



Security Council

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Twenty-sixth progress report of the Secretary-General on the United Nations Mission in Liberia (UNMIL)

I. Introduction

1. By its resolution [2066 \(2012\)](#), the Security Council extended the mandate of the United Nations Mission in Liberia (UNMIL) until 30 September 2013 and requested me to keep it regularly informed of the situation on the ground as UNMIL continues its reconfiguration, as well as of progress towards achieving the transition benchmarks and of the progressive handover of security responsibilities to national institutions. The present report provides the requested information, as well as an update on major developments since my report of 28 February 2013 ([S/2013/124](#)).

II. Major developments

A. Political situation

2. On 11 March, the President of Liberia, Ellen Johnson Sirleaf, announced a reshuffle of her Government, according to her statement, to continue to achieve balance in the Administration along the lines of gender, ethnicity, religion and age. In total, from March to July, she appointed 6 ministers, including 1 woman, and 14 deputy ministers, 6 of whom were women.

3. On 8 July, the President announced the dismissal of four senior officials for allegedly engaging in illegal practices and requested the Legislature to concur with her dismissal of the Auditor General for conflict of interest. On 10 July, the House of Representatives concurred with the President. Despite those measures, some groups attempted to use allegations of nepotism and corruption to mobilize anti-government sentiment. On those grounds, in March, three civil society organizations announced their intention to hold demonstrations unless the Government addressed concerns regarding alleged nepotism and corruption. This dominated media coverage for several weeks and created public anxiety.

4. On 20 March, the President announced the replacement of three members of the Board of Commissioners of the National Election Commission, including the Chair, as the terms of most commissioners had expired. The main opposition party, the Congress for Democratic Change (CDC), alleged that the new Chair was a member of the governing Unity Party, violating the law and jeopardizing the Commission's neutrality. For several weeks, CDC boycotted the Commission's



activities, including a 7 May senatorial by-election in Grand Bassa County. Meanwhile, the Commission submitted draft revisions to the election law to the Legislature in March, including a provision requiring at least 30 per cent female representation on party nomination lists. On 5 July, the Legislature, accompanied by the Commission, began public consultations on the proposed amendments.

5. On 2 May, the Government submitted to the Legislature the draft budget for the fiscal year 2013/14, totalling \$553 million, some 17 per cent lower than the \$672 million for the 2012/13 budget, partly attributable to readjustments in revenue expectations after the 2012/13 budget was revised downward in April 2013 to \$540 million owing to contingent revenue shortfalls. The Legislature is currently reviewing the budget, although legislators have expressed concern that the review is hampered owing to difficulties in obtaining budget performance information.

6. The Legislature has demonstrated growing zeal in exercising oversight and law-making, although it continued to face challenges, including capacity constraints. It also increased its engagement in reform initiatives, including by extending an invitation to my Special Representative and the Head of UNMIL, Karin Landgren, to institute regular dialogue on these issues. The first such meeting was held on 3 July, and participants agreed to continue discussions on issues of importance to both the Legislature and the mandate of UNMIL.

7. There were several initiatives with respect to reconciliation. On 20 June, the President launched the National Reconciliation Road Map at a national conference organized by the Peace Ambassador, George Weah. The Road Map incorporates elements from the Truth and Reconciliation Commission's recommendations, emphasizing economic empowerment, a shared national identity and effective, decentralized justice and governance structures, as well as restorative and social justice, while not ruling out retributive justice for past crimes. The framework for the implementation of the Road Map, however, remains unclear. Ensuring an inclusive national history narrative is one of the outputs foreseen in the Road Map, and in May, the Government launched a project aimed at drafting history curricula for primary and secondary schools. The Independent National Commission on Human Rights also began implementing the "Palava Hut" initiative (see para. 28 below).

8. Important progress was made in various reform initiatives, including the constitutional review process. On 21 March, the President extended the mandate of the Constitution Review Committee by one year, to 2015. The Committee began to engage stakeholders, including legislators, political parties and civil society, while developing a strategy and a workplan. The United Nations continued to provide assistance through a United Nations Development Programme (UNDP) project signed with the Committee on 14 June and the facilitation of short-term deployments of constitutional experts and advisers to work with the Committee. Major challenges to the process include the tight timeline and significant funding constraints.

9. On 21 May, the Liberia Land Commission presented the President with the country's first land rights policy after two years of studies, wide-ranging consultations with all Liberian constituencies and public awareness-raising. The policy is expected to be translated into a draft act for consideration by the Legislature. The policy envisages a reconfigured system of land tenure to provide all Liberians with equal access and secure rights to land and property. It integrates all forms of land ownership to allow communities to enjoy the benefits of natural resources. Meanwhile, consultations at the national level are ongoing, in preparation for the drafting of a

land administration policy. The ultimate objective is to establish a single land governance agency.

10. The land alternative dispute resolution programme made significant progress with support from the Peacebuilding Fund. All five land coordination centres are now operational, undertaking assessments of land disputes in four counties and training their staff and alternative dispute resolution practitioners.

B. Security situation

11. The overall security situation in Liberia remained stable but fragile. Mob violence continued to be of concern, with 21 incidents reported since 1 March, the same as the corresponding period in 2012. Meanwhile, reports of armed robbery continued, with over a third of reported incidents involving firearms. Rates of sexual violence remained worryingly high, with an increase of 25 per cent of reported cases over the same period in 2012, and more than 20 per cent of reported incidents involved victims under the age of 10 years.

12. Land disputes and low public confidence in the justice system were among the triggers of mob violence. On 29 April, a homicide at the Bartel Jam gold mining camp in Grand Gedeh County prompted some 300 local residents to riot outside a police station. On 7 May, some 50 residents of a community near Monrovia protested against a Supreme Court ruling on land ownership. On 11 July, 400 villagers rioted at the police station in Totota, Bong County, following a police raid, provoking the police to fire warning shots. One civilian later succumbed to gunshot injuries, further exacerbating tensions between the police and the community. Inter-ethnic/religious tensions also escalated into violence, with the most significant clash occurring in Lofa County on 19 March resulting in 20 injuries and the destruction of property, including a mosque. Another clash occurred on 11 July in Grand Cape Mount County, when traditional Poro society members reportedly abducted a young person.

13. Tensions related to concessions continued to lead to violent demonstrations. On 19 April, workers at the Cocopa Rubber Plantation in Nimba County protested in relation to their benefits. A similar incident occurred at the Cavalla Rubber Corporation in Maryland County on 12 February. On 22 March, 4 June and 1 July, some 650 former workers at the Sime Darby Plantation, in Bomi County, protested against the non-renewal of their contracts. On 15 February, community members in Bong County rioted over the death of a mining company worker, reportedly due to a workplace accident.

14. The majority of demonstrations were peaceful, however. The largest occurred on 26 March, when approximately 1,000 Muslims protested against a petition to make Liberia “a Christian nation”, and on 26 April, when some 1,000 students demonstrated at the campus of the University of Liberia over alleged corruption in the university’s administration. Smaller demonstrations were held by motorcyclists, teachers, students and former Armed Forces of Liberia soldiers seeking payment of benefits.

15. The above-mentioned threats and regional instability have the potential to pose challenges to the protection of civilians and may result in the need for preventive or responsive action. UNMIL is developing a comprehensive strategy for the protection of civilians to anticipate and address these risks, which will be reflected in the Mission’s contingency planning and operational guidance.

C. Regional issues

16. The situation along the country's border with Côte d'Ivoire was relatively calm, but threats remained. As indicated in my most recent reports on the United Nations Operation in Côte d'Ivoire (UNOCI) ([S/2013/197](#) and [S/2013/377](#)), two cross-border attacks and one attempted attack on communities in Côte d'Ivoire near the border occurred in March 2013. Reports of organized cross-border attacks persisted. Robust liaison and information sharing between UNMIL and UNOCI and between UNMIL and Liberian security agencies have enabled joint analysis and rapid response.

17. On 17 April, the Liberian army ended Operation Restore Hope I and withdrew its forces from the border region with Côte d'Ivoire. Other security agencies, including the police and the Bureau of Immigration and Naturalization, continued to work through the joint task force based in Grand Gedeh County. Early in June, following information of possible cross-border attacks, the armed forces redeployed to the border areas under Operation Restore Hope II, which ended on 28 June. These activities appeared to have further weakened networks undermining border security and increased local confidence in the security agencies.

18. Judicial processes linked to cross-border incidents continued. A request by Côte d'Ivoire for the extradition of eight Ivorians detained in Liberia advanced to the Supreme Court after the Government dropped all charges against them in March, allowing the extradition process to commence. The defendants are wanted on charges related to the 8 June 2012 cross-border attack that led to the killing of seven UNOCI peacekeepers. The trial of 18 Liberians from Grand Gedeh County held on charges of mercenarism for alleged involvement in cross-border attacks in 2011 and 2012 is also under way after a long detention, which caused diaspora and citizens' groups to mobilize funding for their defence and threaten protests at Monrovia Central Prison.

19. The Governments of Liberia and Côte d'Ivoire continued to strengthen their bilateral engagement, including through a quadripartite framework involving both Governments, UNMIL and UNOCI. The second quadripartite meeting was held in Monrovia on 5 April, while in June, planning began for coordinated security operations on both sides of the border, with the presence of UNMIL and UNOCI. All assistance provided by UNMIL will be in keeping with the United Nations human rights due diligence policy. On 26 June, representatives of the two Governments met to develop plans for a Joint Council of Chiefs and Elders meeting foreseen for October.

20. The Government and UNMIL participated in a high-level meeting held in Dakar on 29 June, co-chaired by my Special Representative for West Africa, the President of the Economic Community of West African States (ECOWAS) Commission and the Secretary-General of the Mano River Union. It brought together senior officials from Côte d'Ivoire, Guinea, Liberia and Sierra Leone, as well as UNOCI and the United Nations Integrated Peacebuilding Office in Sierra Leone, to launch the process of developing a security strategy for the Mano River Union, as requested by the Security Council.

21. Inter-mission cooperation between UNMIL and UNOCI continued, including through regular meetings, information sharing, analysis and coordinated operations, while the respective United Nations country teams continued to deepen their cooperation. Funding has been secured for the implementation of the cross-border food security and social cohesion programme led by the Food and Agriculture

Organization of the United Nations, while support is being sought from the United Nations Trust Fund for Human Security for reconciliation processes on both sides of the border.

22. Despite localized electoral and ethnic-related instability in Guinea, the border area remained calm, with Liberian and Guinean security agencies and UNMIL conducting regular patrols. Similarly, the situation along the border of Liberia with Sierra Leone remained stable, and joint border patrolling continued with Sierra Leonean and Liberian security agencies.

D. Humanitarian situation

23. As at 30 June, there were 58,484 registered Ivorian refugees in Liberia. There was progress in the voluntary repatriation of the target of 16,000 refugees in 2013, with 9,472 returning to Côte d'Ivoire.

24. The closure and consolidation of refugee camps continued, streamlining protection, assistance and service delivery. In March, Dougee camp in Grand Gedeh County was closed and the remaining inhabitants were relocated to the camp in the same county on land formerly owned by Prime Timber Production Company (PTP camp) and to the Little Wlebo camp in Maryland County. The Saclepea camp in Nimba County was closed in July, and the Solo camp in Grand Gedeh County is expected to close by the end of 2013. Communities hosted 22,695 registered refugees, some of whom relocated to the camps in accordance with the Government's policy. The Office of the United Nations High Commissioner for Refugees (UNHCR) supported the Government in the voluntary relocation of 5,247 refugees. This progress notwithstanding, 1,490 new refugees were registered in Liberia from January to March, while from April to June there was an influx of some 1,000 Ivorian refugees into Nimba County.

25. A technical-level meeting of the Tripartite Commission, comprising representatives of Liberia, Côte d'Ivoire and UNHCR, was held in Monrovia in June to discuss the situation of Ivorian refugees in Liberia, including security, maintaining the humanitarian and civilian nature of asylum and issues related to camp location.

26. The United Nations country team's \$36 million humanitarian response plan, developed in lieu of a consolidated appeal, has been funded at 13.5 per cent. The need for food and nutritional assistance, education and health remained high, particularly in refugee-hosting border areas.

E. Human rights situation

27. Concerns remained with respect to the human rights situation, particularly as access to justice was limited and ineffective coordination between different parts of the justice sector exacerbated systemic problems. Harmful traditional practices continued to be reported, including female genital cutting and forced initiation into the Sande and Poro secret societies, despite Government initiatives to raise awareness of their negative impact.

28. The Independent National Commission on Human Rights continued its campaign against child sexual abuse and engaged stakeholders in developing the national human rights action plan. The Commission also held consultations in

13 counties from May to July in preparation for an August conference to launch the Palava Hut initiative. A total of 64 district Palava Hut committees have been established. However, the Commission continued to face organizational and capacity challenges. The Commission's Chairman resigned in May, and the nomination made to replace him was withdrawn by the President on procedural grounds. A new nomination process is ongoing.

29. The Government, with United Nations support, continued to prepare its report on the Convention on the Elimination of All Forms of Discrimination against Women. In February, the Government joined the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women)-led global initiative to commit to ending violence against women and girls, undertaking to adopt domestic violence legislation, fund the implementation of its national action plan on sexual and gender-based violence and improve women's and girls' access to justice. A national strategy for the implementation of the Convention on the Rights of Persons with Disabilities is awaiting validation by the Government.

F. Economic situation

30. The economy of Liberia enjoyed steady growth despite fluctuations in international commodities markets. Growth averaged about 7.73 per cent over the past three years and is expected to grow by 8.3 per cent in 2013, slightly down from 8.9 per cent in 2012. Average inflation stood at 8.4 per cent at the end of March, compared with 6.9 per cent at the end of 2012, but is forecast to fall to about 5 per cent by the end of 2013.

31. On 3 July, the International Monetary Fund, upon conclusion of the first review under the extended credit facility arrangement, noted strong economic growth due to rising activity in the mining, construction and service sectors. However, the report also noted that spillover to the rest of the economy was limited. It encouraged the strengthening of governance and transparency, while highlighting the importance of enhancing the financial oversight of State-owned enterprises and conducting audits of the Government's budget.

III. Development of national security and justice capacities

A. Security transition

32. UNMIL continued to draw down and reconfigure its military deployment. By the end of June, its military component had significantly reduced its presence throughout Liberia, with 4 of 15 counties no longer having a static UNMIL military presence and fewer resources available for static guard and escort duties in counties where UNMIL military presence remained.

33. Of the 11 facilities vacated by UNMIL in the first phase of the drawdown, 7 have been taken over by the Government, with all but 1 earmarked for use by security institutions. The Government faced significant challenges in assuming its new security responsibilities, as well as in making effective use of the newly acquired facilities. Obtaining the resources to equip these facilities and deploying additional security personnel were difficult, despite budget allocations for transition-

related activities in the 2012/13 national budget. A retreat to analyse the funding gap for the transition, which the Government had planned for March, has yet to take place. The Government has also undertaken an initiative to promote synergy between transition requirements and other security sector development programming.

34. The Government/UNMIL joint transition working group continued planning for the second phase of the drawdown, drawing on lessons learned from the first phase. The Government has reportedly earmarked \$10 million for the transition in the 2013/14 national budget, although the specific allocations would be identified during the envisaged retreat referred to in the preceding paragraph.

B. National security strategy and architecture

35. Allocations to all sectors, including security, decreased in the proposed 2013/14 national budget, although the overall security sector share of the budget increased by 1.1 per cent. Excluding allocations for the transition, the overall security budget has been reduced by 10 per cent, from \$81.17 million to \$72.9 million, and the police have suffered an 18 per cent cut from the previous fiscal year.

36. The implementation of the 2011 Security Reform and Intelligence Act remained slow. The Legislature is considering amendments to the Act, which, if passed, would reverse some of the earlier rationalization of security agencies. In addition, county security councils, local coordination bodies established by the Act, are operational in Lofa and Nimba Counties and partially operational in five others, with the Government aiming to establish them nationwide by the end of 2013. The process of developing a new national security strategy, which has not been updated since 2008, is expected to begin in August with a government-led conference on security sector reform.

37. Following the Ministry of Justice's withdrawal from the Legislature in February of a draft firearms control bill due to a lack of clarity on what constituted firearms, the text will be resubmitted following a significant revision. The Liberia National Commission on Small Arms has, for the first time, been allocated \$150,000 in the draft 2013/14 national budget, and as a cost-saving measure, the Minister of State continued to also serve as its Commissioner.

38. In March and April, the Government led a review of management and accountability mechanisms of the police, prosecution and judiciary as part of its statement of mutual commitments with the Peacebuilding Commission. Funded by the Peacebuilding Fund, the review produced a set of recommendations with respect to each institution and the justice system more generally.

C. National police

39. The Government continued its efforts to enhance the overall effectiveness of the Liberia National Police, with support from UNMIL. The police continued to have insufficient capacity and resources for the effective exercise of State authority outside Monrovia, due in large part to a lack of professional management, which is hindered further by politicization. In preparation for the conclusion of the national police's five-year strategic plan, the police and UNMIL are conducting a nationwide capacity assessment of the plan's implementation, expected to be completed in

August, to inform a new strategic development framework. Recommendations from the aforementioned review of management and accountability mechanisms will also inform the new framework, as well as civilian oversight mechanisms and the draft police law. The police continued its efforts to enhance internal oversight, including by developing plans to deploy its Professional Standards Division outside Monrovia so that citizens can more easily register complaints and address police misconduct.

40. Police training at the National Police Training Academy faced significant challenges and delays due to funding shortfalls. Donor funding was also required to provide food for the Academy and procure uniforms for recruits. In order to decentralize police training, in July UNDP completed a new regional training centre in Harper, Maryland County.

41. As at 1 August, the strength of the police stood at 4,556 personnel, including 812 women of whom 24 were in leadership positions. A total of 149 recruits, including 46 women, have graduated from the National Police Training Academy so far in 2013. The current strength of the Police Support Unit, whose target is to reach 1,000 by the end of 2013, stands at 888, including 97 women. With support from UNMIL, and in collaboration with the Ministry of Gender and Development, the police launched a nationwide recruitment campaign to increase female representation from 17 per cent to 20 per cent. Steps are also being taken to achieve gender equity at the management level, including by assigning senior female police officers as county commanders.

42. With a view to strengthening the senior management capacity of the police, an executive management development programme was initiated, providing a series of management and professional skills training for senior staff in partnership with the Ghana Institute of Management and Public Administration and UNDP. The Academy conducted 15 in-service middle management and supervisory training courses for 290 police officers, including 72 women.

43. The police, with UNMIL support, enhanced the capacity of the Crime Services Department with respect to investigations and the preparation of case files for prosecution and undertook a comprehensive assessment of its budgetary structures to identify capacity gaps. Three senior police officers from the Women and Children Protection Section participated in specialized training on sexual and gender-based violence.

44. The operational capacity of the Transnational Crime Unit and the International Criminal Police Organization National Central Bureau has increased. The Unit investigated several cases of human trafficking, while a joint operation against trafficking resulted in the recovery of illicit goods and the arrest and prosecution of five suspects. Personnel of the Transnational Crime Unit were trained by UNMIL on investigative skills, while others received specialized training in the United States of America and in Ghana. The respective Transnational Crime Units of Sierra Leone and Liberia exchanged visits to foster cooperation with regional counterparts under the West Africa Coast Initiative.

D. Bureau of Immigration and Naturalization

45. The Bureau of Immigration and Naturalization made progress with the implementation of its strategic plan, notably with the establishment of a budget

committee. Since March, it has also undertaken a nationwide registration of aliens and has taken the lead in drafting a new national migration policy.

46. The Bureau continued to build its capacity, with 250 new officers commencing training in July, while 100 officers have been identified for deactivation owing to old age or ill health. As at 1 August, the Bureau comprised 1,847 officers, including 555 women. The Bureau is making plans to develop the former UNMIL camp in Foya, Lofa County, into a training venue owing to space constraints at the National Police Training Academy.

47. The Bureau developed plans to enhance its Border Patrol Unit to reach a strength of 500, which will require external bilateral assistance. Meanwhile, on 2 July, about 75 officers assigned to the country's border with Côte d'Ivoire threatened to abandon their posts if they were not paid per diem promised to them. They agreed to remain at work while the Bureau resolves the issue with the Ministry of Finance.

E. Judicial, legal and corrections institutions

48. Further to the President's nomination, the new Chief Justice of the Supreme Court and an Associate Justice were commissioned on 29 April, bringing the Supreme Court to a full bench.

49. The justice sector made progress in several areas despite continued funding and capacity constraints. A national conference on criminal justice, supported by the United Nations, was jointly convened in March by the Ministry of Justice and the judiciary with the aim of addressing some of the systemic weaknesses in the justice system. Legislation to expand magisterial jurisdiction and amend the jury law so as to reduce the backlog of cases in circuit courts was passed in the Legislature and is awaiting the President's signature.

50. Initiatives to improve service delivery saw progress. The first justice and security hub in Gbarnga, Bong County, supported by the Peacebuilding Fund and inaugurated in February, is operational. While the court building is not yet ready, prosecutors, public defenders, personnel from the Sexual and Gender-Based Violence Crimes Unit, the Probation Service, the Police Support Unit and the Border Patrol Unit, corrections officers and national human rights monitors have already been deployed, with the Police Support Unit using the hub as a forward base from which to respond to security challenges in the three counties that it covers. Lessons learned from the development of the pilot hub have informed the development of the next two hubs, to be located in Grand Gedeh and Maryland Counties. The Peacebuilding Fund will continue to support the establishment of the four remaining hubs, although additional funding required for the fourth and fifth hubs has yet to be identified.

51. Shortcomings in the criminal justice system continued to be reflected in the low number of reported cases of sexual and gender-based violence, especially involving children, that are fully tried. Specific challenges in these cases relate, among others, to the gathering of evidence, including the lack of forensics equipment, and insufficient coordination between the police and prosecution, leading to weaknesses in the preparation of cases. The United Nations undertook an evaluation of the joint programme on sexual and gender-based violence, which highlighted the need for continued support for protection services, while increasing attention to prevention strategies.

52. Timely case management remained a challenge, resulting in the denial of justice to victims and the violation of the rights of alleged perpetrators. Pretrial detention remained at nearly 80 per cent of the prison population, with a corresponding negative impact on corrections facilities, with five prison disturbances and 13 recorded escape incidents during the reporting period. Weak infrastructure, overcrowding, absenteeism and a heavy reliance on untrained volunteer staff contributed to these incidents. Efforts to improve prisoner health care continued, with the Government including the cost of prison health-care services in the Essential Package of Health Services, introduced as part of the 10-year National Health Policy and Plan. Some progress was also made in terms of infrastructure with the completion of the administration block at the new prison near Monrovia.

53. As at 1 August, the system comprised 262 corrections officers, including 53 women. During the reporting period, 87 officers, including 15 women, participated in training on security and the non-lethal use of force.

F. Armed forces

54. On 22 June, Liberia deployed a platoon of 45 personnel embedded in the Nigerian contingent as part of the United Nations Multidimensional Integrated Stabilization Mission in Mali, with support from the United States. This represents the country's first contribution to United Nations peacekeeping since 1961.

55. The armed forces are expected to become fully operational by 2014. They held a nationwide recruiting campaign in April and May to increase their total strength of 1,904 by 300 personnel. In May, the Operations Chief, a Liberian, was promoted to Deputy Chief of Army Staff, the second in command of the armed forces under the ECOWAS-appointed Nigerian Chief of Staff.

56. As indicated in paragraph 17 above, the armed forces continued to participate in joint security initiatives along the border with Côte d'Ivoire until June and engaged in joint planning for coordinated operations with Ivorian armed forces, helping to develop capability to conduct limited independent operations. This progress notwithstanding, the armed forces still face significant financial, operational and logistical challenges that will require continued external support. The national defence strategy is awaiting approval by the Minister of Defence, as is the draft code of military discipline.

57. The Liberian Coast Guard, comprising 50 personnel, continued to patrol the intercoastal waterways and territorial waters of Liberia, seizing three illegal fishing vessels.

IV. Extension of State authority throughout the country

A. State authority

58. The extension of State authority and the Government's capacity to deliver social services continued to improve gradually. However, many parts of the country lack infrastructure and effective local administration. UNMIL supported county officials in establishing coordination mechanisms, although relevant officials were often absent from County Development Steering Committee meetings. Challenges in

the management of social and county development funds also continued to be faced, including misappropriation and non-adherence to guidelines.

59. There was progress in developing an implementation plan for the Government's decentralization and local governance policy. The five-year budget for implementation was revised from \$50 million to \$27.1 million, with a funding gap of \$3.1 million. A draft local government bill will be submitted to the Legislature after approval by the Cabinet. Its adoption would require an amendment of the Constitution. The Governance Commission also developed a strategy for the phased deconcentration of functions over the next three years in 12 sectors, including education, health, agriculture, finance, gender and public works.

60. Many areas remain largely inaccessible. In order to increase access, the Ministry of Public Works is monitoring a new road maintenance scheme incorporated into all government-funded road projects. The Government has annual maintenance contracts on all major roads covering more than 800 km and running from April to October.

B. Governance

61. There were some positive measures taken to improve transparency and accountability amid expressions of public concern. On 21 May, the Liberia Anti-Corruption Commission released a report on its first verification of assets belonging to public officials. Of 63 officials audited, 30 were found to have made truthful declarations, while 33 were found to have misrepresented their assets, were uncooperative or did not complete the exercise. Given the continued lack of a legal policy on non-compliance, the next steps remain unclear.

62. Progress also remained slow in auditing public institutions and implementing audit recommendations, and the General Auditing Commission has not completed any audits since 2011. The Legislature has yet to take action on recommendations arising from audits conducted prior to 2011. However, the Commission reached a historic understanding with the Legislature for the latter to introduce public hearings on its reports.

63. Efforts continued to promote sound fiscal management through the medium-term expenditure framework, in which national and sectoral investment priorities are reflected in the national budget. The Government adopted the Open Budget Initiative to disseminate information on revenue and expenditure as part of its commitment to enhance transparency. The secretariat of the Public Accounts Committee in the Legislature was also launched in May to promote accountability.

C. Natural resources

64. A significant portion of the country's territory has been conceded to private companies under various arrangements, and Government revenue from those enterprises is increasing. On 16 May, the Liberia Extractive Industries Transparency Initiative released its fourth reconciliation report, covering the period from July 2010 to June 2011, in which Liberia reported receiving \$117.5 million from extracted resources in the 2010/11 fiscal year, a 70 per cent increase from 2009/10.

65. The Government has struggled to match the growth in revenue with effective oversight, often addressing issues through ad hoc measures. Another report of the Initiative released in May concluded that none of the 66 private use permits in the forestry sector were fully compliant with applicable regulations. Companies with forest management and timber sales contracts operated with minimal supervision, and communities continued to complain about the non-payment of the share of land rental fees due to them by law. Furthermore, a number of important recommendations of the August 2012 special independent investigative body to review private use permits have not been implemented, including an audit of the Board of Directors, prosecution of officials found culpable and an inventory and seizure of all logs felled under private use permit contracts. On 12 June, the Forestry Development Authority began issuing notices to permit holders informing them of the Government's intention to revoke their licences, and the Forestry Management Advisory Committee was dissolved on 16 July owing to, inter alia, its failure to exercise due diligence in awarding permits. The contract of the commercial agency responsible for the chain of custody for timber export expired in December 2012. After six months of negotiation, it was renewed for one month in July, with extensions to be granted on a monthly basis pending the establishment of a verification department that would assume oversight. The multitude of problems in the forestry sector continued to overwhelm the Authority, which remained underfunded and understaffed. Meanwhile, tax arrears owed by commercial timber operators have grown to \$33 million.

66. Communities continued to express dissatisfaction with agricultural concessionaires on the grounds that they threaten community land access, livelihoods and traditional ways of life. These have been exacerbated by insufficient consultation, unpaid benefits and dissatisfaction over working conditions. From April to July, three concessionaires collectively laid off some 1,400 workers, citing community resistance to the expansion of plantations. The effective implementation of tripartite mechanisms for conflict resolution contained in concession agreements remained elusive, with mediation mainly undertaken by civil society and non-governmental organizations.

67. Following a series of consultative meetings with companies in March and April, the President mandated an inter-agency committee to help companies acquire land through community consultations. On 18 April, the President signed an executive order declaring a moratorium on the export of unprocessed natural rubber until a comprehensive regulatory framework is developed. While these measures have had some impact, a coherent approach to effective oversight of concessions has yet to be established.

68. The Government and the Kimberley Process Certification Scheme review mission, which visited Liberia from 18 to 28 March, agreed that national institutions continued to face technical and financial challenges in managing the alluvial diamond sector and in abiding by the principles and recommendations of the Scheme. However, some progress was made in strengthening the monitoring and control of the sector with a comprehensive survey of all gold mining sites conducted by the Ministry of Lands, Mines and Energy between December 2012 and March 2013 that will be used for a database currently under development.

69. On 26 March, the Legislature ratified a production-sharing agreement with foreign petroleum companies, including \$50 million in upfront payments, taxes and fees; equity participation for Liberians; and the provision of social development

funds. The ratification was accompanied by controversy and considerable media and public attention as many legislators questioned the propriety of the agreement while a legislative review of laws related to the petroleum sector was ongoing.

V. Cross-cutting issues

A. Integration of the United Nations system

70. The United Nations continued to strengthen its “Delivering as one” approach in Liberia through the “One programme 2013-2017”. The four pillars of the programme have integrated annual workplans detailing programmatic commitments and budgetary requirements. The United Nations country team developed a common monitoring framework, harmonizing the midyear and annual reporting mechanisms of United Nations agencies, and made progress in developing a common operations platform and business operations strategy to strengthen the harmonization of procurement, finance and administration, and human resources.

B. Public information

71. On 3 May, World Press Freedom Day, the Director of the Executive Protection Service threatened journalists about questioning the integrity of the Government, generating considerable controversy. The Press Union of Liberia announced a week-long media blackout of coverage of the Executive in response. The President has reaffirmed her commitment to freedom of the press, although the country’s media law has not been amended to bring it in line with the 2007 Declaration of Table Mountain on press freedom in Africa signed by Liberia in 2012.

72. UNMIL continued to sensitize the population to the Mission’s transition. UNMIL Radio also worked with UNOCI to broadcast French-language programmes on Ivorian reconciliation initiatives for the benefit of Ivorian refugees in the border counties of Liberia.

C. Gender

73. The Constitutional Review Committee, with support from UNMIL, held a consultative forum with women in April. In addition, UNMIL provided technical assistance for gender mainstreaming in the decentralization and land reform processes. Furthermore, steps have been taken to strengthen coordination in support of the Government-United Nations Joint Programme on Sexual and Gender-Based Violence, and a midterm evaluation of the Programme was finalized under the auspices of the United Nations Population Fund. UN-Women supported women’s “peace huts” to build their conflict resolution capacity. UNMIL continued to provide gender skills training for civilian and uniformed mission personnel.

D. HIV/AIDS

74. During the reporting period, UNMIL conducted training on HIV/AIDS awareness for 1,691 newly deployed troops, while 2,216 were voluntarily tested for

HIV. Furthermore, trainers from the Liberian security agencies, previously trained by UNMIL, conducted 19 awareness-raising sessions on HIV/AIDS for 715 Liberian security officers and 75 prison inmates.

E. Conduct and discipline

75. UNMIL continued its efforts to prevent misconduct. Focus group discussions were held with community and religious leaders, and educational materials were distributed to raise awareness of the United Nations policy of zero tolerance for sexual exploitation and abuse, as well as victim assistance mechanisms. Between 1 February and 1 August, 22 allegations of serious misconduct were reported, including 1 allegation of sexual exploitation and abuse.

F. Security and safety of United Nations personnel

76. Criminal activity, traffic accidents, mob violence and infectious diseases remained the primary threats to United Nations personnel. Between 1 February and 1 August, six United Nations personnel were the target of armed robbery, while 45 non-weapon-related crimes, including burglary, theft and assault, were reported. There were two cases of mob violence threatening personnel or assets and five cases of arrest and detention of United Nations national staff. Eight national, four international and two military personnel died as a result of illness during the period under review.

VI. Deployment of the United Nations Mission in Liberia

A. Military component

77. As at 1 August, the Mission's military strength stood at 5,853 personnel, including 220 women, out of an authorized ceiling of 5,940. The military component includes a force headquarters in Monrovia, four infantry battalions deployed in two sectors, a battalion-sized quick reaction force based in Monrovia and two forward operating bases near routes to the borders with Côte d'Ivoire and Guinea.

78. Pursuant to Security Council resolution [2066 \(2012\)](#), the UNMIL military component completed the first of three drawdown phases. By 30 June, a total of 2,026 military personnel, comprising two infantry battalions (1,505 troops), an engineering company (258 troops), two signals companies (151 troops), a logistics company (60 troops), a military police detachment (20 troops), an aircraft unit (30 troops) and two staff officers, departed the Mission. UNMIL no longer has a military presence in Grand Bassa, Grand Kru, River Cess and Sinoe Counties. Further military reductions will continue to take place in a phased manner, while the situation will be kept under close review.

79. UNMIL and UNOCI supported each other through inter-mission cooperation arrangements and coordinated border activities, including twice-monthly joint border meetings and air patrols. UNMIL conducted aerial patrols simultaneously with UNOCI and carried out several separate cross-border air patrols. Three armed helicopters were transferred to UNOCI on 19 July, to be used in both countries,

along and across the common border. In addition, UNMIL transferred four armoured personnel carriers to UNOCI. Inter-mission cooperation will become increasingly important as UNMIL continues its downsizing.

B. Police component

80. As at 1 August, the police strength of UNMIL stood at 1,474 personnel, including 181 women, out of an authorized ceiling of 1,795, including 498 advisers and 10 formed police units. The UNMIL police component currently comprises 468 police advisers (including 51 women), 23 immigration advisers (including 3 women) and 983 officers (including 127 women) in eight formed police units, of which three are deployed in Monrovia and one is deployed in each of the following cities: Buchanan, Gbarnga, Tubmanburg, Voinjama and Zwedru. Further to resolution [2066 \(2012\)](#), two additional units have been identified for deployment, one of which is expected to deploy before the end of 2013. The Mission also has 32 corrections officers (including 5 women).

C. Civilian component

81. As at 1 August, 1,387 civilian personnel were serving in the Mission, of whom 23.82 per cent were women, out of a budgeted total of 1,577 civilian personnel. Of the 473 substantive staff, 26.22 per cent were women, while 22.93 per cent of the 1,138 administrative staff were women.

VII. Financial aspects

82. The General Assembly, in its resolution [67/277](#), appropriated the amount of \$476.3 million, equivalent to approximately \$39.7 million per month, for the maintenance of the Mission for the period from 1 July 2013 to 30 June 2014. Should the Security Council decide to extend the mandate of UNMIL beyond 30 September 2013, the cost of maintaining the Mission until 30 June 2014 would be limited to the amounts approved by the Assembly.

83. As at 15 July, unpaid assessed contributions to the Special Account for UNMIL amounted to \$33.4 million. The total outstanding assessed contributions for all peacekeeping operations as at that date amounted to \$1,246.9 million.

84. As at 30 June, amounts owed to troop and formed police contributors totalled \$35.6 million. Reimbursement of troop/formed police and contingent-owned equipment costs have been made for the period up to 30 April and 31 March, respectively, in accordance with the quarterly payment schedule.

VIII. Observations

85. The tenth anniversary of the signing of the 2003 Comprehensive Peace Agreement, which led to the establishment of UNMIL, will be on 18 August. This date marks 10 years of progress towards fulfilling the promise of a peaceful and democratic society and giving all citizens a stake in the future of Liberia. I salute the important strides that Liberia continues to make towards this objective. Much

remains to be done, however, to address the underlying sources of past conflict and to meet new challenges so that all Liberians benefit equally from the country's progress. It will therefore be important to continue to vigorously pursue reforms aimed at strengthening institutional inclusiveness, accountability, transparency and the rule of law. The strong leadership and political will of the President and the Government remain essential to deepening and accelerating the country's positive transformation, as is the full engagement of all sectors of society.

86. The constitutional review process now under way offers Liberia an important opportunity to build the foundations for a more stable, democratic and just political system. I am encouraged by efforts to initiate an inclusive review process and recognize that considerable work is required to secure full public participation in the face of resource and capacity challenges, as well as tight timelines. The Government's political and financial commitment, together with support from the international community, will be critical to the success of the process. The United Nations will continue to extend its strong support.

87. I welcome the launch of the National Reconciliation Road Map and related initiatives by the Government. I am pleased to note that many of the elements of the recommendations of the Truth and Reconciliation Commission are included in the Road Map. These include the Palava Hut community truth-telling mechanism, the development of an inclusive people's history and the empowerment of women and children. I call upon the country's leaders — political, civil society, business and religious — to help sustain the momentum of reconciliation initiatives so that the bitter divides of the past can be put to rest and greater social cohesion achieved among all Liberians.

88. I also welcome the progress in decentralization and land reform, which moves towards enabling all Liberians to enjoy equitable access to services and livelihoods and greater influence on decisions that affect their daily lives. Successful land reform will remove one of the major impediments to peace consolidation, and I would urge Liberia to translate the land rights policy into law and implement it swiftly and effectively.

89. These advances should be accompanied by further efforts to improve accountability and oversight. The rule of law, in which all laws are applied evenly and under which all individuals and institutions are accountable, will remain at the centre of efforts to consolidate the country's peace and stability. The principal bodies entrusted with maintaining the rule of law continue to be challenged by weak enforcement mechanisms to address mismanagement and abuse. Much more needs to be done to foster trust and confidence in public institutions, many of which continue to struggle with capacity and other constraints to providing effective oversight. Given the challenges in this regard, it is positive that President Johnson Sirleaf has been appointed as the new Chairperson of the African Peer Review Forum. Her remarks at the Group of Eight Summit in June about the importance of transparency, particularly in the natural resource sector, demonstrate focus on these issues.

90. These capacity and oversight problems are particularly acute in the area of natural resource management. Liberia is to be commended for its efforts to increase transparency in the sector, and I congratulate Liberia for being given a seat on the regional board of the Extractive Industries Transparency Initiative. However, additional measures are needed to see resources managed in a coherent and effective manner while respecting the laws of the land and providing benefits for all

communities. Future economic well-being will be dependent on the responsible exploitation of the country's natural resources, and past experience has shown that a lack of control can be a contributing factor to conflict.

91. Sustaining the progress made in stabilizing the country, and continuing the security transition, will require that Liberian security agencies be more fully able to address security threats while being more accountable. I am encouraged by continued efforts to professionalize the national police and the Bureau of Immigration and Naturalization, including strengthened recruitment and training. I call upon both institutions to further enhance their capabilities, including in institutional management and administration, to provide security and public order. The continuation of these positive dynamics will facilitate the transition of UNMIL. In this regard, I am pleased to note the excellent cooperation between the Government and UNMIL, resulting in the completion of the first phase of the Mission's military drawdown and facilitating the handover of some facilities and security responsibilities to national authorities. However, it remains critical that the Government provide sufficient financial resources and other required support, as envisioned in the transition plan, to enable security agencies to assume greater responsibilities more effectively and rapidly, as UNMIL further pursues its drawdown.

92. With regard to the effective functioning of the criminal justice system, the operationalization of the first justice and security hub is a welcome development. Lessons drawn from this experience will usefully inform the approach to the next two hubs as a means of extending sorely needed access to justice and security across the country. However, additional resources will be needed to make this initiative a success.

93. I remain deeply troubled by the high rates of sexual and gender-based violence, especially involving children, and the low number of related prosecutions, in effect creating widespread impunity for these serious crimes. The country's stability depends on good governance, an effective justice system and the protection of human rights for all, and I strongly encourage the Liberian authorities to make greater efforts to this end.

94. The security situation in the border areas between Liberia and Côte d'Ivoire has improved, and I note the positive role that the former's security agencies have played in stabilization efforts, including the Liberian army. However, sporadic cross-border attacks, persistent reports of planning and organization of further attacks and the financing of former militia and mercenary networks remain a concern. In the light of the significant scale of voluntary repatriation by Ivorian refugees, I have encouraged the Governments of Liberia and Côte d'Ivoire to review factors that could be standing in the way of accelerated returns.

95. I therefore welcome the exemplary cooperation between Côte d'Ivoire and Liberia, including through the quadripartite framework, on matters of shared concern and the steps being taken to increase stability in the border area. I encourage this close cooperation to continue, with the support of UNOCI, UNMIL and the two United Nations country teams, including in the development of a joint strategy to address the multidimensional nature of the issues affecting their shared border. I also welcome the progress made to develop a Mano River Union security strategy and the commitment of Liberia in this regard. The United Nations will continue to support the respective Governments in these initiatives.

96. In accordance with resolution 2066 (2012), the first phase of adjustments to the military strength of UNMIL was completed on schedule in June, reducing its 7,952 military personnel by 2,026 to reach its current strength of 5,926. Pursuant to the resolution, the situation was kept under close review as the drawdown took place. While the Government continued to face challenges to the effective reinforcement of the areas vacated by UNMIL troops, those areas have so far remained stable.

97. I therefore recommend that the next phase of the Mission's military drawdown continue as planned, subject to the extension of its mandate, which would involve the repatriation of 1,129 troops, comprising the two sector headquarters, one infantry battalion and related enablers, from August 2013 to July 2014, to reach a total military strength of 4,797 troops. During this period, UNMIL would continue the reconfiguration and consolidation of the residual force in Monrovia and along border areas, in particular the border with Côte d'Ivoire. It will also implement a more streamlined command and control structure, along with an increased mobile posture with quick reaction capability.

98. The next phase of transition will require that the Government make greater efforts to scale up the capabilities of its security agencies to reach a level of operationality and administration that can be sustained. In the light of the capacity gaps, there continues to be a need for support from UNMIL police, while UNMIL formed police units will address any security vacuum resulting from the Mission's military drawdown. I would therefore also recommend maintaining its current authorized police strength of 1,795 personnel, including 10 formed police units.

99. There has been significant progress since the signing of the Comprehensive Peace Agreement in achieving and maintaining stability, developing democratic processes and institutions and initiating important reform efforts. In spite of this, more needs to be done to strengthen the political, economic and social foundations for the country's long-term stability and facilitate further peace consolidation. The presence of UNMIL as a stabilizing factor remains essential, particularly in view of the multitude of challenges described in the present report. I therefore request that the Security Council extend the mandate of UNMIL for a period of one year, until 30 September 2014.

100. In conclusion, I wish to thank my Special Representative for Liberia, Karin Landgren, as well as all United Nations civilian and uniformed personnel, for their dedication towards peace consolidation in Liberia. I would also like to thank all troop- and police-contributing countries, ECOWAS, the African Union, other regional and subregional organizations, multilateral and bilateral development partners, the Peacebuilding Commission, United Nations agencies, funds and programmes and Liberian and international non-governmental organizations for their commitment and contributions to sustaining peace and development in Liberia.

Annex I

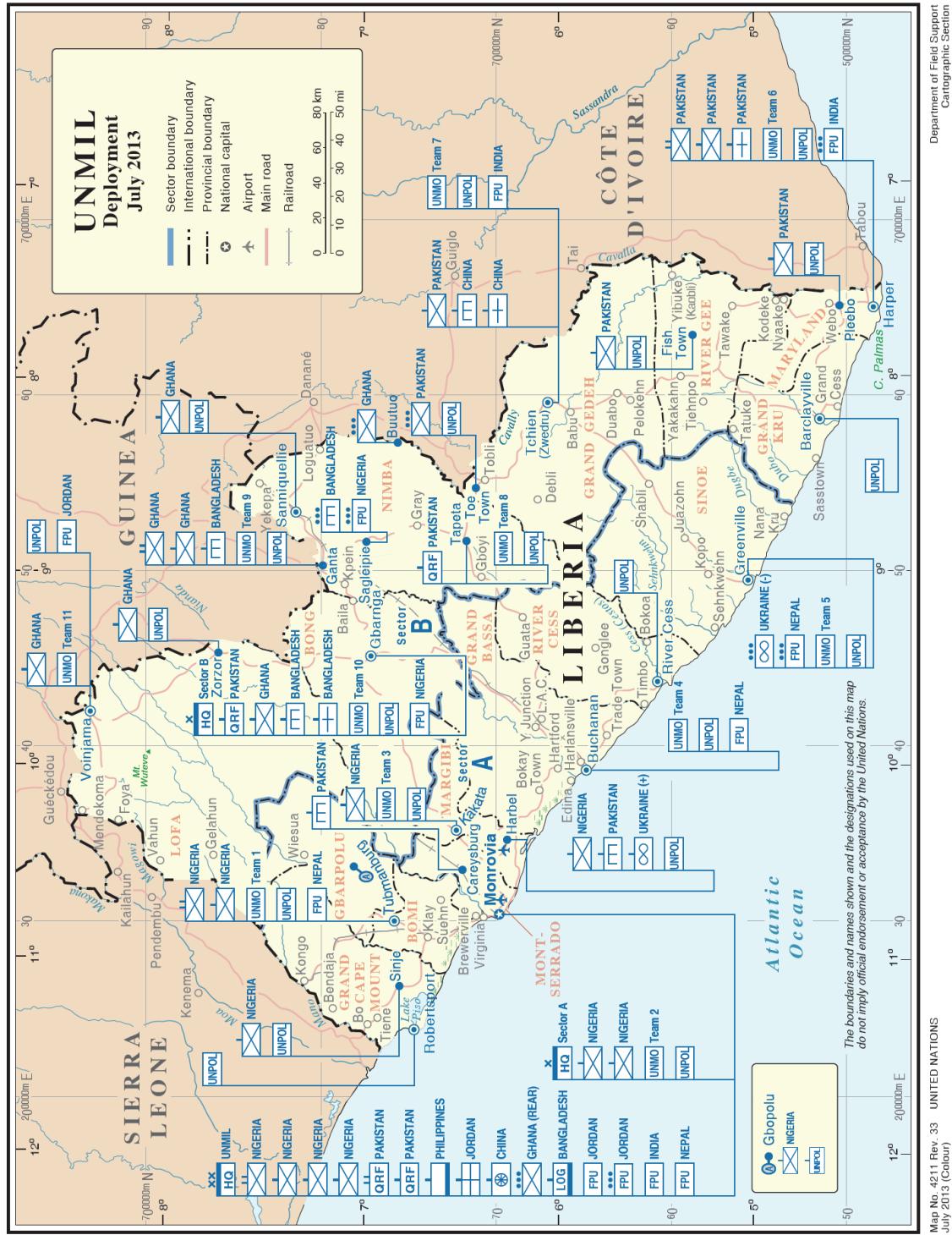
United Nations Mission in Liberia: military and police strength as at 30 July 2013

Country	<i>Military component</i>					Civilian police
	Military observers	Staff officers	Troops	Total	Formed police units	
Argentina	—	—	—	—		12
Bangladesh	10	7	509	526		15
Benin	2	1	—	3		—
Bolivia (Plurinational State of)	1	—	—	1		—
Bosnia and Herzegovina	—	—	—	—		10
Brazil	4	2	—	6		—
Bulgaria	2	—	—	2		—
China	2	6	547	555		18
Croatia	—	2	—	2		—
Czech Republic	—	—	—	—		—
Denmark	3	2	—	5		—
Ecuador	2	1	—	3		—
Egypt	7	—	—	7		5
El Salvador	—	—	—	—		3
Ethiopia	9	4	—	13		—
Fiji	—	—	—	—		31
Finland	—	2	—	2		—
France	—	1	—	1		—
Gambia	2	—	—	2		20
Germany	—	—	—	—		5
Ghana	9	7	694	710		27
India	—	—	—	—	245	4
Indonesia	1	—	—	1		—
Jamaica	—	—	—	—		—
Jordan	4	5	112	121	239	10
Kenya	—	2	—	2		25
Kyrgyzstan	3	—	—	3		3
Lithuania	—	—	—	—		1
Malaysia	4	—	—	4		—
Mali	—	—	—	—		—
Mongolia	—	—	—	—		—
Montenegro	2	—	—	2		—
Namibia	1	3	—	4		3
Nepal	2	3	15	20	379	16
Niger	1	—	—	1		—

Country	<i>Military component</i>					<i>Formed police units</i>	<i>Civilian police</i>
	<i>Military observers</i>	<i>Staff officers</i>	<i>Troops</i>	<i>Total</i>			
Nigeria	8	10	1 456	1 474		120	16
Norway	–	–	–	–			10
Pakistan	7	8	1 974	1 989			21
Paraguay	2	1	–	3			–
Peru	1	1	–	2			–
Philippines	–	1	110	111			33
Poland	1	–	–	1			3
Republic of Korea	1	1	–	2			–
Republic of Moldova	2	–	–	2			–
Romania	2	–	–	2			–
Russian Federation	4	–	–	4			9
Rwanda	–	–	–	–			9
Samoa	–	–	–	–			–
Senegal	1	2	–	3			–
Serbia	4	–	–	4			6
Sri Lanka	–	–	–	–			14
Sweden	–	–	–	–			14
Switzerland	–	–	–	–			4
Thailand	–	–	–	–			2
Togo	2	1	–	3			–
Turkey	–	–	–	–			23
Uganda	–	–	–	–			14
Ukraine	2	2	237	241			17
United States of America	4	6	–	10			14
Uruguay	–	–	–	–			4
Yemen	–	1	–	1			6
Zambia	3	–	–	3			17
Zimbabwe	2	–	–	2			31
Total	117	82	5 654	5 853		983	475

Annex II

United Nations Mission in Liberia: deployment as at July 2013



Department of Field Support
Cartographic Section