transforming our world: the 2030 Agenda for Sustainable Development” which created the Sustainable Development Goals (SDGs).<sup>58</sup> Given the multifaceted impacts of climate change on peace and security, it is a consideration in many SDGs, such as SDG 3 (good health and well-being), SDG 13 (climate action), SDG 16 (peace, justice and strong institutions),

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<sup>41</sup> The Department of Political and Peacebuilding Affairs. *Addressing the Impact of Climate Change on Peace and Security*. n.d.

<sup>42</sup> Krampe et al. International Peace Institute. *The Peacebuilding Commission and Climate-Related Security Risks: A More Favourable Political Environment?* 2020.

<sup>43</sup> United Nations Environment Programme. *Climate action holds key to tackling global conflict*. 2021.

<sup>44</sup> Ibid.

<sup>45</sup> Ibid.

<sup>46</sup> Ibid.

<sup>47</sup> Ibid.

<sup>48</sup> Internal Displacement Monitoring Centre. *Global Report on Internal Displacement 2021*. 2021.

<sup>49</sup> Ibid.

<sup>50</sup> United Nations Environment Programme. *Climate action holds key to tackling global conflict*. 2021.

<sup>51</sup> United Nations Conference on International Organization. *Charter of the United Nations*. 1945.

<sup>52</sup> Ibid.

<sup>53</sup> United Nations, General Assembly. *Universal Declaration of Human Rights (A/RES/217 A (III))*. 1948.

<sup>54</sup> Ibid.

<sup>55</sup> United Nations, Human Rights Council. *The human right to a clean, healthy and sustainable environment (A/HRC/RES/48/13)*. 2021.

<sup>56</sup> Office of the United Nations High Commissioner for Human Rights. *OHCHR and Climate Change*. n.d.

<sup>57</sup> United Nations, General Assembly. *The Peacebuilding Commission (A/RES/60/180)*. 2005; United Nations, Security Council. *Post-conflict peacebuilding (S/RES/1645 (2005))*. 2005.

<sup>58</sup> United Nations, Department of Economic and Social Affairs. *The 17 Goals*. n.d.

and SDG 17 (partnerships for the goals).<sup>59</sup> Specifically, SDGs 13, 16, and 17 highlight the importance of addressing the impacts of climate change, preserving peace, and fostering partnership through collaboration, increasing financial resources, and expanding research capacity and technology transfers.<sup>60</sup> Other relevant goals include SDG 9 (industry, innovations and infrastructure), SDG 11 (sustainable cities and communities), and SDG 12 (responsible consumption and production).<sup>61</sup> Embedded into each goal are targets, which are the necessary actions to achieve each goals.<sup>62</sup> Without directly mentioning the security risks related to climate change, many of the SDG targets focus on their impacts, such as 1.5, 2.4, 3.9, 5.6, 5.a, 6.3, 6.6, 7.b, 9.a, 10.7, 11.5, 12.2, 13.1, and 14.7.<sup>63</sup>

With nearly universal membership, the *United Nations Framework Convention on Climate Change* (UNFCCC) entered into force in 1994.<sup>64</sup> UNFCCC plays an essential role in addressing climate change and is the foundational framework on the topic for the international community.<sup>65</sup> In efforts to limit global warming to 1.5 degrees Celsius, the *Paris Agreement* (2015) was later adopted by the Conference of the Parties to the UNFCCC.<sup>66</sup> The agreement strives to limit temperature increases below 2°C, specifically 1.5°C, as the difference could affect rates of poverty, forced migration, extreme heat, rise in sea levels, habitat loss, and drought, which are all important considerations for security risks related to climate change.<sup>67</sup>

### **Role of the International System**

When PBC was established at the 2005 World Summit, it was mandated to advise on post-conflict peacebuilding and recovery strategies, implement sustainable development reconstruction and institution-building strategies, and organize predictable financing for early recovery and post-conflict recovery activities.<sup>68</sup> In 2015, the responsibilities of PBC were revisited by the General Assembly and Security Council.<sup>69</sup> Although most responsibilities remained similar, the addition “to promote an integrated, strategic and coherent approach to peacebuilding, noting that security, development and human rights are closely interlinked and mutually reinforcing,” closely relates to the topic.<sup>70</sup>

The relationship between climate change and security has been highly debated, and whether this issue is a responsibility of the Security Council to consider.<sup>71</sup> More specifically, in December of 2021, the Security Council met to vote on a resolution set to integrate climate-related security risks into conflict-prevention strategies.<sup>72</sup> However, the Council was not unanimous regarding climate change’s place on its agenda and peacekeeping mandates.<sup>73</sup> For the past decade, this has been an intractable topic due to some institutional reservations regarding the Council’s resources being spent on climate change.<sup>74</sup>

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<sup>59</sup> Ibid.

<sup>60</sup> United Nations, Department of Economic and Social Affairs. *Goal 16*. n.d.; United Nations, Department of Economic and Social Affairs. *Goal 17*. n.d.

<sup>61</sup> United Nations, Department of Economic and Social Affairs. *The 17 Goals*. n.d.

<sup>62</sup> Ibid.

<sup>63</sup> Ibid.

<sup>64</sup> United Nations Framework Convention on Climate Change. *What is the United Nations Framework Convention on Climate Change?* n.d.

<sup>65</sup> United Nations Framework Convention on Climate Change. *The Paris Agreement*. n.d.

<sup>66</sup> Ibid.

<sup>67</sup> Intergovernmental Panel on Climate Change. *Global Warming of 1.5°C*. 2018.

<sup>68</sup> United Nations, General Assembly. *The Peacebuilding Commission (A/RES/60/180)*. 2005; United Nations, Security Council. *Post-conflict peacebuilding (S/RES/1645 (2005))*. 2005.

<sup>69</sup> Ibid.

<sup>70</sup> Ibid.

<sup>71</sup> Security Council Report. *The UN Security Council and Climate Change*. 2021.

<sup>72</sup> Ibid.

<sup>73</sup> Ibid.

<sup>74</sup> Ibid. p. 17.

Within PBC there has been work done to address the impacts of climate change on peace and security.<sup>75</sup> There have been many country-specific instances where PBC has worked on addressing climate-related issues which have contributed to peacebuilding efforts.<sup>76</sup> For instance, in 2022, PBC hosted an ambassador-level meeting on the impact of climate change on peacebuilding in the Pacific Islands.<sup>77</sup> During the meeting, PBC acknowledged its commitment to reinforcing partnerships to leverage existing capacities to address climate security-related challenges in the Pacific Islands, as well as focusing on ways to curb the impacts of climate change and expand on resilience building.<sup>78</sup>

When the Human Rights Council adopted resolution 48/31 on “The human right to a clean, healthy and sustainable environment,” it was clear that the responsibility for the impacts of climate change on peace and security is shared.<sup>79</sup> Therefore, a joint effort of PBC, the Department of Political and Peacebuilding Affairs (DPPA), the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP), and other UN bodies is essential to positive progress on this topic.<sup>80</sup> Although there has been little global effort on this topic by PBC, this topic can be directly linked to the work of DPPA, UNDP, and UNEP.<sup>81</sup> One of DPPA’s strategic priorities is the response to climate-related security risks, which was reflected in its *2021-2022 Strategic Plan (2021)*.<sup>82</sup> In response to that priority within the strategic plan, DPPA, UNDP, and UNEP organized the Climate Security Mechanism (CSM), which is used to track and assess the impacts of climate change on peace and security.<sup>83</sup> By design, the CSM is intended to assist in technical support, fostering partnerships, data collection, communication efforts, and policy advocacy.<sup>84</sup> Additionally, the CSM strives to conceptualize the understanding of climate-related security risks in efforts for these risks to be considered in planning, operations, and programming.<sup>85</sup> The Department of Peace Operations has acknowledged that within the next five to ten years they expect a rise in the need of assistance due climate-related crises and migration.<sup>86</sup> The dialog regarding peace operations and climate change is not new, in fact, some of the most exposed countries to climate change were a part of six out of the 10 largest UN peace operations.<sup>87</sup> As a part of newer discussion, experts believe UN peacekeeping will need to evolve to support the climate emergency that will inevitably fuel future wars.<sup>88</sup>

During a 2022 ambassadorial-level meeting, PBC indicated that responses to peacebuilding and climate security-related challenges should be done nationally.<sup>89</sup> Meanwhile, it also suggested that non-governmental organizations, civil society, intergovernmental organizations, and the private sector play a critical role in efforts toward these challenges.<sup>90</sup> For example, the Stockholm International Peace

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<sup>75</sup> United Nations, Peacebuilding Commission. *Documents*. n.d.

<sup>76</sup> Ibid.

<sup>77</sup> United Nations, Department of Global Communications. *Ambassadorial-level meeting on the impact of climate change on peacebuilding in the Pacific Islands*. 2022.

<sup>78</sup> Ibid.

<sup>79</sup> United Nations, Human Rights Council. *The human right to a clean, healthy and sustainable environment (A/HRC/RES/48/13)*. 2021.

<sup>80</sup> Krampe et al. International Peace Institute. *The Peacebuilding Commission and Climate-Related Security Risks: A More Favourable Political Environment?* 2020.

<sup>81</sup> United Nations, Department of Political and Peacebuilding Affairs. *Addressing the Impact of Climate Change on Peace and Security*. n.d.

<sup>82</sup> Ibid.

<sup>83</sup> Ibid.

<sup>84</sup> United Nations, Department of Political and Peacebuilding Affairs. *United Nations Climate Security Mechanism Progress Report*. 2021. p. 5.

<sup>85</sup> Ibid. p. 19.

<sup>86</sup> United Nations, Department of Peace Operations. *Future of Peacekeeping*. n.d.

<sup>87</sup> Stockholm International Peace Research Institute. *Why United Nations peace operations cannot ignore climate change*. 2021.

<sup>88</sup> Norsk Utenrikspolitisk Institutt. *The impact of climate change on UN Peacekeeping operations*. 2021.

<sup>89</sup> United Nations, Department of Global Communications. *Ambassadorial-level meeting on the impact of climate change on peacebuilding in the Pacific Islands*. 2022.

<sup>90</sup> United Nations, Peacebuilding Commission. *Ambassadorial-Level Meeting of the Peacebuilding Commission on the impact of COVID-19 in the Lake Chad Basin*. 2020.

Research Institute (SIPRI), wrote the reports, *Climate-related security risks and peacebuilding in Somalia* (2019) and *The Peacebuilding Commission and Climate-Related Security Risks: A More Favourable Political Environment?* (2020) which were jointly written with the International Peace Institute.<sup>91</sup> Additionally, SIPRI is in collaboration with the Norwegian Institute of International Affairs regarding research efforts on climate, peace, and security in regions, such as, Afghanistan, Ethiopia, Iraq, Mali, Sahel, Somalia, and South Sudan.<sup>92</sup> Additionally, the Internal Displacement Monitoring Centre produced the *Global Report on Internal Displacement 2021* (2021), which underlines the importance of reducing the impacts of climate change on internally displaced people.<sup>93</sup>

In the recent International Panel on Climate Change, Working Group II Sixth Assessment Report, *Climate Change 2022: Impacts, Adaptation and Vulnerability*, the interconnectedness between climate change and water, food, poverty, armed conflicts, forced migration, and equality were visualized.<sup>94</sup> This report plays a critical and comprehensive role on the advisement on how to respond to the vulnerabilities society faces due to climate change.<sup>95</sup> In general, women in vulnerable situations typically have access to fewer resources, making the challenges of climate change more severe, such as, the loss of livelihoods, increased competition over resources, and displacement and migration.<sup>96</sup> Given this, joint efforts have been made to further the participation of women in conflict-prevention by developing best practices when utilizing natural resource-based interventions.<sup>97</sup> For example, the Joint Programme on Women, Natural Resources and Peace was created by UNEP, the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), UNDP, and the UN Peacebuilding Support Office (PBSO).<sup>98</sup>

### **Women, Peace, and Climate-Related Security Risks**

Gender equality refers to the equivalence of outcomes between both males and females, and also takes into account differential treatment and biases due to sex.<sup>99</sup> Gender equality is something that has been discussed for generations, and progress in gaining gender parity has remained slow.<sup>100</sup> Gender parity is a concept that refers to an objective of obtaining equal distribution of males and females within a particular setting.<sup>101</sup> Despite the slow progress toward these efforts, the world has placed a priority on the agenda for women, peace, and security.<sup>102</sup> In 2000, the Security Council adopted resolution 1325 (2000) on “Women and Peace and Security”, which set the tone for the women, peace, and security agenda (WPS).<sup>103</sup> In 2016, DPPA created the Gender, Peace, and Security Unit, in an effort to help oversee the implementation of the WPS agenda.<sup>104</sup> The agenda was designed to strengthen efforts in prevention, participation, protection, and peacebuilding and recovery of the challenges women face in conflict.<sup>105</sup> Some of these challenges include, loss of livelihoods, increased competition over resources, and

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<sup>91</sup> Eklöv, et al. Stockholm International Peace Research Institute. *Climate-related security risks and peacebuilding in Somalia*. 2019; Krampe et al. International Peace Institute. *The Peacebuilding Commission and Climate-Related Security Risks: A More Favourable Political Environment?* 2020.

<sup>92</sup> Norsk Utenrikspolitisk Institutt. *Climate-related Peace and Security Risks (CPSR)*. 2022.

<sup>93</sup> Internal Displacement Monitoring Centre. *Global Report on Internal Displacement 2021*. 2021.

<sup>94</sup> International Panel on Climate Change. *IPCC Sixth Assessment Report: Impact, Adaptation, and Vulnerability*. 2022.

<sup>95</sup> Ibid.

<sup>96</sup> United Nations Environment Programme et al. *Gender, Climate, and Security: Sustaining inclusive peace on the frontlines of climate change*. 2020.

<sup>97</sup> Ibid.

<sup>98</sup> Ibid.

<sup>99</sup> United Nations Children’s Fund. *Glossary of Terms and Concepts*. 2017.

<sup>100</sup> United Nations Entity for Gender Equality and the Empowerment of Women. *In Brief: Peace and Security*. n.d.

<sup>101</sup> United Nations Children’s Fund. *Glossary of Terms and Concepts*. 2017.

<sup>102</sup> United Nations Entity for Gender Equality and the Empowerment of Women. *2019-2020 Women, Peace and Security in Action*. 2020.

<sup>103</sup> United Nations Entity for Gender Equality and the Empowerment of Women. *Peace and Security*. n.d.

<sup>104</sup> Ibid.

<sup>105</sup> United Nations Entity for Gender Equality and the Empowerment of Women. *In Brief: Peace and Security*. n.d.

displacement and migration.<sup>106</sup> To further the support to the WPS, SDG 5 aims to achieve gender equality and empower all women and girls.<sup>107</sup>

According to experts, the leadership of women is needed now more than ever due to the complexity of humanitarian and conflict crises.<sup>108</sup> In 2018, Secretary-General António Guterres called for accelerated action for: more women in economic recovery processes, protection of women's human rights, an increase in financing, more women in peacekeeping operations, more female participation in peaceful processes, and generation of accessible data.<sup>109</sup> The following year, António Guterres also indicated that there is an urgent need for data and analysis that helps explain the relationship between climate change and conflict with an emphasis on its gender-related risks.<sup>110</sup>

Even though Member States have previously agreed to prioritize the WPS agenda, Member States are divided on the issue of climate change and how it relates to the security risks of women.<sup>111</sup> In 2019, during an open debate held by the Security Council, only five out of 75 Member States took the floor vocalizing their concerns regarding climate-related security risks to women.<sup>112</sup> These risks disproportionately affect women and girls, due to their access to fewer resources needed to adapt to changing conditions.<sup>113</sup> Typically, women have access to fewer resources due to the role they play in their household and cultural norms.<sup>114</sup> However, on the contrary, experts are noting that climate change is influencing a shift in gender norms creating more inclusive economic activity, decision-making, and leadership for peace and development.<sup>115</sup> Due to the impacts of climate change on the peace and security of women, the Joint Programme on Women, Natural Resources and Peace was created.<sup>116</sup> UNEP, UN Women, UNDP, and the PBSO established the Joint Programme to strengthen female contributions to peace through the involvement of women in the interventions surrounding natural resources, the environment, and climate change.<sup>117</sup>

In 2020, UNEP, UN Women, UNDP, DPPA, and PBSO produced the *Gender, climate and security: Sustaining inclusive peace on the frontlines of climate change* report.<sup>118</sup> The report provided important information regarding the relationship between climate-related security risks on women.<sup>119</sup> More specifically, the report indicated that droughts, rise in sea level, extreme weather events, and warming temperatures can all be linked to creating or worsening challenges.<sup>120</sup> The report also provided specific examples of how these challenges could directly impact women.<sup>121</sup> For instance, women may be subjected to gender-based violence when experiencing water scarcity.<sup>122</sup>

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<sup>106</sup> United Nations Environment Programme et al. *Gender, Climate, and Security: Sustaining inclusive peace on the frontlines of climate change*. 2020.

<sup>107</sup> United Nations, Department of Economic and Social Affairs. *Goal 5*. n.d.

<sup>108</sup> United Nations Entity for Gender Equality and the Empowerment of Women. *2019-2020 Women, Peace and Security in Action*. 2020.

<sup>109</sup> Ibid.

<sup>110</sup> United Nations Environment Programme et al. *Gender, Climate, and Security: Sustaining inclusive peace on the frontlines of climate change*. 2020.

<sup>111</sup> Ibid.

<sup>112</sup> Ibid.

<sup>113</sup> Ibid.

<sup>114</sup> United Nations Entity for Gender Equality and the Empowerment of Women. *Explainer: How gender inequality and climate change are interconnected*. 2022.

<sup>115</sup> United Nations Entity for Gender Equality and the Empowerment of Women. *2019-2020 Women, Peace and Security in Action*. 2020.

<sup>116</sup> United Nations Environment Programme et al. *Gender, Climate, and Security: Sustaining inclusive peace on the frontlines of climate change*. 2020.

<sup>117</sup> Ibid.

<sup>118</sup> Ibid.

<sup>119</sup> Ibid.

<sup>120</sup> Ibid.

<sup>121</sup> Ibid.

<sup>122</sup> Ibid.

Despite these risks, there are also opportunities to support the role women play in addressing climate-related security risks.<sup>123</sup> Given this, experts are calling for more efforts towards integrating women, peace, and security through enhanced policies, financing, integrated programme design, and research.<sup>124</sup> Without these efforts, there is a greater chance of new risks and vulnerabilities that may be imposed on the women already disproportionately affected by climate-related security risks.<sup>125</sup>

### **Case Study: The Impact of Climate Change on Peacebuilding in the Pacific Islands**

In 2018, the Pacific Island Forum (PIC) affirmed climate change as the single greatest threat to the livelihoods and security of the Pacific through the *Boe Declaration*.<sup>126</sup> The *Boe Declaration* aims to address security issues in the Pacific through modern strategies.<sup>127</sup> These strategies are outlined in the *Boe Declaration Action Plan* (2019) through strategic focus areas, which are climate security, human security, humanitarian assistance, environmental and resource security, transnational crime, cybercrime and cybers-enabled crime, and creating an enabling environment for implementation, including an appropriate coordination mechanism.<sup>128</sup>

In May 2022, PBC met to discuss the impacts of climate change on peacebuilding and sustaining peace in the Pacific Islands.<sup>129</sup> During the meeting, PBC acknowledged its commitment to reinforcing partnerships to leverage existing capacities to address climate security-related challenges in the Pacific Islands.<sup>130</sup> PBC also recognized the need to focus on ways to curb the impacts of climate change and expand on resilience by remaining committed to supporting peacebuilding efforts in the region.<sup>131</sup> Additionally, the Commission emphasized the work of the United Nations Secretary-General's Peacebuilding Fund in the Pacific Islands (PBF).<sup>132</sup>

In efforts to empower states and regional actors to address climate-related security risks, strengthen the understanding of these risks and how to manage them, and enhance the advocacy of combating climate change in Pacific States, the Climate Security in the Pacific Project was created in 2020.<sup>133</sup> The PBF has played a critical role in providing funding and resources to the project in Kiribati, Tuvalu, and Marshall Islands implemented by UNDP and the International Organization for Migration in partnership with various governments and regional actors such as the PIC.<sup>134</sup>

Throughout the PBC ambassadorial-level meeting on the impacts of climate change on peacebuilding in the Pacific Islands, several groups and Member States discussed the opportunity to identify gaps in the existing efforts and strengthen responses to climate change through regional partnerships.<sup>135</sup> More specifically, the chair of the PIC stressed that climate change is force-multiplying which threatens health, food security, development goals, disaster resilience, COVID-19 pandemic recovery efforts, territorial integrity, and social cohesion in the Pacific.<sup>136</sup> The chair of the PIC also spoke about the need for further investments in tools like the Pacific Resilience Facility and the Regional Climate Security Assessment

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<sup>123</sup> Ibid.

<sup>124</sup> Ibid.

<sup>125</sup> Ibid.

<sup>126</sup> Pacific Islands Forum. *Boe Declaration on Regional Security*. 2018.

<sup>127</sup> Pacific Islands Forum. *Boe Declaration Action Plan*. 2019.

<sup>128</sup> Ibid.

<sup>129</sup> United Nations, Peacebuilding Commission. *Ambassadorial-level meeting on the impact of climate change on peacebuilding in the Pacific Islands: Concept Note*. 2022.

<sup>130</sup> Ibid.

<sup>131</sup> United Nations, Peacebuilding Commission. *Ambassadorial-level meeting on the impact of climate change on peacebuilding in the Pacific Islands: Chair Summary*. 2022.

<sup>132</sup> Ibid.

<sup>133</sup> United Nations Development Programme. *Climate Security in the Pacific Project Brief*. n.d.

<sup>134</sup> Ibid.

<sup>135</sup> United Nations, Peacebuilding Commission. *Ambassadorial-level meeting on the impact of climate change on peacebuilding in the Pacific Islands: Chair Summary*. 2022.

<sup>136</sup> Ibid.

Framework.<sup>137</sup> Additionally, the Assistant Secretary-General for Peacebuilding Support also spoke at the meeting and provided an overview of DPPA's work within the region.<sup>138</sup> For example, DPPA's new Pacific Island Forum Regional Risk Assessment Framework, which aims to connect Small Islands Developing States with experts to review support in response to climate security challenges.<sup>139</sup>

### **Conclusion**

The impact of climate change is far-reaching, and it is considered to be a risk-multiplying issue that disrupts humanity's health, food security, development goals, disaster resilience, COVID-19 recovery efforts, territorial integrity, and gender parity.<sup>140</sup> Meaning, that these risks are compounding, and without proactive efforts, international peace and security are at stake.<sup>141</sup> Climate change subjects women and girls to disproportionate risks, but experts say that climate change is also an opportunity to enhance inclusive economic activity, decision-making, and leadership for peace and development.<sup>142</sup> Although PBC supports the steps taken toward the impacts of climate change on peace and security, the Commission has only focused its efforts in regard to this topic in select areas so far.<sup>143</sup>

### **Further Research**

Delegates should consider the following questions when conducting their research: What can PBC do to expand their efforts in addressing the impacts of climate change on peace and security? How will these efforts impact regions and their governments? What other programs and initiatives have been implemented for addressing climate-related security risks? How can PBC be involved in addressing women, peace, and security? How does conflict play a role in areas affected by climate change? How can PBC engage further with this topic through the lens of the SDGs?

## **Annotated Bibliography**

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*This paper provides insight on the challenges of “contemporary peacebuilding.” The paper provides policy and peacebuilding insights and an overview of the mission in Somalia. This is relevant due to the impact of climate change Somalia is experiencing and will provide context regarding the issue to delegates. More specifically, this paper will allow delegates to have a realistic understanding of peacebuilding when climate change is an obvious challenge. Additionally, delegates can use this document to understand practical recommendations to international law and policy regarding these issues.*

Krampe et al. International Peace Institute. *The Peacebuilding Commission and Climate-Related Security Risks: A More Favourable Political Environment?* 2020. Retrieved 21 July 2022 from:

[https://www.ipinst.org/wp-content/uploads/2020/09/SIPRIInsight2009\\_PBC-and-climate-related-security-risks\\_v2.pdf](https://www.ipinst.org/wp-content/uploads/2020/09/SIPRIInsight2009_PBC-and-climate-related-security-risks_v2.pdf)

*This study was designed to assess the fitness of the United Nations Peacebuilding Commission for the role of supporting Member States in emerging climate-related security challenges. In detail, the study reviews the Peacebuilding Commission mandate*

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<sup>137</sup> Ibid.

<sup>138</sup> Ibid.

<sup>139</sup> Ibid.

<sup>140</sup> United Nations, Department of Political and Peacebuilding Affairs. *Addressing the Impact of Climate Change on Peace and Security*. n.d.

<sup>141</sup> Krampe et al. International Peace Institute. *The Peacebuilding Commission and Climate-Related Security Risks: A More Favourable Political Environment?* 2020. p. 4.

<sup>142</sup> United Nations Environment Programme et al. *Gender, Climate, and Security: Sustaining inclusive peace on the frontlines of climate change*. 2020.

<sup>143</sup> United Nations, Peacebuilding Commission. *Documents*. n.d.



*and how the Commission works amongst the pillars of the United Nations. Delegates can use this study as an additional resource to better understand how the Commission can expand their support on this topic from the perspective of this non-governmental organization.*

United Nations, Department of Political and Peacebuilding Affairs. *Addressing the Impact of Climate Change on Peace and Security*. n.d. Retrieved 29 July 2022 from: <https://dppa.un.org/en/climate-peace-security>

*This article outlines the efforts that have been made by the Department of Political and Peacebuilding Affairs regarding the impact of climate change on peace and security. More specifically, this resource provides clear definitions on many of the tools and strategies used to address the issues of this topic. Additionally, delegates can use this resource to expand their knowledge regarding the impact of climate change on peace and security resources and efforts made within the United Nations system.*

United Nations Environment Programme. *Climate action holds key to tackling global conflict*. 2021. Retrieved 21 July 2022 from: <https://www.unep.org/news-and-stories/story/climate-action-holds-key-tackling-global-conflict>

*This article outlines items necessary to address the impacts of climate change on peace and security. More specifically, it includes several helpful resources that will aid delegates in their research and expanding on this topic. Additionally, the article helps explain some of the initiatives being taken, which will help delegates have a better understanding of their purpose.*

United Nations, General Assembly. *The Peacebuilding Commission (A/RES/60/180)*. 2005. Retrieved 24 June 2022 from: <https://undocs.org/en/A/RES/60/180>

*This resolution is a good resource for delegates as it is a founding document for the committee. The resolution will help delegates better understand the mandate of the committee, which recognizes that peace and security, and human rights are interlinked. More specifically, the resolution outlines PBC's role in peacebuilding through post-conflict activities, strategy, and advising. With a better understanding of the mandate, this document will help delegates propose more informed and viable solutions during committee and their working papers.*

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*This summary is an important document that showcases aspects of the topic of this guide. The summary highlights some of the important efforts that have been made to address the topic of the impact of climate change on peace and security. More specifically, delegates may find this summary helpful in building knowledge on the committee engages with this topic on a regional level.*

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## 2. Improving Transitional Justice in Post-Conflict Situations

*“We know that peace does not automatically break out when weapons fall silent and atrocity crimes cease. To be able to rebuild lives – without fear of recurrence – and for society to move forward, suffering needs to be acknowledged; confidence in state institutions restored; and justice done.”<sup>144</sup>*

### **Introduction**

Societies emerging from long-term conflict or a phase of political repression often face severe challenges in reconciliation.<sup>145</sup> Post-conflict regions are affected by serious human rights violations and atrocities perpetrated during conflicts.<sup>146</sup> For societies dealing with such crimes and striving to support victims, the concept of transitional justice helps establish a base for reparation and reconciliation.<sup>147</sup> A wide range of approaches and measures fall under the term transitional justice, including traditional judicial elements, such as criminal prosecution, ad-hoc tribunals, or truth commissions, and more comprehensive non-judicial methods like reparation and reconciliation programs or memorialization.<sup>148</sup> As the Peacebuilding Commission (PBC) was established as an advisory body of the Security Council and the General Assembly to support peace processes and transitions in conflict-affected countries and regions, transitional justice is one of the core issues that fall under the commission’s mandate.<sup>149</sup> PBC is tasked to develop new coherent and strategic approaches for conflict-affected countries.<sup>150</sup>

There is no uniform definition for the term transitional justice and it can rather be understood as an umbrella term that encompasses a wide variety of aspects and measures.<sup>151</sup> At the United Nations (UN), transitional justice is understood as “an approach to systematic or massive violations of human rights that both provides redress to victims and creates or enhances opportunities for the transformation of the political systems, conflicts, and other conditions that may have been at the root of the abuses.”<sup>152</sup> Transitional justice focuses on the past, the present, and the future at the same time, while it presents perspectives that can contribute to conflict resolution.<sup>153</sup> Former UN Secretary-General Ban Ki-moon described it as “the full range of processes and mechanisms associated with a society’s attempt to come to terms with a legacy of large-scale past abuses, to ensure accountability, serve justice, and achieve reconciliation.”<sup>154</sup>

The term transitional justice first originated in the late 1980s and gained significance during the 1990s as a response of the international community to political transitions in Eastern Europe and Latin America.<sup>155</sup> The UN approach to transitional justice was first presented in a report of the Economic and Social Council in 1997.<sup>156</sup> It comprised four core principles: the right to know, the right to justice, the right to reparation,

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<sup>144</sup> United Nations High Commissioner for Human Rights. *Justice for Past Crimes Can Build a Shared Future*. Michelle Bachelet United Nations High Commissioner for Human Rights Statement to the Security Council 13 February 2020. 2020.

<sup>145</sup> Office of the United Nations High Commissioner for Human Rights. *Thematic Paper: Peacebuilding, Sustaining Peace and Transitional Justice*. 2020. p. 3.

<sup>146</sup> Bonacker et al. *Introduction: Transitions from Violence - Analyzing the Effects of Transitional Justice*. 2013. p. 5.

<sup>147</sup> Office of the United Nations High Commissioner for Human Rights. *Thematic Paper: Peacebuilding, Sustaining Peace and Transitional Justice*. 2020.

<sup>148</sup> United Nations, Peacebuilding Commission. *What is Transitional Justice? A Backgrounder*. 2008. pp. 3-4.

<sup>149</sup> United Nations, Peacebuilding Commission. *Mandate*. n.d.

<sup>150</sup> Ibid.

<sup>151</sup> United Nations, Peacebuilding Commission. *What is Transitional Justice? A Backgrounder*. 2008. pp. 3-4.

<sup>152</sup> Ibid. p. 1.

<sup>153</sup> Bonacker et al. *Introduction: Transitions from Violence - Analyzing the Effects of Transitional Justice*. 2013. p. 5.

<sup>154</sup> United Nations, Secretary-General. *Guidance Note of the Secretary-General: United Nations Approach to Transitional Justice*. 2010. p. 3.

<sup>155</sup> United Nations, Peacebuilding Commission. *What is Transitional Justice? A Backgrounder*. 2008. p. 1.

<sup>156</sup> United Nations, Economic and Social Council. *The Administration of Justice and the Human Rights of Detainees. Question of the impunity of perpetrators of human rights violations (civil and political) (E/CN.4/Sub.2/1997/20)*. 1997.

and the guarantee of non-recurrence.<sup>157</sup> Further core elements for the UN approach were determined in a guidance note by former Secretary-General Ban Ki-moon in 2010.<sup>158</sup> The integrated UN approach encompasses a combination of human rights, development, and security aspects.<sup>159</sup> A relevant goal of transitional justice in peacebuilding is to establish strong government institutions, for example, by transforming ad-hoc tribunals into permanent democratic judicial bodies.<sup>160</sup> With many transitional societies resulting from conflicts worldwide, transitional justice remains a highly relevant topic.<sup>161</sup>

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

Transitional justice mechanisms help guarantee basic human rights to societies affected by conflict.<sup>162</sup> The first international documents to outline humanitarian law in and after conflicts were the *Geneva Conventions* of 1949, as well as their additional protocols.<sup>163</sup> Further, the *Universal Declaration of Human Rights*, adopted in 1948 by the General Assembly, is the fundamental document that establishes basic human rights.<sup>164</sup> The 1998 *Statute of Rome*, established the International Criminal Court (ICC) as the main international arbiter of international criminal law.<sup>165</sup> The statute defines four international crimes: genocide, war crimes, crimes of aggression, and crimes against humanity.<sup>166</sup> However, only 123 states are parties to this treaty and recognize the jurisdiction of the ICC.<sup>167</sup> Among others, these important foundational documents define human rights violations and their prosecution, and are the legal basis for all transitional justice mechanisms.<sup>168</sup> As re-establishing the rule of law is one key to reconciliation after conflicts, international human rights law is the at the core of transitional justice.<sup>169</sup>

Another document that is crucial to the foundation of transitional justice is the *Framework of Analysis for Atrocity Crimes*, which was released by the UN Office of the Special Advisers on Genocide Prevention and the Responsibility to Protect in 2014.<sup>170</sup> The framework comprises a list of 14 common and specific risk factors, which aim to provide a better understanding of situations where crimes are committed, and help early recognize and prevent these types of crimes.<sup>171</sup> Understanding those risk factors is essential to develop a coherent and context-specific transitional justice approach.<sup>172</sup>

In 2015, General Assembly resolution 70/1 on “Transforming our world: the 2030 Agenda for Sustainable Development” established the Sustainable Development Goals (SDGs).<sup>173</sup> While all 17 goals are

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<sup>157</sup> Ibid. p. 5.

<sup>158</sup> United Nations, Secretary-General. *Guidance Note of the Secretary-General: United Nations Approach to Transitional Justice*. 2010.

<sup>159</sup> United Nations, Peacebuilding Commission. *Mandate*. n.d.

<sup>160</sup> United Nations Development Programme. *From Justice for the Past to Peace and Inclusion for the Future: A Development Approach to Transitional Justice Lessons Learned from UNDP Policy and Practice*. 2020. p. 17.

<sup>161</sup> United Nations, Secretary-General. *Guidance Note of the Secretary-General: United Nations Approach to Transitional Justice*. 2010. p. 3.

<sup>162</sup> Office of the United Nations High Commissioner for Human Rights. *Thematic Paper: Peacebuilding, Sustaining Peace and Transitional Justice*. 2020. p. 2.

<sup>163</sup> Legal Information Institute. *Geneva Conventions and their additional protocols*. n.d.

<sup>164</sup> United Nations, General Assembly. *Universal Declaration of Human Rights (A/RES/217(III) A)*. 1948.

<sup>165</sup> United Nations Diplomatic Conference of Plenipotentiaries on the Establishment of an International Criminal Court. *Rome Statute of the International Criminal Court*. 1998.

<sup>166</sup> Ibid.

<sup>167</sup> International Criminal Court. *The States Parties to the Rome Statute*. n.d.

<sup>168</sup> Office of the United Nations High Commissioner for Human Rights. *Thematic Paper: Peacebuilding, Sustaining Peace and Transitional Justice*. 2020. p. 2.

<sup>169</sup> United Nations, Secretary-General. *Guidance Note of the Secretary-General: United Nations Approach to Transitional Justice*. 2010. p. 3.

<sup>170</sup> United Nations, Office of the Special Advisers on Genocide Prevention and the Responsibility to Protect. *Framework of Analysis for Atrocity Crimes: A Tool for Prevention*. 2014.

<sup>171</sup> Ibid.

<sup>172</sup> Ibid.

<sup>173</sup> United Nations, General Assembly. *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*. 2015.

generally committed to the sustainable, respectful, and peaceful coexistence of all people on earth, there is one goal that particularly relates to transitional justice.<sup>174</sup> SDG 16 (peace, justice and strong institutions) advocates for strong democratic state institutions, peaceful and inclusive societies, and a fair justice system, all of which are central to comprehensive transitional justice approaches and measures.<sup>175</sup>

The most frequently referenced document concerning transitional justice itself is the *Guidance Note of the Secretary-General: United Nations Approach to Transitional Justice* published in 2010, outlining a new UN approach to transitional justice.<sup>176</sup> In it, 10 guiding principles were introduced, including compliance with international norms, considering the political context, ensuring women's and children's rights, and putting victims at the center of transitional justice processes.<sup>177</sup> The guidance note is currently undergoing a review process within the UN, at the end of which an updated form of the document is expected.<sup>178</sup>

### **Role of the International System**

In its recent sessions, PBC has discussed transitional justice in two different ways: by including it in the broader thematic context of "Peacebuilding and Sustaining Peace", which is on the PBC's agenda regularly, or by discussing transitional justice-related issues in sessions on specific countries.<sup>179</sup> In the latter, a specific conflict or post-conflict situation is the focus and an approach specifically targeting the needs of the Member State and its population is developed.<sup>180</sup> Member States that have been discussed in recent sessions include the Central African Republic, Chad, Colombia, the Republic of The Gambia, and Guinea-Bissau.<sup>181</sup>

Transitional justice is an interdisciplinary issue that involve several bodies and institutions within and outside of the UN system addressing the topic.<sup>182</sup> PBC, as outlined within its mandate, fulfills a bridging role among all relevant UN entities working on aspects related to peacebuilding.<sup>183</sup> In PBC sessions, all relevant actors from inside and outside the UN system are represented to advise and develop solutions for conflict-affected countries.<sup>184</sup> PBC gathers all important actors and resources to develop coherent transitional justice strategies that have a long-lasting impact on societies marked by conflict.<sup>185</sup>

Other actors working closely with PBC on transitional justice include, for example, the General Assembly, which adopted in 2013 resolution 68/165 on "Right to the truth."<sup>186</sup> This resolution was a milestone for transitional justice as it recognized the right to truth as a human right and an important step toward ending impunity and supporting the establishment of truth commissions in Member States.<sup>187</sup> The Secretary-General also actively promotes transitional justice norms through reports such as the one from 2004 on *The rule of law and transitional justice in conflict and post-conflict societies* (S/2004/616), which defined

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<sup>174</sup> Office of the United Nations High Commissioner for Human Rights. *Thematic Paper: Economic, Social and Cultural Rights and the Sustainable Development Goals in Peacebuilding and Sustaining Peace*. 2020. pp. 3-4.

<sup>175</sup> United Nations, Department of Global Communications. *Peace, Justice and Strong Institutions: Why They Matter*. 2020.

<sup>176</sup> United Nations, Secretary-General. *Guidance Note of the Secretary-General: United Nations Approach to Transitional Justice*. 2010.

<sup>177</sup> *Ibid.* pp. 3-7.

<sup>178</sup> Arbeitsgemeinschaft Frieden und Entwicklung. *The link between transitional justice and peacebuilding: Recent UN action*. 2020.

<sup>179</sup> United Nations, Peacebuilding Commission. *Documents*. n.d.; United Nations, Peacebuilding Commission. *Meetings and Activities of the Peacebuilding Commission*. n.d.

<sup>180</sup> United Nations, Peacebuilding Commission. *Meetings and Activities of the Peacebuilding Commission*. n.d.

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

<sup>182</sup> United Nations, Secretary-General. *Guidance Note of the Secretary-General: United Nations Approach to Transitional Justice*. 2010. p. 7.

<sup>183</sup> United Nations, Peacebuilding Commission. *Mandate*. n.d.

<sup>184</sup> *Ibid.*

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

<sup>186</sup> United Nations, General Assembly. *Right to the truth (A/RES/68/165)*. 2013.

<sup>187</sup> *Ibid.*

the role of the United Nations in the still relatively new field of work.<sup>188</sup> Different departments within the UN Secretariat responsible for human rights, peacekeeping, and peacebuilding are also concerned with aspects of transitional justice.<sup>189</sup> The Department of Operational Support, which provides support to the different UN offices and entities around the globe, deems transitional justice a critical approach for sustainable peace.<sup>190</sup>

The Human Rights Council (HRC) and the Office of the United Nations High Commissioner for Human Rights (OHCHR) are also responsible for monitoring and supporting transitional justice processes and mechanisms.<sup>191</sup> HRC resolution 42/17 on “Human rights and transitional justice” from 2019 called upon Member States to develop a transitional justice mechanism to address past human rights atrocities.<sup>192</sup> Further, the UN Special Rapporteur on truth, justice, and reparation appointed by HRC deals with human rights violations in post-conflict transitioning.<sup>193</sup> The Special Rapporteur’s mandate also encompasses gathering relevant information on local, post-conflict situations and providing technical assistance and advice to governments and international bodies.<sup>194</sup> The rapporteur also regularly issues reports such as the *Promotion of truth, justice, reparation and guarantees of non-recurrence (A/76/180)*.<sup>195</sup>

The United Nations Development Programme (UNDP) actively supports transitional justice processes in conflict-affected countries through institution-building and ensuring the participation of victims.<sup>196</sup> Other UN entities and specialized bodies, such as the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) or the United Nations Children’s Fund, focus on especially vulnerable and marginalized groups like children, women or indigenous communities, and contribute to transitional justice processes by moving the rights of marginalized groups of victims into the center of attention.<sup>197</sup> For example, UN Women specifically addresses the needs of women and girls, who are particularly affected by gender-based violence in conflicts, and ensures their participation in transitional justice mechanisms.<sup>198</sup>

Next to actors of the UN system, various regional organizations are becoming increasingly involved and actively support transitional justice processes, which is in line with the principle of local ownership in international transitional justice approaches.<sup>199</sup> The first policy strategy developed by a regional organization was the *European Union’s Policy Framework on support to transitional justice*, which was adopted in 2015 by the European Union (EU) Foreign Affairs Council and was part of the EU Action Plan on Human Rights and Democracy 2015-2019.<sup>200</sup> In 2019, the Assembly of the African Union adopted their *Transitional Justice Policy* and in 2021, the Inter-American Commission on Human Rights approved

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<sup>188</sup> United Nations, Security Council. *The rule of law and transitional justice in conflict and post-conflict societies: Report of the Secretary-General (S/2004/616)*. 2004.

<sup>189</sup> United Nations Development Programme. *From Justice for the Past to Peace and Inclusion for the Future: A Development Approach to Transitional Justice Lessons Learned from UNDP Policy and Practice*. 2020. p. 51.

<sup>190</sup> United Nations, Department of Operational Support. *Transitional justice processes critical to lasting peace, Security Council hears*. 2020.

<sup>191</sup> Office of the United Nations High Commissioner for Human Rights. *OHCHR: Transitional Justice and Human Rights*. n.d.

<sup>192</sup> United Nations, Human Rights Council. *Human rights and transitional justice (A/HRC/RES/42/17)*. 2019.

<sup>193</sup> Office of the United Nations High Commissioner for Human Rights. *About the Mandate. Special Rapporteur on Truth, Justice and Reparation*. n.d.

<sup>194</sup> Ibid.

<sup>195</sup> United Nations, General Assembly. *Promotion of truth, justice, reparation and guarantees of non-recurrence (A/76/180)*. 2021.

<sup>196</sup> United Nations Development Programme. *From Justice for the Past to Peace and Inclusion for the Future: A Development Approach to Transitional Justice Lessons Learned from UNDP Policy and Practice*. 2020.

<sup>197</sup> United Nations Entity for Gender Equality and the Empowerment of Women. *Women’s Meaningful Participation in Transitional Justice. Advancing Gender Equality and Building Sustainable Peace*. 2022. p. 29.

<sup>198</sup> Ibid. p. 4.

<sup>199</sup> United Nations, Secretary-General. *Guidance Note of the Secretary-General: United Nations Approach to Transitional Justice*. 2010. p. 9.

<sup>200</sup> European Union, Foreign Affairs Council. *The EU’s Policy Framework on Support to Transitional Justice*. 2015.



the *Inter-American Standards: Truth, Justice and Reparation in Transitional Context*.<sup>201</sup> These and many other regional organizations are represented in PBC's sessions.<sup>202</sup> The commission actively promotes enhancing peacebuilding partnerships with regional actors.<sup>203</sup>

Non-governmental organizations also play a crucial role in supporting transitional justice processes on the local, regional, and international level.<sup>204</sup> The International Center for Transitional Justice (ICTJ) is a non-profit organization operating in numerous conflict-affected areas.<sup>205</sup> Their goal is to establish accountability and raise awareness in transitional societies by advising government actors, issuing reports, and empowering victims and civil society.<sup>206</sup> Additionally, the International Committee of the Red Cross assists with transitional justice efforts by advising and supporting international organizations and state actors to comply with international humanitarian law.<sup>207</sup> Furthermore, the private sector has a special responsibility because it can be involved in human rights violations.<sup>208</sup> While the participation of the private sector in transitional justice has so far been very limited, there exist a few initiatives, for example, companies contributing to truth-seeking mechanisms with the truth commission in Argentina being a particularly successful example in the past decades.<sup>209</sup>

### ***Transitional Justice as a Peacebuilding Tool***

There is a growing consensus among the international community that transitional justice as part of peacebuilding is crucial for long-term, sustainable peace.<sup>210</sup> The UN Secretary-General's Policy Committee, responsible for planning UN policies, defined peacebuilding as a "range of measures targeted to reduce the risk of lapsing or relapsing into conflict by strengthening national capacities at all levels for conflict management, and to lay the foundations for sustainable peace and development."<sup>211</sup> The concept aims to promote sustainable peace by addressing the root causes of conflict.<sup>212</sup>

The goals and measures of classical peacebuilding and transitional justice ideally complement each other.<sup>213</sup> As a crucial part of peacebuilding for sustainable peace, transitional justice can help with context-specific goals like connecting divided societies, changing the societal narratives of the past, and finding an orientation for reconciliation.<sup>214</sup> Peacebuilding processes and strategies are also based on fundamental principles, such as local ownership or a focus on the specific needs of populations, which are very similar to the principles of transitional justice.<sup>215</sup> Empowering victims, especially minorities and marginalized groups such as women, girls, or indigenous communities, is a crucial goal both in

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<sup>201</sup> African Union. *Transitional Justice Policy Adopted February 2019*. 2019; Inter-American Commission on Human Rights. *Truth, Justice and Reparation in Transitional Context: Inter-American Standards*. 2021.

<sup>202</sup> United Nations, Peacebuilding Commission. *Informative Brochure May 2022*. 2022. p. 4.

<sup>203</sup> *Ibid.* p. 4.

<sup>204</sup> International Center for Transitional Justice. *How we work*. 2022.

<sup>205</sup> *Ibid.*

<sup>206</sup> *Ibid.*

<sup>207</sup> International Committee of the Red Cross. *Transitional justice: States should include issue of missing persons and their families in the process*. 2020.

<sup>208</sup> Global Initiative for Justice, Truth and Reconciliation. *The Roles and Responsibilities of Private Sector Actors in Transitional Justice in Africa and Latin America: A Briefing Paper*. 2021. p. 30.

<sup>209</sup> *Ibid.* pp. 34-40.

<sup>210</sup> Arbeitsgemeinschaft Frieden und Entwicklung. *The link between transitional justice and peacebuilding: Recent UN action*. 2020.

<sup>211</sup> United Nations, Peacebuilding Support Office. *UN Peacebuilding: An Orientation*. 2010. p. 5.

<sup>212</sup> *Ibid.* p. 5.

<sup>213</sup> *Ibid.* p. 5.

<sup>214</sup> Arbeitsgemeinschaft Frieden und Entwicklung. *The link between transitional justice and peacebuilding: Recent UN action*. 2020.

<sup>215</sup> United Nations, Peacebuilding Support Office. *UN Peacebuilding: An Orientation*. 2010. pp. 5-7.

transitional justice and peacebuilding.<sup>216</sup> Social change must encompass the transformation of societal values and attitudes, as well as political and social structures.<sup>217</sup>

To achieve the goal of sustaining peace, the UN's comprehensive transitional justice approach makes use of traditional legal and judicial measures, but also includes aspects from other areas, such as security, safety, and justice.<sup>218</sup> For example, re-establishing trust and accountability in security forces among the civilian population is crucial for the reconciliation and reparation processes of a society in a post-conflict situation.<sup>219</sup> This can be achieved through a security sector reform (SSR), which is an important step for successful peacebuilding.<sup>220</sup> SSR is often a necessary part of peacebuilding in order to prevent further violence and conflict, as often actors from the security sector perpetrated violence and committed crimes.<sup>221</sup> This is also an important component contributing to one of the core principles of transitional justice, the guarantee of non-recurrence.<sup>222</sup>

Closely related to SSR is also the concept of disarmament, demobilization, and reintegration (DDR).<sup>223</sup> The reintegration of former combatants into civilian structures is an important contribution to the reconciliation and reconnection of divided societies.<sup>224</sup> Studies show the close connection between SSR, DDR, and transitional justice in peacebuilding in post-conflict situations.<sup>225</sup> The concepts of SSR and DDR aim to establish trust and accountability, which are necessary so that victims can process the past and are ready for reconciliation, therewith constituting the basis for sustainable peace.<sup>226</sup>

A development related focus is also included in the UN's transitional justice approach in order to enable a long-term improvement of living conditions which is necessary to eliminate further causes of conflict.<sup>227</sup> The inclusion of victims in transitional justice processes is a priority of UNDP.<sup>228</sup> This is a central component of transitional justice to promote justice for victims and ensure their rights.<sup>229</sup> These examples constitute just a few of the many crucial components in the holistic transitional justice approach of the UN.<sup>230</sup>

While large parts of the international community strongly support the implementation of transitional justice mechanisms, the degree of success of these measures remains to be fully assessed.<sup>231</sup> Although transitional justice processes have been pursued continuously over the past 30 years, there is little

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<sup>216</sup> Arbeitsgemeinschaft Frieden und Entwicklung. *The link between transitional justice and peacebuilding: Recent UN action*. 2020.

<sup>217</sup> Bonacker et al. *Introduction: Transitions from Violence - Analyzing the Effects of Transitional Justice*. 2013. p. 7.

<sup>218</sup> United Nations, Peacebuilding Commission. *What is Transitional Justice? A Backgrounder*. 2008. pp. 3-4.

<sup>219</sup> United Nations University. *Security Sector Reform and Post-Conflict Peacebuilding*. 2005. p. 2.

<sup>220</sup> Ibid. p. 2.

<sup>221</sup> Ibid. p. 5.

<sup>222</sup> United Nations, Economic and Social Council. *The Administration of Justice and the Human Rights of Detainees. Question of the impunity of perpetrators of human rights violations (civil and political) (E/CN.4/Sub.2/1997/20)*. 1997. p. 9.

<sup>223</sup> United Nations Institute for Training and Research. *Disarmament, Demobilization and Reintegration*. n.d.

<sup>224</sup> Office of the United Nations High Commissioner for Human Rights. *Thematic Paper: Peacebuilding, Sustaining Peace and Transitional Justice*. 2020. p. 4.

<sup>225</sup> Patel. International Center for Transitional Justice. *Transitional Justice, DDR, and Security Sector Reform*. 2010; Office of the United Nations High Commissioner for Human Rights. *Thematic Paper: Peacebuilding, Sustaining Peace and Transitional Justice*. 2020.

<sup>226</sup> United Nations, Security Council. *Post-conflict peacebuilding (S/RES/2282 (2016))*. 2016. p. 5.

<sup>227</sup> United Nations Development Programme. *From Justice for the Past to Peace and Inclusion for the Future: A Development Approach to Transitional Justice Lessons Learned from UNDP Policy and Practice*. 2020. p. 17.

<sup>228</sup> United Nations Development Programme. *From Justice for the Past to Peace and Inclusion for the Future: A Development Approach to Transitional Justice Lessons Learned from UNDP Policy and Practice*. 2020. pp. 20-21.

<sup>229</sup> United Nations, Peacebuilding Commission. *What is Transitional Justice? A Backgrounder*. 2008. p. 1.

<sup>230</sup> Ibid. p. 4.

<sup>231</sup> Bonacker et al. *Introduction: Transitions from Violence - Analyzing the Effects of Transitional Justice*. 2013.

scientific analysis on the success and effectiveness of measures.<sup>232</sup> At the same time, it can be questioned to what extent the success of individual transitional justice measures can be assessed.<sup>233</sup> Some critics question whether measures such as tribunals or truth commissions contribute to stabilizing a post-conflict society or, on the contrary, destabilize and disintegrate it.<sup>234</sup>

Post-conflict societies often face internal and external obstacles, which make transitional justice and reconciliation difficult.<sup>235</sup> For example, the complementary transitional justice approach of the UN in Timor Leste failed in having a profound impact on society and its development toward reconciliation and a peaceful future.<sup>236</sup> In this case, the work of the UN was undermined by political leaders, who promoted their own desired version of society and ignored the recommendations of international partners.<sup>237</sup> For this reason, PBC's country-specific approaches considering the specific national and regional contexts are of high importance for the success of peacebuilding and transitional justice measures.<sup>238</sup> While transitional justice currently plays an important role in the context of UN peacebuilding activities, some questions remain unanswered.<sup>239</sup> These gaps relate primarily to the implementation and predictable success of measures.<sup>240</sup>

### **Case Study: Transitional Justice in the Colombian Peace Process**

In November 2016, the Colombian government and the Marxist guerilla group Fuerzas Armadas Revolucionarias de Colombia – Ejército del Pueblo (FARC-EP) signed an historic peace agreement, which ended one of the longest conflicts in the modern era.<sup>241</sup> The six-decade conflict in Colombia had caused more than 250,000 casualties and millions of internally displaced people, and was characterized by massive human rights violations, including sexual and gender-based violence, disappearances, and the forced recruitment of children.<sup>242</sup> The 2016 peace agreement represents a holistic and wide-ranging approach to addressing the root causes of the conflict.<sup>243</sup> As part of the agreement, various measures targeting reparations, justice for victims, and reconciliation were established and institutionalized.<sup>244</sup>

One important goal in the 2016 peace negotiations was to place victims' rights to truth, reparation, and accountability at the center of Colombian politics and society.<sup>245</sup> Several victims, 60% of which were female, could participate in the peace talks and contribute to proposals for the negotiations.<sup>246</sup> The final agreement established a "Comprehensive System of Truth, Justice, Reparation and Non-Recurrence", which included different traditional transitional justice measures such as a truth commission, a special

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<sup>232</sup> Ibid. p. 6.

<sup>233</sup> Ibid. p. 6.

<sup>234</sup> Ibid. p. 6.

<sup>235</sup> Ottendörfer. *Contesting International Norms of Transitional Justice: The Case of Timor Leste*. 2013.

<sup>236</sup> Ibid. pp. 26-32.

<sup>237</sup> Ibid. pp. 26-32.

<sup>238</sup> United Nations, Peacebuilding Commission. *Mandate*. n.d.

<sup>239</sup> Bonacker et al. *Introduction: Transitions from Violence - Analyzing the Effects of Transitional Justice*. 2013. p. 6.

<sup>240</sup> Ibid. p. 6.

<sup>241</sup> United Nations Verification Mission in Colombia. *Remarks of Mr. Carlos Ruiz Massieu, Special Representative of the Secretary-General, to the Peacebuilding Commission Ambassadorial-Level Meeting on Colombia 13 April 2022*. 2022.

<sup>242</sup> United Nations University, Centre for Policy Research. *The UN Security Council and Transitional Justice: Colombia*. 2020. p. 55; International Center for Transitional Justice. *Background: After Decades of Conflict, Cementing Peace and Securing Justice for Victims in Colombia*. 2022.

<sup>243</sup> International Center for Transitional Justice. *Background: After Decades of Conflict, Cementing Peace and Securing Justice for Victims in Colombia*. 2022.

<sup>244</sup> Sánchez et al. *Reparations, Responsibility and Victimhood in Transitional Societies. Reparations in Colombia: Where To? Mapping the Colombian Landscape of Reparations for Victims of the Internal Armed Conflict*. 2019.

<sup>245</sup> International Center for Transitional Justice. *Background: After Decades of Conflict, Cementing Peace and Securing Justice for Victims in Colombia*. 2022.

<sup>246</sup> Ibid.

jurisdiction, and the implementation of a special unit tasked to search for disappeared people.<sup>247</sup> Further goals were to promote the inclusivity of victims in society with approaches especially considering ethnicity and gender.<sup>248</sup> The local areas most affected by violence were seen as those to be prioritized by government policies.<sup>249</sup> Thus, the peace agreement also established 16 special transitional seats in the Colombian parliament guaranteed to conflict victims.<sup>250</sup> Those 16 new seats were first allocated during the national elections of March 2022, which saw a significant increase in female candidates, now representing 28% of offices in the legislature.<sup>251</sup> The importance of female participation in transitional processes and state building can also be seen in the PBC's work, which highlighted the role of female peacebuilders in Colombia as a mean to ensure female representation and the inclusion of grassroots perspectives.<sup>252</sup>

The Colombian peace process demonstrates the interdisciplinary nature connecting human rights with aspects of development and security.<sup>253</sup> For example, one major component of the agreement was a DDR program to transform the FARC into a democratic party.<sup>254</sup> With 91% of FARC members handing in their weapons, participation in the DDR program and reincorporation into society was very successful.<sup>255</sup> The Colombian DDR program was unique because guerillas were obliged to participate in transitional justice processes and therefore, directly contributed to reconciliation, which before was considered an unviable approach.<sup>256</sup> Ex-combatants had to contribute to reparations and truth-telling and commit to not return to the use of violence.<sup>257</sup>

All steps of the transition process in Colombia were implemented in close cooperation with the UN.<sup>258</sup> The government was monitored and supported by the United Nations Verification Mission in Colombia and a UN country team consisting of 24 UN agencies, programs, and funds working on the ground.<sup>259</sup> As a result of these actions, Colombia has been a significant focus of PBC's work within the past several years.<sup>260</sup> PBC monitored and reviewed the processes and gave recommendations for improvement to ensure sustainable peace.<sup>261</sup> With their bridging role, it coordinated the work of the different actors in the UN system to establish a comprehensive approach.<sup>262</sup> In April 2022, PBC held a special ambassadorial-level meeting on Colombia to discuss the progress and remaining challenges in the presence of Colombian President Iván Duque Márquez.<sup>263</sup> In this meeting, the President described the transitional

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<sup>247</sup> Ibid.

<sup>248</sup> Amaya-Panche. *Implementing the Peace Agreement in Colombia: Challenges for Peacebuilding and Reconciliation*. 2021. p. 3.

<sup>249</sup> Ibid. p. 2.

<sup>250</sup> United Nations, Department of Global Communications. *Recent Elections in Colombia Saw Most Women Voted into Office, Special Representative Tells Security Council, Highlighting Value of Peace*. 2022.

<sup>251</sup> Ibid.

<sup>252</sup> United Nations, Peacebuilding Commission. *Informative Brochure May 2022*. 2022. p. 5.

<sup>253</sup> United Nations Verification Mission in Colombia. *Remarks of Mr. Carlos Ruiz Massieu, Special Representative of the Secretary-General, to the Peacebuilding Commission Ambassadorial-Level Meeting on Colombia 13 April 2022*. 2022.

<sup>254</sup> Ibid.

<sup>255</sup> United Nations Verification Mission in Colombia. *What is the UN Mission?* 2022. p. 5; Institute for Integrated Transitions. *DDR Innovations from the Colombian Peace Process with the FARC-EP*. 2021. p. 1.

<sup>256</sup> Institute for Integrated Transitions. *DDR Innovations from the Colombian Peace Process with the FARC-EP*. 2021. p. 5.

<sup>257</sup> Ibid. p. 5.

<sup>258</sup> United Nations Verification Mission in Colombia. *Remarks of Mr. Carlos Ruiz Massieu, Special Representative of the Secretary-General, to the Peacebuilding Commission Ambassadorial-Level Meeting on Colombia 13 April 2022*. 2022.

<sup>259</sup> United Nations, Sustainable Development Group. *The United Nations in Colombia*. 2022.

<sup>260</sup> Ibid.; United Nations, Peacebuilding Commission. *Peacebuilding Commission Ambassadorial-Level Meeting on Colombia 13 April 2022 Chair's Summary*. 2022.

<sup>261</sup> United Nations, Peacebuilding Commission. *Informative Brochure May 2022*. 2022. p. 5.

<sup>262</sup> United Nations, Peacebuilding Commission. *Mandate*. n.d.

<sup>263</sup> United Nations, Peacebuilding Commission. *Peacebuilding Commission Ambassadorial-Level Meeting on Colombia 13 April 2022 Chair's Summary*. 2022.

work in Colombia as “a reference model for peacebuilding,” and other members of the commission highlighted successes and challenges in the ongoing process.<sup>264</sup>

While the peace process is developing successfully in many areas, quite a few challenges still remain.<sup>265</sup> Colombian society is very polarized, which is reflected in that a little over half of the population rejected the initial form of the agreement.<sup>266</sup> Also, violence is increasing again and between 2016 and 2020 322 social leaders and activists were murdered in Colombia.<sup>267</sup> Several regions in the country are particularly affected by the persisting or increasing violence and many ex-combatants of the FARC are targets of attacks.<sup>268</sup> One reason for this is also the change of government, which has not been engaged in implementing the agreement.<sup>269</sup> Although progress can be seen, it is still a long way toward reconciliation and transitional justice in Colombia.<sup>270</sup>

### **Conclusion**

Transition justice is a highly relevant topic in current peacebuilding circles.<sup>271</sup> The UN approach to transitional justice encompasses a variety of areas such as judicial measures, reconciliation, memorialization, and aspects of security and development.<sup>272</sup> It aims to achieve reparations and promote the rights of victims, with a special focus on vulnerable and marginalized groups like children, women, and ethnic minorities.<sup>273</sup> While all these aspects can be an important contribution to peacebuilding and sustainable peace in post-conflict societies, still some challenges and knowledge gaps remain, such as missing scientific research on the effectiveness of individual measures.<sup>274</sup> These should be addressed to improve the practical implementation and the success of transitional justice approaches.<sup>275</sup>

### **Further Research**

Delegates who want to familiarize themselves with transitional justice should review PBC’s mandate as well as the mentioned documents and examples. During their research, delegates should consider the following questions: What can be done to improve the implementation of transitional justice measures? How can the impact, success, and effectiveness of those measures be assessed? How can procedures within the UN system and PBC be improved to be more effective? What lessons can be learned from past transitional justice approaches in post-conflict countries? What challenges remain to implement more transitional justice measures in other post-conflict areas?

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<sup>264</sup> Ibid.

<sup>265</sup> Amaya-Panche. *Implementing the Peace Agreement in Colombia: Challenges for Peacebuilding and Reconciliation*. 2021.

<sup>266</sup> International Center for Transitional Justice. *Background: After Decades of Conflict, Cementing Peace and Securing Justice for Victims in Colombia*. 2022.

<sup>267</sup> Amaya-Panche. *Implementing the Peace Agreement in Colombia: Challenges for Peacebuilding and Reconciliation*. 2021. p. 3.

<sup>268</sup> United Nations Verification Mission in Colombia. *Remarks of Mr. Carlos Ruiz Massieu, Special Representative of the Secretary-General, to the Peacebuilding Commission Ambassadorial-Level Meeting on Colombia 13 April 2022*. 2022.

<sup>269</sup> Amaya-Panche. *Implementing the Peace Agreement in Colombia: Challenges for Peacebuilding and Reconciliation*. 2021. p. 2.

<sup>270</sup> Sánchez et al. *Reparations, Responsibility and Victimhood in Transitional Societies. Reparations in Colombia: Where To? Mapping the Colombian Landscape of Reparations for Victims of the Internal Armed Conflict*. 2019.

<sup>271</sup> United Nations, Secretary-General. *Guidance Note of the Secretary-General: United Nations Approach to Transitional Justice*. 2010. p. 3.

<sup>272</sup> United Nations, Peacebuilding Commission. *What is Transitional Justice? A Backgrounder*. 2008. pp. 3-4.

<sup>273</sup> Ibid. pp. 3-4.

<sup>274</sup> Bonacker et al. *Introduction: Transitions from Violence - Analyzing the Effects of Transitional Justice*. 2013. p. 6.

<sup>275</sup> Ibid. p. 6.

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*This policy brief analyzes the development and challenges of transitional justice and peacebuilding in Colombia. Further, it highlights the role of the international community and elaborates on the types of further actions needed. Delegates can find information on the developments, progress, and challenges of peacebuilding in Colombia in this source to help guide their suggestions for the topic at hand.*

Bonacker et al. *Introduction: Transitions from Violence - Analyzing the Effects of Transitional Justice*. 2013. Retrieved 8 August 2022 from: [https://www.ijcv.org/index.php/ijcv/article/view/2945/pdf\\_111](https://www.ijcv.org/index.php/ijcv/article/view/2945/pdf_111)

*This article serves as an introduction to how the effects of transitional justice approaches can be measured. The authors discuss how to assess different measures and provide examples of successes and failures of the international system. Delegates can use this source to further dive into the topic and try to analyze the impacts and success of transitional justice in different areas and country-specific contexts. In addition, reading this article can be helpful to assess the outcomes of specific transitional justice mechanisms.*

Office of the United Nations High Commissioner for Human Rights. *Thematic Paper: Peacebuilding, Sustaining Peace and Transitional Justice*. 2020. Retrieved 8 August 2022 from:

[https://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/4\\_ohchr\\_thematic\\_paper\\_on\\_transitional\\_justice.pdf](https://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/4_ohchr_thematic_paper_on_transitional_justice.pdf)

*This brief presents an analysis of peacebuilding approaches from a perspective of human rights protection. It presents different measures of peacebuilding and transitional justice, discusses them from the perspective of creating sustainable peace, and provides various examples from practice. Delegates can use this source to better understand the connection between peace and security, as well as the human rights dimensions of the UN approach to transitional justice.*

United Nations, Peacebuilding Commission. *Mandate*. n.d. Retrieved 8 August 2022 from:

<https://www.un.org/peacebuilding/commission/mandate>

*Delegates should familiarize themselves with the Peacebuilding Commission's mandate to understand what its role is, how it implements its mandate, and what distinguishes it from other UN bodies. As the entity tasked to coordinate different actors from inside and outside the UN system and as an advisory body to both the General Assembly and the Security Council, the mandate of the PBC is quite unique. Understanding the mandate is necessary to develop meaningful solutions.*

United Nations, Secretary-General. *Guidance Note of the Secretary-General: United Nations Approach to Transitional Justice*. 2010. Retrieved 8 August 2022 from:

[https://digitallibrary.un.org/record/682111/files/TJ\\_Guidance\\_Note\\_March\\_2010FINAL.pdf?ln=en](https://digitallibrary.un.org/record/682111/files/TJ_Guidance_Note_March_2010FINAL.pdf?ln=en)

*Ban Ki-moon's guidance note represents a foundational document outlining the UN's approach to transitional justice. The note sets out 10 principles of meaningful transitional justice measures and ways in which the concept can be further improved in the future. This is one of the most referenced documents when addressing the approach to transitional justice within the UN system. Delegates can get an overview of the UN's approach to transitional justice from this source and use it as a starting point to develop recommendations.*

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