



**United Nations Peacebuilding Support Office/Peacebuilding Fund
(PBSO/PBF)**

Liberia's Revised Peacebuilding Priority Plan
(September 2013 – August 2016)
Approved 6th August 2013

Summary

Country:	Liberia
Total value of Priority Plan and existing funding commitments, if any ¹ :	<p>US\$ 15,000,000</p> <p>Note: US\$ 308,000 will be provided by the UNDP BCPR TTF in 2013 for phase 1 of the Palava Hut programme coordinated by the INHRC.</p> <p>The Government of Liberia (GOL) current commitment to the National Reconciliation Roadmap includes US\$ 10,000,000 over 3 Fiscal Years: July 2013 - June 2016. GOL has put forward US\$ 2,000,000 in the national budget for FY 2013-14.</p>
Total amount of funding requested from PBF under Priority Plan:	US\$ 15,000,000
Start date and duration of priority plan Implementation ² :	September 2013 - August 2016
PBF Outcome Areas covered by the Priority Plan:	<p>2. Rule of Law;</p> <p>5. National reconciliation;</p> <p>7. Management of natural resources (including land); 9. Sustainable livelihoods</p>

¹ Specifically note any funding from the UNDP Bureau of Crisis Prevention and Recovery Thematic Trust Fund

² The Peacebuilding Priority Plan typically has a 36 months planning framework. The maximum duration of projects approved under the Priority Plan is 30 months (in addition to the time necessary to mobilize critical project inputs). Funding under the priority plan should be fully allocated to projects within 12 months of the approval of the priority plan.

I. RATIONALE

A. Peacebuilding Context

a) Conflict analysis process and findings

Since 2006, the Government of Liberia (GoL), the United Nations (UN), international NGOs and other partners have conducted several conflict mapping and conflict analyses to determine root causes and potential conflict issues/areas in Liberia. The findings from these conflict mapping exercises and conflict analysis processes have helped inform the Government, the UN and other partners in developing policies, strategies and frameworks as well as operational programmes to identify critical interventions to help address and mitigate the pervasive conflict issues in Liberia. Efforts aimed at conflict mitigation have also included developing the capacities of institutions and individuals to help resolve and address various conflict issues across the country.

The following key policy and strategic documents include specific conflict analyses:

- UN Common Country Assessment (CCA) - 2006
- United Nations Development Assistance Framework for Liberia (UNDAF) - 2007
- GoL Interim Poverty Reduction Poverty (iPRS) - 2007
- GoL Poverty Reduction Poverty (PRS) - 2008
- National Security Strategy of the Republic of Liberia (NSSL) - 2008
- The “Short Term Technical Assistance to the Truth and Reconciliation Commission of the Republic of Liberia for Conflict Mapping Project” put together by Transtec and EuropeAid (TRC Conflict Mapping) - 2008
- Truth and Reconciliation Report (TRC Report) - 2009
- United Nations Peacebuilding Fund Priority Plan (PBF Priority Plan) 2008 and 2011
- International Dialogue on Peacebuilding and Statebuilding Issue Paper from Country-Level Consultations in March 2010 (Issue Paper)
- Liberia’s Fragility Assessment Report (Draft) 2012 as part of the New Deal
- Liberia National Vision - 2030
- Strategic Roadmap for National Healing Peacebuilding and Reconciliation
- The Government of Liberia’s Agenda for Transformation (AfT)

Overall, a total of sixteen conflict factors³ have been identified in the various analyses. Of these, seven conflict factors are identified by a majority of the policy and strategic documents: ‘land conflicts’, ‘condition of youth, especially with regard to employment’, ‘mismanagement of natural resources’, ‘the relationship between the state and its citizens’, a ‘weak and dysfunctional justice system’, the ‘lack of a shared [national] vision’, ‘poverty and food insecurity’, and the ‘regional dimension’.

Moreover, some of the remaining categories display close similarities to the seven factors listed above. ‘Pressure on reintegration’ is closely linked to ‘land conflicts’ as they are described in the other documents. ‘Political polarization’, ‘poor leadership and the misuse of power’, and the ‘over-centralization of power’ are referring to the ‘relationship between the state and its citizens’. ‘Global issues like international crime and terrorism’ are readily incorporated into an understanding of ‘regional dimension’, and a ‘dependent economy’ is closely linked to ‘poverty and food insecurity’. Furthermore, security sector reform is generally treated as a primary development objective, and limited security sector capacity is clearly implied as a primary conflict factor in all of the documents examined.

In addition, although unlikely to be a driver of conflict, gender based violence and the exploitation of women are serious consequences of the conflict. Addressing the abuses against women is necessary for reconciliation and clear priority for Liberia, as outlined in its National Action Plan on UN Security

³ The key conflict factors identified include: land conflicts, mismanagement of natural resources, the relationship between the state and its citizens, conditions of youth especially with regard to employment, pressure on reintegration, a weak and dysfunctional justice system, lack of a shared [national] vision, political polarization, poor leadership and the misuse of power, the over-centralization of power, poverty and food insecurity, a dependent economy, the regional dimension, and global issues like international crime and terrorism.

Council Resolution 1325. Additionally, women's full and equal participation are essential to the country's efforts to address the various conflict factors. In particular, the AfT and the 1325 National Action Plan emphasize women's critical role in addressing the following: land conflict, poverty and food insecurity, youth condition and employment, the effectiveness of the justice system, natural resource management and the relationship between the state and its citizens.

b) Roadmap for peacebuilding

The PBF Priority Plan (July 2013 – June 2016) is aligned with the Agenda for Transformation (AfT), Liberia's medium-term growth and development strategy for 2012-2017, embedded in Liberia's Vision 2030. At the same time, the Priority Plan is aligned to the Peacebuilding and Statebuilding Goals set out in the 'New Deal for Engagement in Fragile States', and also closely linked to the UN One Programme 2013-2017 for Liberia.

In addition to these overarching frameworks, the 2013-2016 PBF Priority Plan will provide catalytic support to a number of key initiatives identified in the 'Strategic Roadmap for National Healing, Peacebuilding and Reconciliation (2013-2030)'. The Priority Plan will particularly support 6 of the 12 thematic areas that are highlighted in the Roadmap. The implementation of the Strategic Roadmap was officially kick-started at a 'National Dialogue Conference on Peace and Reconciliation' held on 20 June 2013 in Monrovia. Representatives from a broad spectrum of society and citizens from all the 15 counties of Liberia participated in this major event and the subsequent Peace and Reconciliation Festival on 21-22 June 2013.

The National Reconciliation Roadmap outlines the specific initiatives that will be implemented between 2013 and 2030. PBF support is intended to help 'kick-start' various key activities – as outlined in the next sections below – in order to contribute to peacebuilding through strengthening national reconciliation and social cohesion. While the focus will mainly be on reconciliation initiatives, the Priority Plan has clear linkages and enhances synergies with current initiatives to bolster capacity and services in the Justice & Security sector. Support to the latter was the primary focus of the previous PBF allocation to Liberia in 2011.⁴

Over the last few years, significant progress has been made in the area of peacebuilding overall. Following a request by the Government of Liberia in May 2010, Liberia was placed on the agenda of the Peacebuilding Commission (PBC) in September 2010. A Country Specific Configuration for Liberia was established, and a Statement of Mutual Commitments (SMC) was adopted by the Government of Liberia and the PBC in November 2010. The SMC provided the foundation for the subsequent development of the Liberia Peacebuilding Programme (LPP) in 2011 under the leadership of the Government of Liberia. The LPP has been serving as the basis for key interventions supported by the Peacebuilding Fund (PBF) in Liberia, while it has provided a clear roadmap for additional resource mobilization and advocacy by the PBC.

A number of key results have been achieved since 2011 with support from the PBF and other stakeholders. For example, the first Regional Justice and Security Hub in Gbarnga was constructed and officially launched in February 2013. All of the main buildings and facilities were completed, except the court house which is expected to be completed by September 2013. Ten out of fourteen identified services are currently offered by the justice and security providers based at the Gbarnga Hub, including: 1) Support to local police in response to public disorder; 2) Support to local police to enhance protection of life and property; 3) Patrols to increase community sense of security and trust in the police; 4) Prosecution of cases at the Magisterial and Circuit Court level (county attorneys and city solicitors); 5) Psycho-social and legal services to SGBV victims; 6) Community services by offenders; 7) Secure prisons/detention centers; 8) Free legal representation of indigent defendants (Public

⁴ Although Liberia was formally placed on the Agenda of the PBC in 2010, Liberia has benefited from funding from the PBF since February 2008, when the first Liberia Priority Plan was submitted to the PBSO in NY after Liberia was deemed eligible for PBF funding in November 2007 by the UN Secretary General. Liberia also benefited from two "Emergency Window" funding of the PBF in 2008 and 2009. The PBF 2nd Window and Emergency Window funding assisted the Government to strengthen the state capacity for peace consolidation, help support critical interventions that were needed to promote peace and resolve conflicts and to begin a process of fostering national reconciliation.

Defender); 9) Information about Hub services; 10) Referral of citizen complaints to justice and security agencies).

While the construction of the Gbarnga Regional Hub experienced some delays, since August 2012 the Police Support Unit (PSU) officers deployed at the hub have intervened promptly in at least eight occasions, quelling at least three incidents that could have led to serious escalating violence. One example was a looming conflict involving Lomas and Mandingos in Zorzor, Lofa County. The prompt deployment into a district like Zorzor is a positive indication, because this is exactly one of the main reasons for the Hub to be established, namely to serve as a rapid response forward operational base. While a follow-up survey is planned to be conducted in 2014, one year after the Gbarnga Hub becoming fully operational, there are some encouraging signals of increasing confidence of citizens in the LNP/PSU. For example, after the PSU's rapid intervention cited above, over 20 people from the Gbarnga area called on a live phone-in talk show on Radio Gbarnga in December 2012 to congratulate the PSU officers for their prompt action and for the professional manner in which they had intervened in each of these situations.

Another example of progress is that during the period June 2012-January 2013, Probation Services secured the release of a total of 36 out of 110 inmates (33%) from the Gbarnga Central Prison (an average of 5 per month). In August, with PBF funding, three public defenders strengthened the existing workforce (working from workspace in the existing courts) in Bong, Lofa and Nimba thereby expanding access to justice for community dwellers. Five additional prosecutors were also deployed in 2012 to strengthen the capacity of existing County Attorney's offices to prosecute cases.

Public outreach was done through the newly established Public Outreach Office (PSO) at the Hub and by the end of 2012 a total of 2,761 people from 17 communities had been reached. In addition, the Independent National Commission on Human Rights had deployed three human rights monitors in the hub region.

Another example worth highlighting is related to pre-trial detention. To deal with the unacceptably high pre-trial detention rate (80% of prisoners were pre-trial detainees by August 2012), a special Government-led Pre-trial Detention Task Force was set up to address this through several strategies including the 'Magistrates Sitting Programme'. During 2012 a total of 1,237 cases of minor offences were reviewed through a fast-track modality, and detainees were released in 68% of the cases (a total of 847 persons). The programme will now be expanded to all Magisterial Courts in Montserrado County within the next twelve months and this is expected to enhance the trust of the general public that the justice system is strengthening its capacity as well as performance to deal with the high caseload.

The PBF also provided critical support to the Land Coordination Centres (LCCs) and the Land Commission in general through the Alternative Dispute Resolution (ADR) programme. While land is a critical issue for potential and recurrent conflict, other donors have not been able or willing to directly support this work, but were eager to provide "software" once the "hardware" was in place. The programme has thus had a catalytic effect in terms of bringing in other donors, who have provided additional funding and know-how. Once it was clear that the PBF was supporting the establishment of the local land dispute intake offices (LCCs) - with the core staffing, operational and technical assistance needed to turn the offices from theory into brick-and-mortar reality - USAID and the Norwegian Refugee Council (NRC) joined as partners with the Land Commission and UN-HABITAT. On the initiative of the Land Commission, assistance received from all three donors has been combined into one joint work programme coordinated and implemented by the LC. This has enabled the Commission to increase the number of pilots being implemented from two counties that were originally funded through the PBF to five counties. USAID is funding training of staff and local dispute resolvers as well as further outreach and awareness programmes nationwide. The Norwegian Refugee Council donated equipment to the local offices, provided technical assistance in surveying and mediation, and assisted in the setup of the first pilot office. This additional funding and in-kind assistance was only possible once there was a base upon which to build, which is what the PBF and UN-HABITAT provided.

Regarding youth, over the course of one year the PBF contribution has enabled a total of 650 youth, including 150 National Youth Volunteers (NVs) and 500 rural 'at-risk' youth to benefit through five specific interventions focused on conflict resolution and development under the National Youth Service Programme. NVs are presently supporting public services delivery while gaining valuable on-the-job

training through Education, Youth Development and Health, and Social Welfare Support. WFP (World Food Programme) also contributed funds for the Agricultural Sector, where NVs were assigned to youth and women led civil society organizations that participated in WFPs 'food for work', 'cash for work' and 'community grain reserve' programmes.

Considering the results achieved so far and taking into account remaining challenges, a set of new priorities has been identified for the second phase of PBF support.

As noted in Liberia's Agenda for Transformation (p. 1):

"Liberia is on the rise. Since 2003, the country has enjoyed peace, two democratic elections and nearly a decade of economic recovery. During this time, the Government of Liberia (GOL), development partners, and civil society have been dedicated to further recovery and reconstruction and to ensure that Liberians felt the benefits of peace. Several short- and medium-term development plans were implemented, ranging from the 150 Days Action Plan (2006) to the Interim Poverty Reduction Strategy (2007) and the complete Lift Liberia Poverty Reduction Strategy (2008–2011). These strategies and plans eased some of the immediate hardships Liberians suffered as a result of the war and contributed in meaningful ways to the relative stability that Liberia enjoys. Images from the Liberia of today - crops growing in replanted fields; traders doing business in the markets of Monrovia; cars driving through clean and repaired streets; children rushing to school in their uniforms - are all clear signs that recovery has taken hold.

Reconciliation remains an indispensable goal for cultivating and protecting Liberia's still-fragile peace. The civil war opened and exacerbated social cleavages that must be bridged—inter-tribal tensions must be resolved and economic, social and political exclusion and marginalization must be addressed. Over the last years, the GOL has been committed to lasting and durable peace by addressing root causes of conflict—the conflict factors—in the country while also increasing social, economic and legal justice to reduce the risk of further conflict and build a stable democracy. It has implemented numerous programs for achieving stable and sustainable peace and strengthening capacity to manage and resolve conflict. Peace-building initiatives have tackled a range of sectors, factors and attitudes, seeking to strengthen national and local capacities; change attitudes and promote reconciliation; and develop and disseminate conflict-sensitive approaches toward reform throughout Liberia.

Despite these advancements, intra-communal cohesion and trust - both important indicators of reconciliation - are still lacking to some extent. Some communities remain fragmented and perceptions of entitlement and legitimacy are often distorted. Reform and conflict resolution mechanisms at local and national levels do not adequately address inter-ethnic, inter-religious and inter-generational tensions over natural resource management and long-term secure access to land. These remain critical challenges to peace and reconciliation. Youth leadership in peace-building and development initiatives at the community level has been strong - and requires support to continue the momentum that these youth have established. Most peace-building activities continue to depend heavily on international actors for finance and implementation."

The overall goal as highlighted in the Agenda for Transformation under Pillar 1 – Peace, Justice, Security and Rule of Law – is: "To ensure long-term peace and stability through 1) managing tensions in society to reduce the risk of future conflict; 2) increasing social cohesion; and 3) ensuring that the principles of human rights are upheld."

The AfT also acknowledges that *"True peace-building and reconciliation cannot be achieved through government efforts alone—it requires a multifaceted approach throughout all elements of society and must grow organically over time. One challenge is the current lack of consensus on the definition, mandate, methodology and approach to sustainable peace and reconciliation. Further, current conflict prevention efforts will need to be better coordinated with more emphasis placed on local resolution processes. Another challenge is the divisive historical identities that underpin ongoing social cleavages in Liberia—genuine opportunities to participate in peace-building, reconciliation and political processes must be created for everyone, particularly marginalized groups such as unemployed youth and women. The political system at various levels must continue to develop and mature so that political parties can work together and demonstrate multipartite commitment to advance dialogue and joint*

action for reconciliation and peace-building and, for true sustainable peace-building, real progress must be made in implementing the recommendations of the Truth and Reconciliation Commission (TRC). True reconciliation in Liberia is currently hindered by inadequate accountability for human rights violations committed during the civil war—and this still need to be addressed.”

The AfT identifies a number of *“Priority interventions to ensure strategic long-term peace-building and reconciliation: Develop and implement a National Peace-building and Reconciliation Strategy. Strengthen institutional support and ensure sustainable funding for effective peace-building programs, while simultaneously improving coordination of activities and developing a consistent, intensive approach to managing conflicts—avoiding duplication and inconsistency, reducing gaps and promoting synergies. Establish Alternative Dispute Resolution mechanisms—that include traditional chiefs—to handle land and civil disputes and to establish clear, enforceable guidelines for managing disputes that escalate into violence. Establish and fund the national Palaver Huts program, which was launched in the 150 Days, at county and regional levels across Liberia to strengthen local dispute resolution practices through truth-telling and a high level of participation by the general public. Establish reliable baseline information and progress indicators to monitor and evaluate outcomes and impact.*

Through interventions outlined in Pillar 4 (Governance), the government will also pursue political reconciliation and procedural justice; it will ensure 1) fair and equitable treatment in making and implementing decisions and compromise; and 2) inclusivity in the sharing of power, responsibility and resources. Under Pillar 2, government efforts will support the delivery of economic justice, supporting a more fair distribution of wealth and opportunity and creating more employment opportunities, particularly for youth populations. Under Pillar 3, education and the eradication of illiteracy will also reduce the risk for conflict.” (p. 47)

In the area of justice, security and rule of law, the AfT notes that *“The prevalence of conflict and crime in recent years has decreased in actuality as well as in stakeholder perceptions. The perceptions of police and judicial fairness and access to justice are also more favorable, but still need much improvement. Though the threat of an armed conflict has declined, crimes such as armed robbery and rape, and vigilantism still threaten individual and community security (Liberia PRS Assessment, 2011, p. 12-13). Key challenges that are faced in the path toward achieving the pillar goals set out above include:*

- *Operational inefficiencies of Liberian security agencies, caused by a lack of human capacity, insufficient coordination across the sector, and the centralization of justice and security provision in and around Monrovia.*
- *Endemic corruption, the culture of impunity and the lack of accountability that still plague the sector and undermine the integrity and credibility of legal, justice and security institutions.*
- *The time pressure and resource gap created by the anticipated withdrawal of the United Nations Mission (UNMIL), which is still the main security provider in Liberia.”*

The AfT sets out clear goals for each of the four sectors within Pillar 1. Achieving these goals will better protect Liberians against crime violence and corruption; further, public confidence in justice and the rule of law will grow as basic rights are protected. Everyone, including marginalized groups such as women and youth, will participate in decision-making in a free and fair society. Marginalized groups and their specific constraints and AfT goals are captured in Pillar 5 ‘Cross Cutting Issues’. Taken together, these goals will also help Liberia to achieve the broader Peacebuilding and Statebuilding Goals (PSG) set out in the New Deal.

Related to the New Deal engagement, the Government has taken concrete steps to align country-level indicators with PSG indicators articulated in the One Vision, One Plan, Liberia Rising 2030 and the AfT all of which have been launched. A draft fragility report has been produced, and a draft consultative note with options for a Liberia New Deal Compact has been developed to initiate the Compact discussion. The Priority Plan indicators - where applicable - will also be aligned with the country-level PSG indicators. For instance, under PSG 1: Legitimate Politics with the dimension Political Settlement and sub-dimension, Peace Processes and Political Dialogue, several indicators will be fully aligned (e.g. number of national reconciliation issues addressed; and number of land disputes successfully resolved by the Land Commission). Similarly indicators such as “mechanisms for

resolution of land/property disputes”, “regulatory framework for natural resources management” and “capacity for negotiation, verification and enforcement of contracts developed for measuring exploitation of natural resources” will also be aligned.

B. Mapping of relevant Peacebuilding interventions and funding gaps

The table below provides a brief summary of planned interventions and current funding gaps for peacebuilding in Liberia.

Table 1: Donors’ and Funding Gaps Mapping

AfT Outcome	Indicative Budget (US\$)	Committed Resources (US\$)	Key Donors	Key Projects/ Activities	Duration of Projects/ Activities	Indicative Budget (US\$)	Description of the area facing a gap and how PBF funds will be used for covering the gap
AfT Pillar I: B. 1.1. Increased participation in peacebuilding, reconciliation at national and local levels and enhanced leadership roles by marginalized groups, especially women and youth	AfT Pillar I estimated costs 2013-2017 (5 years): US\$ 358.2 mln including: Security: US\$ 316.2 mln Peace & Reconciliation: US\$ 20.4 mln Justice & Rule of Law: US\$ 13.9 mln Judicial Reform & Rule of Law: US\$ 7.7 mln	GOL current commitment to National Reconciliation Roadmap: US\$ 10 mln over 3 fiscal years: July 2013 - June 2016 US\$ 2 mln put forward in GOL budget for FY 2013-14	UNCT Liberia	UNDAF 2013-2017 (‘One Programme’ UN Liberia): Outcome 1.1: Rule of Law (UNDP, UNICEF, UNHCR, ILO,IOM, UN Women) Outcome 1.2: Peace and Reconciliation (UNDP, UNICEF, UN Women) Outcome 1.3: Security (UNDP, UNICEF, UN Women)	2013-2017	UN Liberia One Programme (UNDAF): Outcome 1.1: US\$ 21.5 mln (of which 80% still to be mobilized) Outcome 1.2: US\$ 7.9 mln (of which 80% still to be mobilized) Outcome 1.3: US\$ 13.3 mln (of which 30% still to be mobilized)	National Reconciliation: key areas still remain unfunded as GOL, national and international partners are faced with financial constraints and it is challenging to mobilize funds for reconciliation initiatives that are complex by nature and generally take more time than other programmes to show clear results. PBF support will therefore be instrumental in spearheading key initiatives.
			African Development Bank	Infrastructure, Energy, Economic Governance	2013-2017	US\$ 120 mln (indicative)	
			World Bank	Infrastructure, Energy, Agriculture, Health, Education, Economic Governance, Civil Service Reform (WB also provides technical assistance to the Liberia Youth Employment Programme (LYEP) that received about US\$ 1.9 mln for Waste Management from GOL)	2013-2017	US\$ xx mln (indicative)	
			Other donors	Justice and Security sector	2013-2017	US\$ xx mln (indicative)	

In 2009, the GOL and international development partners established a Justice and Security Trust Fund (JSTF), administered by UNDP, which allows for multi-donor contributions to support the implementation of justice and security sector priorities in Liberia within the framework of the Poverty Reduction Strategy (PRS 1 and 2) and the current Agenda for Transformation. Since 2011, key contributions have been received to facilitate the implementation of emerging projects within the justice and security sector. Development partners contributing to the fund include Sweden, Japan, Australia and Ireland.

A dedicated funding mechanism for National Reconciliation initiatives will be established as part of the 2013-2017 UNDAF (UN Development Assistance Framework⁵) in support of key national priorities. It is expected that a 'Basket Fund' modality will be applied, and funding for reconciliation programmes will be mobilized through the GOL budget allocation, the PBF and UN Agencies including UNDP, UNICEF, UN Women and UNESCO. Additional funding may be mobilized through the efforts of the Liberia Country Specific Configuration of the PBC as well as other partners.

Furthermore, plans are underway to engage concession companies actively in the natural resources sector in Liberia to see if they can help support specific reconciliation programmes. Both the African Development Bank and World Bank are also funding targeted interventions that directly or indirectly support justice, security and reconciliation initiatives. For example, the AfDB is helping to strengthen a number of strategic border posts near or in Toe Town, Saniquelli and Ganta. In addition, one of the main pillars of the AfDB strategy for the next few years entails investing in Liberia's key infrastructure constraints, focusing on energy and roads, to promote, among other, employment creation across age and gender, and improved welfare and public service delivery. In this context, the Fish Town–Harper Road Paving Project will promote inclusive growth and internal stability by decreasing transport costs, thereby increasing trade, employment, and the viability of smallholder agriculture in one of the most neglected regions of the country, bordering Cote d'Ivoire. Another road project would upgrade an additional section of the Ganta-Harper corridor as a regional road, to eventually connect all four MRU (Mano River Union) countries thus contributing to internal and regional trade and integration in the MRU. Given the critical role of youth employment for peacebuilding, PBF existing engagement on youth empowerment and the AfDB strategy to contribute to inclusive growth through infrastructure, particularly in the south-eastern region bordering Cote d'Ivoire, potential synergies between the AfDB and the PBF in this area will be further explored, also engaging with the current and planned initiatives supported by the World Bank.

⁵ The 2013-2017 UNDAF is called the 'One Programme' since it includes the UN's collective programmatic response to national development priorities over the period 2013-2017.

II. OBJECTIVES AND PROPOSED PEACEBUILDING INTERVENTIONS

A. Priority Plan Purpose

The main purpose of the Priority Plan is to support the kick-start of the National Reconciliation Roadmap and related initiatives in a context where most peacebuilding funding has been directed towards the justice and security sector and other areas. PBF support is expected to have a clear catalytic effect in triggering further support from other key actors involved in reconciliation initiatives. More details are provided in section D below. The specific PBF outcome areas⁶ to be addressed by the Priority Plan include in particular: Outcome Area 2: Rule of Law; Outcome Area 5: National reconciliation; Outcome Area 7: Management of natural resources (including land); and Outcome Area 9: Sustainable livelihoods.

B. Target groups

The main groups that will be targeted by the interventions in the Priority Plan include:

- *Women - Women and girls bore the brunt of the civil war. In peacetime they are the most affected by structural and income inequalities. The Women and Girls Social and Economic Recovery and Empowerment theme in the Strategic Roadmap on Reconciliation is guided by the values of restorative and social justice intended to empower women and girls in the most war-affected communities to access sources of livelihood, acquire and apply economically viable vocational skills, and participate in civic affairs;*
- *Youth – ‘Youth’ as a social category, or issues related to under-skilled, under-educated and under-employed youth, are often cited as a conflict factor present in Liberia. Young people represent a highly heterogeneous group, and can act as positive agents of change and catalysts for peacebuilding and development – or potentially be manipulated for agitation and violence. Vested political interests and a network of ethnic-based former fighters could exploit lingering ethnic tensions and the frustrations of thousands of impoverished unemployed youth. Interventions seeking to benefit youth therefore need to be holistic and address different categories of young people, as well as key priorities for strengthening their capacity and needs both in terms of social service delivery and private sector development that can lead to employment opportunities.*
- *Communities affected by land disputes – there is evidence of inter-generational tensions (between youth and adults) that are common and increasing with concerns for security of tenure over, rather than access to land, affecting the entire country that could be exploited into violence if not given the needed attention.*
- *Civil Society Organizations – CSOs are considered as natural allies for the implementation of the National Reconciliation Roadmap with particular emphasis on monitoring and evaluation. Capacity development for management and financial accountability remains a critical area of challenge to pursue;*
- *Physically challenged – people living with disabilities have often been excluded and marginalized by systems of governance and processes that affect them. Through the proposed Priority Plan interventions efforts will be made to address these challenges and ensure that people living with disabilities actively participate in and benefit from the various initiatives. For instance under the National Youth Service Programme (NYSP) efforts will be made to include persons with disabilities into the sectors of education, agriculture, health and youth development in youth centers.*
- *Citizens of Liberia at large benefitting from constitutional and legal reforms.*

⁶ PBF Outcome Areas are: 1 Security Sector Reform; 2 Rule of Law; 3 (DD)R; 4 Political dialogue for Peace Agreements; 5. National reconciliation; 6. Democratic governance; 7. Management of natural resources (including land); 8. Short-term employment generation; 9. Sustainable livelihoods; 10. Public administration; and 11. Public service delivery (including infrastructure).

More details regarding the specific target groups are outlined in section D on the various project ideas under the PBF Priority Plan.

C. Theory of change and expected PBF specific outcomes

PBF support will be effective if it helps to address a number of root causes of the conflict in Liberia, thereby enhancing national reconciliation as well as justice and security at all levels. Strengthening social cohesion and reconciliation includes several aspects where PBF support can play a catalytic and critical role. By strengthening inclusive community-based structures and traditional mechanisms for conflict resolution, while also advancing constitutional and legal reform, the various groups in society are expected to gain greater trust and confidence in the respective local and national institutions in terms of fair and adequate dispute resolution, hence reducing any tendencies to resort to violent or extra-legal action to settle disputes. One particular aspect of this is to promote transparent and fair management of natural resources including land. At the same time, if citizens feel that the government is responsive to their physical and economic security by promoting sustainable livelihoods for youth, women and other groups through an inclusive approach, then they are likely to feel more empowered going forward, and engage more positively with each other as well as with local and national institutions.

The Priority Plan addresses several conflict factors and peacebuilding needs as described in section I. In particular, it links to the following Outcomes as identified in the PBF Performance Management Plan:

- Conflicts resolved peacefully and in a manner that supports the coexistence of all relevant actors/groups that were involved in conflicts that undermine peace building efforts (*PMP Result 2*)
- Youth, women and other marginalized members of conflict affected communities act as a catalyst to prompt the peace process and early economic recovery (*PMP Result 3*)

D. Project Ideas

The following project ideas or programmatic areas below are derived from the twelve thematic areas of the Strategic Roadmap for National Healing, Peacebuilding and Reconciliation. These thematic areas have also been further elaborated into logical frameworks and costed action plans under the UN One Programme for Liberia, with the participation of the responsible Government institutions/agencies, civil society and other key actors. The following will include the main project ideas by PBF Outcome:

1. National Reconciliation

In the area of national reconciliation, the Government of Liberia will be supporting a coherent overall strategy focused on strengthening community-based, community-owned conflict management through strengthening and supporting two complementary community-level conflict prevention and conflict management initiatives which build on both traditional structures (palava huts) and “new” community structures (peace huts) which harness and recognize the contributions of women and girls to address and prevent recent disputes.

The Independent National Human Rights Commission (INHRC) and the Ministry of Gender and Development (MoGD) and their partners will work together closely to ensure synergies, complementarity and sharing best practices and lessons learned.⁷ In addition, MoGD and INHRC will work closely together to determine the most appropriate way to encourage and support women’s participation in the Palava Huts. To further enhance these synergies, a steering committee composed of INHRC and MoGD with their partners, will meet on a quarterly basis to discuss implementation (challenges and best practices), undertake common activities and analyse progress in accessing justice and promoting human rights and sharing common reports with justice and security actors.

⁷ Among the areas of collaboration and synergies will be a study on traditional conflict resolution mechanisms as well the emergence of new types of community conflict resolution mechanisms, a national mapping of existing community based, community-owned structures to lay the foundation for the emergence of a “network”, periodic forums for sharing of best practise and the development of some common tools and approaches, as well as reporting on access to justice for improved state accountability to human rights issues including, inter alia, SGBV.

Through this approach, the Government of Liberia will work toward stimulating the emergence of a ‘network’ of community-based conflict resolution mechanisms which are owned and led by communities and will promote greater citizen involvement and oversight of security sector institutions and access to justice.

The three complementary components of this approach are:

- a. *Community-based Conflict Management – Enhancing Women’s Leadership in Conflict Resolution, Mediation and Peacebuilding* (Ministry of Gender and Development);
 - b. Strengthening local/traditional mechanisms for peace at county and district level (MIA);
 - c. *Palava Hut programme* piloted by the Independent National Human Rights Commission (INHRC).
- a. Community-based Conflict Management – Enhancing Women’s Leadership in Conflict Resolution, Mediation and Peacebuilding – Ministry of Gender and Development (MoGD) and UN Women (budget: US\$ 1,000,000)**

Women’s absence from critical decision making processes, which determine power distribution, wealth sharing patterns, social development priorities, and approaches to reparation and justice, can have devastating consequences for women’s capacity to engage in recovery and the consolidation of democracy. When women are marginalized or absent, recovery efforts will be hindered and peace and reconciliation delayed. The inclusion of these priorities contributes to national healing, peace building and ensuring security. Ensuring women’s voice and participation and recognizing their agency is a priority.

The “Community-based Conflict Management” Programme will build on the gains of the work undertaken by the GOL to support women’s role in peacebuilding at the grassroots level through the “peace hut” initiative⁸, as well as to forge critical linkages with local security institutions and regional justice and security hubs for the prevention of and response to sexual and gender-based violence.

The “peace hut” developed from women’s initiatives which grew out of women’s involvement in the Mass Action Campaign which contributed to the end of the civil war. The peace huts are less about community infrastructure (i.e. building the hut) and more about supporting and strengthening community dynamics for conflict resolution, dialogue and mediation notably around areas related to women’s security, rights and voice. As the peace huts have become stronger, and received greater recognition within communities, the leaders have increasingly become involved in mediation on other issues including land conflict, natural resources management etc.

The Programme will support peace huts in communities in key concession areas, and other identified communities similarly challenged by conflict due to land disputes and natural resource management and or border issues.⁹ The work within the 31 peace huts (26 existing plus 5 to be established) will also be directly linked to interventions under the “Women’s Empowerment and Employment” Programme, allowing for women participating in the peacebuilding and mediation to also benefit from increased economic opportunities as well.

Community women participating in the peace hut will receive training in: leadership, conflict resolution, sexual and gender based violence and women’s rights, land rights, natural resource management, and early warning signs of conflict.

In each of the communities, the traditional “peace hut” will be complemented by work with young women and girls. Work by UN Women and MoGD has shown the need to create a “space” for young women to speak about their own concerns, develop leadership skills, and to engage in the peacebuilding process. Wherever possible, linkages will be formed with the National Youth Volunteers working in community secondary and junior high schools. The programme will also establish networks

⁸ The “peace hut “ is an expansion of the traditional “palava hut” and is dedicated as a space for community women to discuss, contribute and benefit from security measures, peace building processes and economic empowerment at community, national, regional and global levels.

⁹ In the 26 communities where peace huts already exist, the focus will be on strengthening existing initiatives and expanding their capacities, while in 5 other communities, the focus will be on supporting community dynamics to put in place a peace hut and to develop a range of services.

of male champions, working to build greater community support for women's leadership in decision making and for the protection of women and children from violence.

Peace huts will also be linked directly with local security institutions through community dialogue sessions, hotlines and direct engagement with the regional justice and security hubs. The peace hut initiative is a proven model for increasing women's demand for justice. As the hubs work to bring justice closer to the people of Liberia, the peace hut serves as a strong complement to ensure that women have the information and support to carry their cases to the justice system. Working with the INHRC, further synergies will be created through development of oversight mechanisms integrating women representatives to provide feedback to the State on the effectiveness of the hubs and promote greater accountability to women's rights.

b. Strengthening local/traditional mechanisms for peace at county and district level – Ministry of Internal Affairs (budget: US\$ 1,500,000)

This initiative is intended to help resolve inter-ethnic, inter-communal, and intra-county conflicts and to strengthen local/traditional capacity/mechanism for peace. County Peace Committees (CPCs) were set up in 2009 in 15 counties in Liberia by the United Nations Mission in Liberia (UNMIL) Civil Affairs in collaboration with the PBO and the MIA with the primary objectives to resolve and transform local conflicts through mediation, early warning and response systems, as well as through community dialogue initiatives. Since then CPCs have been decentralized into Districts and in some counties like Grand Cape Mount, Grand Bassa, Nimba, Lofa, Grand Gedeh and Maryland into Community Peace Committees (CPCs) with support from UNICEF. The PBO in collaboration with UNICEF has conducted a series of trainings in the areas of conflict mediation and resolution and in early warning.

The early warning and early response mechanism evolved around the CPCs and the Early Warning Response Working Group with support from the Liberia Peacebuilding Office, UNMIL Civil Affairs, Humanity United and other partners. The number of County Peace Committees varies from place to place and they range from 9-22 members across the Country in the 15 counties of Liberia. Their structure consists of a Chair, Co-Chair, Secretary, Financial Secretary, Chaplain and other members. During the current phase of the project, a total of 120 members in 9 counties benefitted from capacity building training in addition to community mobilization training around harnessing local capacities for their own development, as well as training in basic conflict resolution and communication skills. This project with support from Humanity United served as the primary means of engaging CPCs in 2011 complemented by activities of UNMIL CA and the Norwegian Refugee Council (NRC). The PBO, through this project has provided additional training, incentives and supplies to CPCs designated EW Focal persons from five strategic counties. In addition, Early Warning Working Groups comprising of other county level actors in four counties were established and are ready to begin working with CPCs and other actors in the their counties on county specific issues.

Thus far, the work of these Committees has shown some remarkable success in helping to mitigate and resolve conflicts in their respective local areas. One example is that in 2008 with support from PBF IRF funds, Interpeace in collaboration with the Ministry of Internal Affairs and eight national CSOs successfully mitigated and resolved several conflict issues in Nimba county through the involvement of local traditional leaders and County Peace Committees. In 2010, PBO along with support from the Open Society Initiative for West Africa (OSIWA) and the Carter Center helped to resolve an inter-ethnic dispute in Lofa county working with the Lofa CPC that was set up through the Office of the Vice President of Liberia. The CPC included all key groups such as traditional leaders, women, men, youth, etc. while using traditional structures to resolve these conflicts.

Under the new Local Government Act and County Structure a County Council with several committees along thematic areas is proposed. One of the thematic areas is peace and reconciliation. It is envisaged that the County Peace Committees (PCs) will be formalized under this structure. In addition, discussions have been initiated with the Land Commission regarding training some of these already existing committees in the Land ADR process so that they can support the activities of the Land Coordination Centres. Similar discussion is on-going to see how to use this structure in a more formal way to support the Palava Hut programme to be led by the INHRC. Until today, the CPCs have been very much engaged in helping to resolve various inter-ethnic and intra-county conflicts. While it is expected that the CPCs will become an integral part of the County Councils, their continuation or

functioning is not dependent on the creation of such County Councils. Since 2010, hitherto, the CPCs have been operational and in some counties have already been decentralized at the district and community levels. The County Peace Committees have been widely appreciated by the communities as effective conflict resolution mechanisms.

c. Palava Hut programme - Independent National Human Rights Commission (budget: US\$ 1,000,000)

As articulated in the National Reconciliation Roadmap and in line with its mandate, the Independent National Human Rights Commission (INHRC) will lead the national Palava Hut programme related to the report from the Truth and Reconciliation Commission (TRC). The Palava Hut¹⁰ programme seeks to promote community-based healing and reconciliation as the foundation for social cohesion and national unity through public disclosure, acknowledgement, and apology for human rights violations and other mass abuses committed during the civil war in local communities. Furthermore, through traditional healing¹¹, dispute resolution and reconciliation, Palava Hut mechanisms will contribute to upholding basic human rights of men, women and children.

The Palava Hut is a specific justice and accountability mechanism with a traditional orientation to foster national healing and reconciliation at the community and grassroots levels creating the opportunity for dialogue and peace building. It has the powers to seek pardon, reparation, public sanctions and has the authority to reduce or waive debarred years from public service of people that committed crimes against the State during the civil war. By recommendation of the TRC, the INHRC is required to oversee the Palava Hut process and coordinate activities and has the authority to review decisions upon request.

In coordination with the current support through UNDP/BCPR to jump-start the Palava Hut programme in Liberia, the PBF support would further strengthen the INHRC's capacity to implement the following:

- i. Conduct a nationwide campaign on the process, benefits and safety of the Palava Hut system to address mass human rights violations committed during the civil war in communities and at grassroots level. The campaign will include specific gender awareness aspects.
- ii. Design a context-specific Palava Hut operational framework and implementation methodology related to the Palava Hut System, particularly considering the rights of women and their participation;
- iii. Conduct a comprehensive study across the four linguistic areas in Liberia to determine the form and content of their respective Palava Hut system, including an assessment of the level of participation of women;
- iv. Facilitate participatory meetings of local leaders, lead organizations and implementing partners for effective coordination and collaboration in the implementation of the Palava Hut system;
- v. Undertake a conflict mapping exercise related to the specific types of war-related violations that can be addressed through the Palava Hut system, including violations against women and girls;
- vi. Provide technical support to the development and coordination of an Alternative Disputes Resolution (ADR) framework for conflict resolution, particularly forging synergies with the

¹⁰ The Palava Huts were the traditional mechanisms used by Liberian rural communities to address conflict – and were anchored in the system of elders and traditional justice mechanisms. Unfortunately within these mechanisms, because of the social construction of gender relations in rural communities, women's voices were often not heard. The peace huts on the other hand are a space in which women and women leaders who are recognized by the community come together and allow women's voices to be heard. In many communities peace huts are also being used by men to call on women to address issues of conflict in their communities. One key priority for the INHRC in the rollout of this programme will be to assess and study the most effective ways to ensure women's voices are heard and respected in the Palava Hut mechanism.

¹¹ Including the incorporation of findings from the 2010 UN Women study of using traditional trauma healing methods for survivors of SGBV.

Land ADR initiative of the Ministry of Justice, the Regional Justice and Security Hubs, Peace Huts, and community/district and county peace committees;

- vii. Support a comprehensive assessment of women's participation within the Palava Hut programme¹² to ensure that the palava huts create a safe and open space for women and girls to tell their war-related stories¹³.

The following capacity building is anticipated:

- Technical support for the development of a context-specific palava hut operational framework and implementation methodology; and the conduct of a comprehensive study on the form and content of the palava hut systems across Liberia's four linguistic areas;
- Training of INHRC personnel and project staff in conflict sensitivity, conflict management and early warning.
- Technical support (training, logistics, etc.) to CSOs and CBOs including women and youth organizations to be recruited as implementing partners of the INCHR.
- Financial management training of INHRC financial staff.
- Logistics and equipment (e.g. 1 Land Cruiser, 2 motorbikes, 2 laptops, etc).

INHRC will work closely with UN Women and MoGD in all aspects of the programme to ensure that the Palava Hut system is gendered and that the voices of women and girls are welcome and heard.

Within the framework of South-South cooperation, the INHRC in Liberia will actively engage with counterparts in Rwanda, Sierra Leone and other countries (where relevant) to learn and apply lessons and experiences in this area.

Of particular interest in the case of Rwanda is the 'Gacaca' courts process, other community based peace and reconciliation initiatives including those led by women, and the setting up of a Commission on National Reconciliation. As the Rwanda reconciliation process shows, finding an initiative to address the Rwandan genocide was not easy since it was committed by many ordinary citizens supported by the state. In 1994 more than 1 million people who had participated in the genocide, and at least 125,000 people incarcerated. If Rwanda would have used the formal justice system it would have taken up to 100 years to deal with all the cases.

Transitional justice initiatives from other places were not adequate to address Rwanda's unique context and therefore an innovative solution was identified to address the need for justice and reconciliation. As Liberia is to some extent still struggling with how to ensure justice (whatever the form) and lay the groundwork for reconciliation, the Gacaca courts as a method of transitional justice, inspired by traditional dispute resolution mechanisms, is seen as a model that could possibly be replicated in a tailor-made manner.

In addition, Liberia also intends to learn from other countries' experiences with how to effectively and meaningfully monitor progress on national reconciliation over time. This includes the role of civil society participation in such a process and the specific accountability mechanisms in place. One option would be to design and conduct a type of 'National Reconciliation Barometer survey' on a regular basis, to be undertaken by a national research institute in Liberia. In this regard, interesting lessons and experiences can be learned from South Africa, where such a qualitative perception survey has been carried out by the Institute for Justice and Reconciliation (IJR) since 2003, while other countries such as Kenya, Rwanda and Cyprus have also initiated such type of surveys.

Another potential South-South cooperation initiative is to exchange experiences with Sierra Leone, particularly regarding the "Fambul Tok"¹⁴ programme that brings communities together in ceremonies

¹² This activity is not currently funded by UNDP/BCPR and will be a new activity supported through the PBF to enhance women's participation in the Palava Hut programme.

¹³ Under the traditional Palava Hut System, restrictions were placed on women's representation and voices. For example, women always sat in the back of the room and were reduced to the role of listeners. A key priority of the INHRC's roll out of the Palava Hut Programme will be to introduce a new methodology that will focus on changing this norm and identifying key opportunities for increasing women's voice and participation. Possible methods to be explored will include study tours, trainings, and to build on the new presence of female paramount chiefs in Liberia's traditional system.

that includes truth-telling bonfires and traditional cleansing ceremonies. The ceremonies help victims to reconcile with the perpetrators of the war through the use of their local traditions. The organization “Fambul Tok” has also organized consultations with women exclusively and facilitated a space for them to address the challenges they are facing, and to learn from each other.

In addition to the South-South cooperation, exchange missions between women’s peace hut leaders and the palava huts will provide experiential learning and coaching on how to appropriately address violations against women and girls. Peace hut leaders will provide coaching on hearing women’s cases and provide additional advice and support on how to further open the palava huts for increased participation of women.

2. Management of natural resources including land

a. Additional support to the Alternative Land Dispute Resolution (ADR) mechanism and the Land Commission (budget: US\$ 2,000,000)

Under the SMC’s third priority (Promoting National Reconciliation) resolution of land disputes is specifically flagged as a priority action for building peace in Liberia. UN-HABITAT’s PBF-funded support of the Land Commission of Liberia (LC) will allow a continuation of important activities on issues of land tenure, land rights and land dispute resolution, as well as adding new important focus areas within those activities. Crucially, the project will also dovetail very well with the large World Bank land project envisioned to start in FY 2015, which would entail sustainability of the PBF-funded activities, and solidify the catalytic nature of PBF funding.

The proposed intervention will continue and consolidate the previously-funded work: supporting the design, establishment, implementation and institutionalization of an alternative land disputes resolution system for Liberia, by implementing activities that will strengthen existing land dispute resolution capacity, increase the public understanding of land rights, and overall contribute to peaceful resolution of land disputes and increase land tenure security and social cohesion in Liberia. The project will support the Land Commission in fulfilling its role as the leading agency on reforms in the land sector and in pursuing more effective land governance in Liberia.

New activities under the proposed project will add an additional and needed new focus on urban land disputes, by adding support for a sixth field office dealing with land disputes in the greater Monrovia area; and will support a study of women and urban land disputes, the results of which will feed into the activities. The project will be strengthened by new activities linking the work of the PBF-funded Regional Justice and Security Hubs and the Land Commission’s PBF-supported Land Coordination Centres (LCCs) in the field (through LC training and education of Hub staff on land cases; joint outreach and education initiatives; mutual referral systems; etc). And the LCCs will be strengthened by the absorption of trusted and accredited surveyors trained and currently employed by the Norwegian Refugee Council’s land disputes project, which is shutting down (corrupt, incompetent or otherwise untrustworthy surveying is a major factor in many land disputes in Liberia).

Expected accomplishments: (i) 6 pilot field offices (5 rural and 1 urban) in priority areas functioning as umbrella mechanisms to promote, support, strengthen peaceful land disputes resolution by community members (including traditional elders, women’s groups such as those supported by UN-Women’s conflict project, UNMIL-supported Peace Committees, youth, and others); (ii) improved awareness on land rights, regulations and options for peaceful resolution of land disputes, through the activities of the field offices and at the LC central level; (iii) development of a national policy on alternative dispute resolution regarding land, drawing on collection of best practices from field offices and other partners, as well as utilising other LC-sponsored activities and research, as well as relevant work done by partners including Ministry of Gender and Development/UN Women. This will also feed into the work being done by the Ministry of Justice on establishing an alternative dispute resolution system more generally.

The work under this project is expected to be sustainable in the medium term due to the potential entrant of a donor with a much larger envelope than the PBF’s. The World Bank’s next five-year

¹⁴ Fambul Tok means “family talk” in Krio (creole language spoken in Sierra Leone).

Country Strategy for Liberia (2015-2020) is envisioned to include significant support to the land sector. The pilot PBF-supported work is providing the World Bank with confidence that the Land Commission is a capable partner deserving of larger-scale support. The World Bank is looking in particular at, inter alia, surveying as well as disputes between local communities and concessions. The World Bank will be developing their post-2014 work plan during 2013 and 2014, allowing the Land Commission and UN-Habitat to draw upon findings from the PBF-supported work and work with the World Bank to ensure a seamless transition from the short-term, catalytic PBF funding to the more stable WB platform. In addition, as the Land Commission's mandate ends by end-2014 and the GOL has already stated its intent to create a new land agency as a priority, it is expected that more funding for the land sector will be forthcoming from GOL, which would further enhance the sustainability of the work the PBF helped initiate.

UN- HABITAT and the Land Commission estimate funding needs at USD 2 million, in order to achieve the expected priority outcomes by January 2015.

b. Conflict-sensitive management of natural resources, including in the extractive industries sector (proposed budget: US\$ 1,000,000 - tbd)

Still to be discussed with the WB, AfDB, GOL, and other potential partners

The ownership, exploitation and management of natural resources has been an ongoing source of tensions and conflict in Liberia and most other countries in the region. This pertains to minerals, fossil fuels, timber and other natural resources. Disputes over land have become ever more contentious in different areas of the country.

While some analytical work has been done in recent years, a holistic and in-depth conflict analysis in the area of natural resources management has not been conducted so far. PBF support would be catalytic in undertaking such an analysis focusing on social, economic and political factors relating to natural resources management. Key questions to be addressed include for example: What is the role of the different key actors at local, national and international level? How are communities affected? What are the current weaknesses in the overall value chain related to natural resources, including systems and institutions? etc. In order for such a conflict analysis to be most useful, it will need to include specific recommendations for policy-makers and key stakeholders on moving forward. This in-depth analysis will be conducted in collaboration with national partners, the World Bank, African Development Bank and other organizations. Details still to be discussed.

In addition to the analytical work, other areas for potential PBF support may be the development of a common framework or roadmap for conflict sensitive natural resources management, and strengthening national capacity in joint monitoring mechanisms and related initiatives, possibly with LEITI (Liberia Extractive Industries Transparency Initiative).

3. Sustainable livelihoods

a. National Youth Service Programme (NYSP) (budget: US\$ 1,500,000)

The NYSP is an integrated peacebuilding and development programme that creates a platform for young university, college and technical school graduates to be afforded the opportunity to contribute to nation building and youth empowerment as National Volunteers (NVs). The NYSP recognizes that 'Youth' is a highly heterogeneous category and that young people have diverse and holistic requirements in order to expand their capacities and facilitate opportunity and empowerment. Therefore, the programme addresses youth related issues through a multi-faceted approach that is delivered through five key sectors in both public service delivery and private sector development: Education, Health, Peacebuilding and Leadership, Youth Development, and Agriculture.

Through the NYSP, young people have been thrust at the center of peacebuilding, reconciliation, recovery and development efforts. The first tranche of PBF funding was catalytic in the sense that it attracted additional funding from both the Australian government (AusAid) and the Government of the Netherlands (GoN) primarily to support the development of ten youth centers, upscale the programme

from six to eight core counties, and launch the Junior Volunteers for Youth-Led Social Cohesion (JNVs) in three conflict affected border counties.

The proposed second tranche of PBF funding is expected to train and deploy 175 National Volunteers at various institutions and projects across Liberia by providing specific support in the following areas:

- Peacebuilding and Leadership

All NVs in each sector will be going through one week of Induction Training focused on intensive peacebuilding and leadership skills training with specifics in motivation, career development, community entry and community participatory approaches, child protection and gender issues, report writing and youth development. In addition to this the Programme Officers under the MoYS will receive training of trainers (TOT) in peacebuilding and leadership skills in order to provide follow-up monthly workshops and activities for NVs to ensure continued development of skills and sustained quality of deliverance. From the above activities the NVs will become leaders and mentors as well as trainers to the youth in their assigned Counties, with the view to develop their own skills whilst transferring those acquired skills to others. They will also promote peace and reconciliation in the communities through the skills acquired in the continued training.

- Youth Development Centers

As part of the overall training the NVs for the Youth Centers will receive two weeks of sector specific training. This will be focused around business skills and with further attention to leadership skills, as the NVs will be seen as mentors and leaders to the youth in the local communities. The Youth Centers are designed to be a hub of activity where youth from the local communities can feel comfortable attending, to advance or acquire skills such as reading and writing through access to the library facilities, or receive computer literacy classes from the NVs. They will also hold sporting activities and peacebuilding and reconciliation workshops to promote and advocate for greater social cohesion and integration with the youth and the wider community. The Youth Centers will be centers of support, guidance and advancement for the youth. Specific equipment and resources (e.g. books, computers, sports equipment) for the Centers will be provided. Due to the high cost and low reliability of running the Centers on generators, the YCs will be equipped with solar panels

- Education

A comprehensive partnership has been established between the NYSP and Peace Corps. On top of the general training planned, NVs in the Education sector will receive 3 weeks of sector specific training from TOTs from the Peace Corps, designed to follow their existing and highly successful training methodology used for Peace Corps Volunteers. This partnership will continue throughout the NVs year of service. Each NV will be assigned to a school with a Peace Corps Volunteer in order to create a mentor or 'buddy' system designed to allow the two volunteers to support and guide each other throughout their service, thus strengthening their capacity.

- Agriculture

A partnership with USAID Food and Enterprise Development (FED) has been established for the Agricultural sector. FED will be conducting the two weeks of sector specific training for the NVs, in agricultural techniques and practices as well as private sector business skills, such as access to markets. They will also be providing them with manuals and extension materials. The NVs in Agriculture will be deployed in Bong, Lofa, Nimba and Grand Bassa as they will not only receive support from the POs under the MoYS, but FED will also be providing a technical supervisor to provide consistent and sustained support to all the NVs throughout their year of service. In addition to this, FED will provide UNICEF and the MoYS with monthly updates on each of the NVs.

Specific efforts will be made to include persons with disabilities into the sectors of education, agriculture, health and youth development in youth centers

The NYSP is building strong partnerships with development partners that have technical expertise in key sectors. UNICEF, MoYS, and the Peace Corps signed a MoU to focus on the secondary school Education sub-sector for the next batch of NVs. A similar agreement is currently being negotiated with

USAID Food Enterprise Development (FED) to partner in the Agricultural sector. Furthermore, an agreement of collaboration is being discussed between the World Bank and UNICEF Liberia based on global principles and the recently launched Liberia Youth Employment Programme (LYEP), along with coordination to ensure the Bank's work on designing a Private Sector Development Strategy (PSDS) prioritizes youth employment. These partnerships are improving the sustainability and technical expertise of the programme, but legislative action will be required by the Government in order to ensure long term sustainability of youth programming. The revised National Youth Policy, National Youth Action Plan, and draft legislation are all positive steps in this direction. The NYSP will require further PBF funding for 2013-14 while these processes and mechanisms are put in place to ensure sustainability and full national ownership. In addition, efforts need to be made to ensure that land reform and access to land for young people are reprioritized in coordination with the Land Commission and UN-HABITAT. It has been suggested that the NYSP would be gradually restructured and absorbed under the wider Liberia Youth Employment Programme, with UNICEF and the World Bank providing technical support to this process. This will allow future volunteer batches (from 2015 onwards) to be integrated into the MoYS regular budget.

b. Women's Empowerment (budget: US\$ 2,000,000)

Economic marginalization was one of the key drivers of conflict and continues to be an indicator of the challenges of peace building and reconciliation. As a proxy for national integration and social cohesion, it is a key area of focus for peacebuilding and demonstrating the dividends of the peacebuilding and reconciliation process. Women and more specifically rural women have been amongst the groups most marginalized and amongst the groups living in situations of great vulnerability or fragility. At the same time, women have played and continue to play a key role in maintaining and or creating social cohesion in communities.

In support of economic recovery and wider reconciliation efforts, the program "Women's Empowerment and Employment" will expand upon the work of the Government of Liberia and UN Women to strengthen the economic security of women in particularly high risk/ conflict-prone areas, including border regions and communities affected by large concession agreements. The programme will work with women in these areas to strengthen their economic opportunities, while enhancing their understanding of their rights and responsibilities, with a particular focus on women's personal security when engaged in trading across borders and passing through check points. The programme will have direct linkages with activities under the "Women's leadership in conflict resolution and peacebuilding" programme to provide holistic support to women thus strengthening not only their agency but their voice in decision making processes.

Strategic economic empowerment and employment programmes will focus on women in concession areas to ensure that they have the skills and inputs necessary to benefit from increased economic opportunities as a result of the concessions. As concession agreements often raise community tensions, vulnerabilities for women also increase: levels of sexual exploitation and family violence increase, access to land decreases, and women are unlikely to benefit from the formal employment opportunities offered in the extractive industries. This aspect of the programme will work to counter these effects and protect at-risk women and girls in these communities, thereby reducing the social tensions and pressure. In these concession areas, working closely with the community peace huts, the Programme will also enhance women's participation and involvement in the environmental protection and local management of the community's natural resources. This is a key priority in Liberia's UNSCR 1325 National Action Plan. The programme will initiate key strategic activities to promote women's equitable access to land through the land reform process at the national level, while working closely with issues relating to women's access to land in concession areas.

This will include the establishment of a women's desk at MoGD to support the work of the Land Commission¹⁵ to facilitate vital linkages between the two government bodies to address lack of access to land for women and strategies to improve the gender-responsiveness of land reforms as well as increasing the security of women's tenure. Secondly, it will work closely with the community based conflict mechanism – the peace huts – to ensure that women in these concession and other land dispute

¹⁵ The Minister of Gender and Development is the Chair of the Women's Land Rights Task Force created by the Land Commission and the MoGD.

“hot spot” areas have access to land dispute mechanisms. Synergies will be developed with the ADR initiative supported by UN-HABITAT to ensure complementarity and greater impact.¹⁶

The 1325 National Action Plan also identifies women in cross border trade as a key priority population given their critical economic role in rural and border areas and their specific vulnerabilities arising from their mobility. Women in cross border trade are in fact contributing to two key objectives: stimulating economic development as well as in building linkages across borders within the region. These women are in fact at the forefront of establishing dialogue and building strong relationships across borders and across linguistic and ethnic groups.

The “Women’s Empowerment and Employment Programme” will work in close collaboration with the Association of Women in Cross Border Trade (AWICBT) to support ongoing work to increase the women’s access to finance and skills training, to expand employment opportunities in their communities to build their businesses, to ensure sustainable gender-friendly infrastructure for trading, and to increase the accountability of border security forces for women’s protection. While increasing the women’s productivity as economic actors, the programme will also support women’s role in citizen oversight of security sector institutions and establish a reporting / dialogue mechanism with security sector institutions to directly report suspicious and corrupt practices at Liberia’s borders. Cross Border Traders will be trained in early warning signs of conflict and direct linkages will be built between the Association and the security sector including the justice and security hubs to facilitate improved accountability to women’s rights.

The programme will address dialogue at various levels: within communities fostering dialogue amongst women themselves and between women and local authorities, with the counties through foster dialogue between women leaders and decentralized authorities at the county level, and at the national level between fostering dialogue with national institutions and with regional institutions such as the Mano River Union and ECOWAS.

The “Women’s Empowerment and Employment” programme will be linked to wider security sector reform efforts and reconciliation processes taking place at the community level as well as other initiatives supported by the Peacebuilding fund thus creating synergies within the portfolio of projects supported by the PBF in Liberia. These projects include the initiatives under the community conflict resolution component (MoGD and INCHR) and the management of natural resources (the ADR programme) supported by UN- HABITAT as well as the work under the justice pillar notably with regard to the functioning and outreach of the hubs.

4. Constitutional and Legal Reform

a. Constitutional Reform (budget: US\$ 2,000,000)

In April 2012 the Government of Liberia took tangible steps to further the agenda of decentralization and constitutional reforms. The Government has determined that “a comprehensive and inclusive constitutional reform process ... is central to national reconciliation and to overcoming many of the structural imbalances and injustices that continue to present risks for the country’s stability”. A five-person Constitution Review Committee (CRC) was appointed in August 2012, and is being supported by the Law Reform Commission and the Governance Commission. Earlier in January 2012, the National Policy on Decentralization and Local Governance was launched, and the Ministry of Internal Affairs will lead the implementation of the decentralization programme informed by the decentralization policy, strategic plans and the Local Government Act over a ten-year timeframe.

The National Decentralization Policy is an attempt to finally address one of the root causes of conflict and potential area of conflict (“over-centralization of powers) which over the years has bred corruption and fostered marginalization especially of the rural population. Likewise the Local Government Act clearly articulates the role of local government in the devolution of powers. However, implementation of the two policy instruments cannot not be done without amendments to the Constitution. The

¹⁶ This will include conflict mapping, review of policies from a gender perspective and development of training materials focused on women's land rights.

Constitution Review Committee will “examine constructively the Constitution of the Republic and lead a process that will produce appropriate constitutional amendment(s)”. As any amendments to the Constitution must be endorsed by referendum, an extensive process of civic education and dialogue should be undertaken to ensure the public are informed and able to meaningfully participate in the process of constitutional reform.

PBF support will assist the Constitution Review Committee to achieve the urgent milestones that the Committee has determined: 1) broaden the debate of the 1986 Constitution through nationwide civic education and citizens’ participation; and 2) address the issue of fundamental rights and privileges, especially with regard to access to and participation in governance, basic services and an equitable distribution of natural resources. All of the above are fundamental and very essential to fostering a cohesive society and to long-term peace and reconciliation in Liberia. PBF support would be particularly allocated towards the following activities: conducting of civic education by CSOs; Town Hall consultations; support to facilitate the participation of key groups such as traditional leaders, women and youth, as well as facilitate the participation of representatives of the legislature and political parties; printing of civic education materials and copies of the 1986 Constitutions in a simplified version; review of the Constitution and related policy documents, and frame issues for further review.

As mentioned in the Government of Liberia Poverty Reduction Strategy (PRS) 2008 - 2011, the origins of the conflict can be traced to two broad factors. First, significant portions of society were systematically excluded and marginalized from institutions of political governance and access to key economic assets. The founding Constitution was designed for the needs of the settler population, with less consideration and involvement of the indigenous people. In the early days, land and property rights of the majority of Liberians were severely limited. Later, marginalization was perpetuated by the urban-based policies of successive administrations. Political power was concentrated in Monrovia and primarily at the level of the Presidency. Most infrastructure and basic services were concentrated in Monrovia and a few other cities. Marginalization of youth and women and the mismanagement of national resources were widespread, which contributed to stark inequalities in the distribution of benefits. Constitutional Reform is an indispensable element to helping to address these fundamental issues and to help foster a cohesive society as well as medium-to-long term peace and reconciliation in Liberia. PBF support will go a long way in helping to achieve this goal.

b. Support to the Law Reform Commission (budget: US\$ 500,000)

The law making process is essential to the reform agenda and the consolidation of peace and promotion of national reconciliation. Actors in the process include the Legal Advisor to the President (Office of the President), the Codification Department of the Ministry of Justice, the Liberian Law Reform Commission, the Governance Commission, the Legislature and the Ministry of Foreign Affairs.

To ensure that each actor in the process plays its role, there is the need for formalized and effective coordination amongst them. Currently this is lacking. Also lacking is capacity within the Legislature, the Law Reform Commission and the Codification Department to draft Bills. To improve the situation, it is an imperative that a holistic approach aimed at reforming the law making process and enhancing coordination and efficiency is adopted.

In this regard, support will be given to the Law Reform Commission to validate a Law Reform Policy which is currently in a final draft stage; the Legislature will be encouraged to re-activate its Legislative Drafting Section. With lessons from the past, it will be essential that staff members of the Legislative Drafting Section will be recruited as full time civil servants and placed on the Government of Liberia payroll. Support will also be given to develop the capacities of the Ministry of Justice Codification Department and the Law Reform Commission. Additionally, a drafting manual will be crafted to guide the drafting process of all legislation. Also, the Judiciary Committees of the Legislature will be capacitated to undertake their oversight, deliberative and law making functions. The capacities gained by the identified actors in support to the law making process will also serve to support and enhance the constitution review process.

5. Support to the Liberia Peacebuilding Office (PBO) for coordination, technical assistance, communication and M&E (budget US\$ 2,500,000)

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

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

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

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

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

III. Priority Plan Implementation

A. Implementation approach

The Priority Plan interventions, as described in section II. D, will focus on the strengthening of the capacities of democratic national and local institutions, civil society and communities to address and resolve any potential conflicts. The various interventions will learn from each other and where possible from experiences in other countries through South-South cooperation, e.g. between Liberia and Rwanda on palava hut mechanisms and the Gacaca courts system. The specific project proposals in the different areas will be thoroughly reviewed by an Expert Panel, set up by the Joint Steering Committee (JSC), according to a number of key criteria. Where applicable, institutions may engage with consulting firms/institutions internal or external with requisite expertise and experience in a particular thematic area. The JSC will at the same time assess the need for prioritization and sequencing depending on the type of interventions.

B. Catalytic effect and sustainability

The Priority Plan is expected to be catalytic in creating the necessary changes and intermediate conditions, which will enable long-term national reconciliation. Through initial PBF support, additional funds are anticipated to be mobilized from the Government of Liberia and international development partners for the various initiatives. In the area of natural resources management an in-depth conflict analysis will be conducted in collaboration with respective national partners, the World Bank, African Development Bank and other interested organizations.

As highlighted in section II. C (Theory of Change), PBF support is expected to help address a number of root causes of the conflict in Liberia, thereby enhancing national reconciliation as well as justice and security at all levels. Strengthening social cohesion and reconciliation includes several aspects where PBF support can play a catalytic and critical role. For example, by strengthening inclusive community-based structures and traditional mechanisms for conflict resolution, while also advancing constitutional and legal reform, the various groups in society are expected to gain greater trust and confidence in the respective local and national institutions in terms of fair and adequate dispute resolution, hence reducing any tendencies to resort to violent or extra-legal action to settle disputes. One particular aspect of this is to promote transparent and fair management of natural resources including land. At the same time, if citizens feel that the government is responsive to their physical and economic security, e.g. by promoting sustainable livelihoods for youth, women and other groups through an inclusive approach, then they are likely to feel more empowered going forward, and engage more positively with each other as well as with local and national institutions.

Section II. D on Project Ideas (above) explains in detail how the outcomes of the Priority Plan will be sustained following the end of PBF funding and how the impact of PBF funds will be maximized to address conflict factors and strengthen national capacities at all levels for conflict management, ensuring value for money.

C. Budget

The PBF Priority Plan will help launch a number of key initiatives focused on medium to longer-term peacebuilding and reconciliation efforts. The specific PBF outcome areas to be addressed by the Priority Plan include in particular: Outcome Area 5: National reconciliation; Outcome Area 7: Management of natural resources (including land); and Outcome Area 9: Sustainable livelihoods.

The budget projects PBF funding support towards the implementation of the Priority Plan, but with emphasis on the National Reconciliation Roadmap. The Roadmap itself is being costed at US\$ 30 million over the next three years. It is expected that for the next three years the Government of Liberia will contribute US\$ 10 million while the PBF would be expected to contribute US\$ 15 million, hence leaving a funding gap of US\$ 5 million. It is anticipated that part of this amount could be mobilized through contributions from UN Agencies (including UNDP, UNICEF, and UNESCO) towards reconciliation projects. Considering the overall projections in the AfT towards Pillar 1 on Peace, Justice and Security, and other areas such as land and natural resources, youth and women, the funding needs are quite high.

Additionally, while the funding projection is for the first three years, the National Reconciliation Roadmap is expected to be implemented over an 18 years period in line with Vision 2030. The issue of sustainability is quite critical in this regard. It is worth noting that most of the thematic areas in the Roadmap are key policy related areas that will continue to receive Government budgetary allocation. For example land and natural resources management, youth empowerment and employment, women empowerment and employment and support towards the INHRC as well as the national history project led by the Governance Commission. The MIA supported by the NRSC will also be lobbying for funding from concession companies to help support community-based conflict management programmes or perhaps through the social development funds.

IV. Priority Plan Management

A. Management and Coordination Arrangements

The management arrangements for the PBF Priority Plan 2013-2016 build on the Liberia Peacebuilding Programme (LPP) approved in May 2011, whereby the PBF Joint Steering Committee (JSC) is responsible to oversee the allocation and implementation of the PBF-supported LPP, supported by a Secretariat, the Peacebuilding Office, that supports the JSC in this task and has also been responsible for rolling out the Monitoring & Evaluation (M&E) Plan.

Under the LPP structure is the Justice & Security Joint Programme (JSJP) that is being coordinated by a Justice and Security Project Management Unit within the Ministry of Justice and answerable to the Ministry of Justice and the Judiciary. A Justice and Security Board (JSB) also oversees the Justice and Security Trust Fund (JSTF) as well as the JSJP. In January 2011, the JSC constituted two Technical Advisor Groups: 1) Justice and Security Technical Advisory Group (TAG), and 2) the National Reconciliation TAG to help provide technical support to the JS PMU and PBO and make recommendations to the JSC on programmatic issues for the JSC's actions and decision. However, in the revised coordination and implementation structure the two TAGs will serve as Technical Panels for technical verification purposes and will only convene on an ad-hoc basis rather than being a formal structure that meets regularly. This is in line with PBSO Revised Guidelines for the JSC Terms of Reference (ToR) and Rules of Procedures (RoP) - see Part F Guidance Note 5.4.¹⁷

For the implementation of the PBF Priority Plan the management structure has been revised to strengthen coordination, avoid duplication and to ensure efficiency. The Priority Plan partly aligns with the management and implementation structure of the Government of Liberia's Agenda for Transformation. The Institutional Framework for the AfT includes five levels. At the highest level is the **Liberia Development Alliance (LDA)** that is comprised of Cabinet members of the Executive Branch of Government, chaired by the President. The LDA is to: 1) Scrutinize overall progress of Ministries, Agencies and Commissions (MACs) in meeting strategic goals and objectives of the AfT, based on measureable outcomes; 2) Assure transparency and accountability in the application of public funds; 3) Provide overall policy direction to MACs to meet AfT goals and objectives, as well as helping to resolve inter-sectoral and inter-ministerial constraints to meet key goals and objectives; and 4) Help to promote an enhanced culture of transparency and importance of functional M&E systems in MACs.

The second level includes the **Core Ministries** (MoPEA, MoF and the President's Office). This is at the ministerial level along with the LDA Technical Secretariat comprised of a highly qualified and motivated Deputy Director and multi-disciplinary team. The core responsibility at this level are 1) MoPEA, through the LDA Secretariat and in close collaboration with the MoF, LISGIS, and the President's Office (monitoring unit) will provide: overall technical coordination and technical standardization; formulation of the results framework, the monitoring plans, supported by measureable

¹⁷As stated in the JSC's ToR & RoP "the Head of the PBF (insert country name) Secretariat will draw upon, as required, technical advice from a group of experts known as (insert name e.g. the Technical Advisory Panel (TAP)) who have:

- Specific technical expertise in the area of the proposed project
- Demonstrated strategic understanding of peacebuilding and conflict-sensitive development
- Proven experience in project appraisal, monitoring and evaluation"

outcome indicators; annual AfT progress and results reports; midterm evaluation and evaluation report. 2) Lead MACs are required to lead on M&E functions for the sector, and provide regular updates to the relevant SWG. This includes planning and budgeting for M&E, and working closely with LISGIS in the production and utilization of statistical data. And 3) Lead MACs should ensure the required management and statistical information system is in place and functioning; and ensures M&E findings are used in the sector to improve performance and achievement of the strategic objectives.

The third level is **Sectoral Ministries and Agencies (M&As) which comprises** senior technical level officials from the relevant M&As, designated (in writing) by the relevant minister, covering planning, M&E, and financial/administrative units of each M&A. To the extent possible, these same officials should also be centrally involved and responsible for the MTEF and annual budgetary processes.

The fourth level is the **National M&E Steering Committee** that is primarily responsible for amongst others to: 1) Provide technical oversight responsibility on the implementation of M&E for the AfT, through assessing the periodic M&E reports; 2. Recommend actions to improve key policy and institutional level constraints affecting implementation and coordination of the AfT M&E system, to ensure reliable and timely statistical information is being generated to track and assess key outputs and outcomes of the AfT and 3. Facilitate the interface between the M&E technical working group and the LDA/AfT Steering Committee. The composition of this level includes the Deputy Minister of Planning and Economic Affairs who will chair the Steering Committee, as well as senior level sectoral technical officials (usually the Head of Planning Department/Unit), to be designated by each relevant minister, representing the following MACs. The fully MAC is included.

The National M&E Steering Committee is supported by LISGIS at the fifth level and a National M&E Unit. The National M&E unit, as part of the AfT Technical Secretariat, will be responsible for coordinating M&E activities across the public sector. The main activities will include:

- Analyze and consolidate M&E reports emanating from MACs, county levels, to produce periodic AfT performance and results-focused reports, which show progress toward targets at the output and outcome levels. These will be provided to relevant decision makers, including the M&E Steering Committee, the LDA Steering Committee, the Legislature, and other key stakeholders.
- Monitoring non-financial performance and emerging impacts of selected large investment projects on periodic basis. This will be complemented with innovative monitoring and stakeholder or beneficiary feedback mechanisms and methods (including public expenditure tracking systems, beneficiary impact assessments).
- Highlight constraints toward progress and recommend actions to improve implementation of the AfT, for the consideration by the M&E Steering Committee.
- Provide technical backstopping and capacity development of the M&E units of the MACs.

The AfT structure also highlights the key role of Local/County Government, Private Sector, CSOs and Development Partners.

In particular the PBF Priority Plan structure aligns with the AfT at the third level the **Sectoral Ministries and Agencies (M&As)**. This level is not only the counterpart/equivalent of the Justice and Security Board and the National Reconciliation Steering Committee but also have almost the same actors. The PP alignment with the AfT is nevertheless mostly in terms of priorities and programmatic areas (outcome areas and indicators where applicable), rather than fully aligned with the AfT Structure for the following reasons: 1) Most of the thematic/priority areas captured in this Priority Plan do not belong to the same Pillar Areas in the AfT but are rather captures across three Pillars areas and Chapters each with its own structure. It is difficult to converge all of these actors into one single whole. 2) The Reconciliation Roadmap is quite complex - and does have some distinct features or thematic areas to be implemented that are not lifted in the AfT for which there is not a structure in the AfT. For instance the AfT is less conspicuous on reparations and memorialization as well as other issues related to restorative justice that the Roadmap propounds. 3) A third reason is that while the AfT projects a series of very ambitious activities and hence a significant budget, the Priority Plan is more focused on the PBF allocation towards to the National Reconciliation Roadmap and related programme areas. What the Priority Plan does nevertheless, is to articulate a clear mechanism through which progress reports can also be captured through the AfT reporting structure. Another avenue for alignment are M&E Units both set-up for the AfT and the MIA through the PBO. As LISGIS is crucial in this to the AfT structure, the PBO M&E Unit is already working with LISGIS to conduct perception surveys on

justice and security, while further collaboration is envisaged in conducting other specific surveys as well as monitoring and reporting of progress.

The Structure of the Priority Plan:

a. Joint Steering Committee

The Joint Steering Committee is responsible for providing overall policy guidance and coordination between the Government of Liberia, the Peacebuilding Support Office and Liberia Specific Configuration of the PBC as well as the international community and development partners on related peacebuilding actions on the grounds in the context of the Statement of Mutual Commitments (SMC) adopted by the Government of Liberia and the PBC on 16 November 2010, and the Priority Plan with the support of the PBO that serves as the Secretariat to the JSC. The JSC comprises senior representatives from Government, civil society, the UN and international development partners. The JSC has three Co-chairs including the Minister of Internal Affairs, Minister of Planning and Economic Affairs and Deputy SRSR for the Consolidation of Democratic Governance (CDG) / UN RC on behalf of the SRSR. The JSC will meet four times a year (once every 3 months) to review progress on the implementation of the SMC and the Priority Plan and to provide the needed guidance and policy direction where needed. The JSC is also responsible to review reports for submission to the PBSO and the MPTF-O as well as formal supports to be submitted to LDA Steering Committee – however most of the reporting will be through sectoral working committees within the AFT structure.

b. The Justice and Security Board (JSB) and the National Reconciliation Steering Committee (NRSC)

The Justice and Security Board (JSB) will provide overall guidance for the implementation of the JSJP (which includes the following financing instruments: the JSTF, bilateral support, UN core budget support, UN contributions in kind, Government of Liberia support and PBF resources). The establishment of a single Board for justice and security matters is a positive step forward in having a forum that seeks to have a holistic approach to justice and security reform in Liberia. Ensuring the highest representation of both the security and judicial sectors is key to reinforcing the principles of national ownership and leadership. Each year, the Justice and Security Board approves the Annual prioritized Work Plan. When funds are mobilized for the Justice and Security sector, the Board selects projects from the Work Plan. The Co-chairs include the Minister of Justice, the Associate Justice of the Supreme and the Deputy SRSR for Rule of Law (RoL).

For the implementation of the National Reconciliation Roadmap is the National Reconciliation Steering Committee (NRSC) comprised of the principal reconciliation actors defined as the lead institutions or initiative for the Roadmap components (Ministry of Internal Affairs, Governance Commission, Independent National Commission on Human Rights, Liberia Peace Initiative, civil society representatives, the private sector, and development partners. The NRSC will provide oversight and strategic guidance and monitor the implementation of the Roadmap. The NRSC will also serve as the primary decision-making authority and will meet quarterly, however there will be called adhoc meetings as the need arises. The MIA, through the PBO will coordinate the implementation of the Roadmap. The PBO will be expanded to provide secretariat support to the process leading to the establishment of a National Peacebuilding and Reconciliation Policy and Council and will liaise with relevant institutions to ensure outreach, communication and create awareness for citizens participation regarding the implementation of the Roadmap – this will entail the regular collection and processing of information and analysis on key outputs. The PBO will also provide support to Project Managers/Focal Persons at the project implementation levels for the day-to-day implementation of the projects, and serve as secretary and reports to the NRSC.

The Ministry of Internal Affairs will coordinate the overall communication including administering the National Healing, Peacebuilding and Reconciliation website. This website will serve as the hub for posting and sharing all documents emanating from the process. These will include progress report, briefs, and lessons learnt case stories. It will be regularly updated and linked with the websites of all implementing agencies. ICT and printed materials will be prepared for different target groups (e.g. government, the public, practitioners, experts and donors) on lessons learned and other aspects of Roadmap implementation.

c. The Peacebuilding Office at the Ministry of Internal Affairs

The Peacebuilding Office will assist the Joint Steering Committee and the Justice and Security Programme Management Unit to ensure effective implementation and to support Monitoring & Evaluation (M&E) aspects and will also support other implementation structures of the JSJP including the regional hub managers and activities. Related to the Reconciliation Component, the PBO will be expanded to serve as the Programme Management Unit and support other structures for the implementation of the National Reconciliation Roadmap. (See the PBO revised project proposal for further details). The Peacebuilding Office will be assisted by technical expertise provided by UNMIL, in both security and justice reform and on national reconciliation.

d. Implementing Partners

For each output, UN Agencies will act as Recipient Agencies and/or Implementing Partners where applicable, as detailed in the results and resources framework. Where more than one UN agency is identified as an Implementing Partner, where applicable, this should be reflected in the Annual Work Plan (AWP) to be approved firstly by the JSC and then submitted to the Programme Manager. The AWP must clearly identify the results (outputs) to be delivered by each of the Implementing Partners. Rules and regulations of the Implementing Partners will apply for procurement and other operational requirements.

The UN agencies designated as Implementing Partners will be the recipients of PBF funds, and therefore accountable for the effective disbursement and use of those funds. The UN agencies designated to receive PBF funds are required to allocate funds from other sources to complement the investment made through PBF funds, and to reflect, in their own programming tools, the priorities identified in this LPP.

The Implementing Partners can sub-contract NGOs and other civil society organizations to take forward particular projects or activities. Agreements signed with these NGOs and civil society organizations must clearly identify the results to be delivered, the timeframe for delivery, and the budget attached to these activities. If applicable, partners will be selected by taking into account past performance in implementing PBF funds from the first tranche. The partners will be responsible for reporting on substantive and financial aspects, as established in a signed agreement.

B. Risk Analysis

Risks to the achievement of Priority Plan Outcomes	Likelihood of occurrence (high, medium, low)	Severity of risk impact (high, medium, low)	Mitigating Strategy
Possible decrease in commitment of key stakeholders to national reconciliation initiatives	Medium	High	<ul style="list-style-type: none"> • Continuous engagement of senior levels of Government and other key actors in society by the JSC, PBO and PBC
Public cynicism might possibly undermine the mobilization of public interest in the reconciliation process	Medium	Medium	<ul style="list-style-type: none"> • Keep the public informed of the extent of cooperation from all political leaders as their demonstrated commitment will help reduce any skepticism • Link dialogues and other related activities with tangible reparations results • Engage in an intensive public education and awareness raising campaign, highlighting the value added of the NR strategy as well as the inclusive and national nature of the process
Inadequate financial and resources available for implementation of the National Reconciliation Roadmap since only a limited number of donors in Liberia remain actively involved in peacebuilding support	High	High	<ul style="list-style-type: none"> • GOL to include a substantial amount of funds for reconciliation in the national budget. • Additional resources to be mobilized by the PBC and in particular the PBC Chair of the Liberia Country Configuration with support from the DSRSG/R&G in consultation with the JSC. • The current donors supporting the Justice and Security sector and National Reconciliation will be encouraged to reach out to other prospective donors interested in peacebuilding
Some traditional mechanisms may limit the voice of women and youth, the most victimized groups in the civil war	Medium	Medium	<ul style="list-style-type: none"> • Account for the special needs of women and children by ensuring the Palava Hut process is inclusive and has distinct women and children's components and structures • Undertake extensive education and along with the communities design methodologies that address the concerns of women and youth by emphasizing that cultures are dynamic and that the scale of the issues require some adjustments to the traditional paradigms

			<ul style="list-style-type: none"> • Ensure women’s organizations including the Female Lawyers Association, Ministry of Gender and Development, and the Women’s Secretariat participate in the design of the methodology for the women’s process
Limited implementation capacity of Recipient UN Organizations and Implementing Partners	Medium	High	<ul style="list-style-type: none"> • Further capacity development of IPs and RUNOs will be undertaken, especially in the area of project management, M&E and reporting, with technical support from PBO and other key stakeholders

C. Results Framework and Monitoring & Evaluation Plan

Priority Plan Results Framework

<p><u>Policy statement/ national roadmap for peace building:</u></p> <p>AfT Goal for PILLAR 1 - PEACE, JUSTICE, SECURITY AND RULE OF LAW: To ensure long-term peace and stability through 1) managing tensions in society to reduce the risk of future conflict; 2) increasing social cohesion; and 3) ensuring that the principles of human rights are upheld.</p> <p><u>Purpose of PBF Priority Plan:</u> Support the kick-start of the National Reconciliation Roadmap and related initiatives in a context where most peacebuilding funding has been directed towards the justice and security sector and other areas.</p> <p><u>Theory of change statement:</u> PBF support is expected to help address a number of root causes of the conflict in Liberia, thereby enhancing national reconciliation as well as justice and security at all levels. Strengthening social cohesion and reconciliation includes several aspects where PBF support can play a catalytic and critical role. By strengthening inclusive community-based structures and traditional mechanisms for conflict resolution, while also advancing constitutional and legal reform, the various groups in society are expected to gain greater trust and confidence in the respective local and national institutions in terms of fair and adequate dispute resolution, hence reducing any tendencies to resort to violent or extra-legal action to settle disputes. One particular aspect of this is to promote transparent and fair management of natural resources including land. At the same time, if citizens feel that the government is responsive to their physical and economic security, e.g. by promoting sustainable livelihoods for youth, women and other groups through an inclusive approach, then they are likely to feel more empowered going forward, and engage more positively with each other as well as with local and national institutions.</p>					
AfT Outcomes	PBF Priority Plan Outcomes	Indicators Baselines, Targets, Means of Verification (MoV)	Project ideas and partners	Indicative Budget (US\$)	Assumptions
				<i>Still to be discussed</i>	
<p>Pillar I: B. 1.1. Increased participation in peacebuilding, reconciliation at national and local levels and enhanced leadership roles by marginalized groups, especially women and youth</p> <p><i>Note:</i> <i>Integration of AfT Cross-Cutting Issues (Pillar 5):</i></p> <p><i>Gender Equality:</i> <i>Women to participate in peace-building and in leadership roles; human rights of women to be</i></p>	<p>Conflicts resolved peacefully and past grievances addressed in a manner that supports the coexistence of all relevant actors/groups that were involved in conflicts that undermine peace building efforts (PMP Result 2)</p>	<p>EXPECTED RESULT: Women and girls feel secure in their communities and able to engage in their everyday activities without fear</p> <p>POTENTIAL INDICATORS: % of women and girls who report feeling different levels of safety in different areas of their community / undertaking different tasks (e.g. collecting water/ wood, on the journey to/from school / work / the market / their fields, at school, on public transport); levels of tolerance to SGBV in the target communities; # of cases disposed of by peace huts to the satisfaction of the complainant</p> <p>BASELINES (2013): to be determined in each intervention</p>	<p>1.a) Community Based Conflict Management - Enhancing Women's Leadership in Conflict Resolution, Mediation and Peacebuilding</p>	<p>US\$ 1,000,000</p>	<p>All stakeholders remain committed to national reconciliation</p> <p>Adequate legal and policy frameworks in place</p> <p>Required financial and human resources available in time</p> <p>GoL budget gradually incorporates the costs of peacebuilding and reconciliation initiatives</p>

<p><i>protected</i></p> <p><i>Youth Empowerment: For youth, expand access to economic opportunities and participation in peace-building and leadership roles; improve their human rights</i></p>		community at start of the project TARGETS (2016): Increase in reported levels of safety; decreased levels of tolerance for SGBV by both men and women; 50 cases disposed of annually in each community MOV: community focus groups and individual surveys for baseline and endline; secretary reports from peace hut cases; interviews with claimants				
		Indicators: tbc Baseline: xx (June 2013) Target: xx (June 2016) MOV:	1.b) Strengthening local/traditional mechanisms for peace at county and district level	US\$ 1,500,000		
		Indicator: tbc Baseline: xx (June 2013) Target: xx (June 2016) MOV:	1.c) Palava Hut programme (INHRC)	US\$ 1,000,000		
		Potential Indicator: Number of cases resolved by Land Coordination Centres Baseline: xx (June 2013) Target: xx (June 2016) MOV: Land Commission records	2.a) Additional support to the Alternative Land Dispute Resolution (ADR) mechanism and the Land Commission	US\$ 2,000,000		
		Indicators: tbc Baseline: xx (June 2013) Target: xx (June 2016) MOV:	2.b) Conflict-sensitive management of natural resources, including in the extractive industries sector	US\$ 1,000,000		
	Youth, women and other marginalized members of conflict affected communities act as a catalyst to prompt the peace process and early economic recovery (PMP Result 3)	Indicators: tbc Baseline: xx (June 2013) Target: xx (June 2016) MOV:	3.a) National Youth Service Programme	US\$ 1,500,000		
		EXPECTED RESULT: Women secure increased income and economic security from their business activities POTENTIAL INDICATORS: Average level of annual business revenue of women-owned businesses; Average level of savings of women engaged in business BASELINES (2013): to be determined with full baseline	3.b) Women's empowerment	US\$ 2,000,000		

		assessment at start of project TARGETS (2016): 15% increase in average level of annual business revenue and average level of savings over the two-year period MOV: individual surveys of women participating in the project for baseline and endline (sampling size to be determined based on size of project and funding available)			
	Constitutional and legal reform	Indicators: tbc Baseline: xx (June 2013) Target: xx (June 2016) MOV:	4.a) Constitutional Reform	US\$ 2,000,000	
		Indicators: tbc Baseline: xx (June 2013) Target: xx (June 2016) MOV:	4.b) Support to the Law Reform Commission	US\$ 500,000	
	Effective coordination, technical assistance and M&E of PBF-supported projects	Indicators: tbc Baseline: xx (June 2013) Target: xx (June 2016) MOV:	5. Support to PBO for coordination, technical assistance communication and M&E	US\$ 2,500,000	
Total amount of funding requested under Priority Plan: US\$ 15,000,000					

Monitoring & Evaluation

A detailed M&E Plan (PBF template 4.1, *in the process of being completed*) will explain the M&E systems in place to monitor the implementation of the Priority Plan. The M&E Plan will provide clarity on: (i) how M&E data will be collected; (ii) who is responsible for M&E data collection; (iii) when will performance reviews take place; (iv) who is responsible for reporting and who is responsible for receiving such reports and within which timeframe; (v) what are the costs of the implementation of such system and how will they be covered (including which budget line).

Key M&E aspects include the following:

- Ensuring effective progress monitoring of all PBF-supported interventions.
- Quantitative and qualitative monitoring, including routine data collection, on-site monitoring visits, perception surveys, other reviews or studies where necessary, etc.
- National Reconciliation Barometer Survey (*still to be further discussed*)
- Regular progress reporting through half-yearly and annual reports (according to PBF/MPTF Office standard templates).
- Reviews and evaluations where necessary.
- Lessons learned feeding into decision-making by the Joint Steering Committee (JSC) for any required programme adjustments and strategic planning.
- Knowledge management.
- PBO M&E Unit will provide technical advice, support and training to key partners to develop specific tailor-made M&E systems and tools.