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United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Report of the Secretary-General

I. Introduction

1. The present report, submitted pursuant to paragraph 55 of Security Council resolution [2556 \(2020\)](#), covers developments in the Democratic Republic of the Congo from 19 June to 17 September 2021. It describes progress made in the implementation of the mandate of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) since the previous report, of 21 June 2021 ([S/2021/587](#)). The report contains an overview of political developments and of the Mission's pursuit of a comprehensive approach to the protection of civilians and the stabilization and strengthening of State institutions and key governance and security reforms. Additionally, it highlights the development with the Government of the Democratic Republic of the Congo of a transition plan on the basis of the joint strategy on the progressive and phased drawdown of MONUSCO ([S/2020/1041](#), annex), as requested by the Council in its resolution [2556 \(2020\)](#). The transition plan is contained in the annex to the present report.

II. Political developments

2. Tensions mounted between political and civil society actors regarding the electoral reforms ahead of the elections foreseen in 2023, while the Government of the Union sacrée de la nation (USN) coalition completed its first 100 days.

3. On 3 July, President Félix Tshisekedi promulgated the law reforming the Commission électorale nationale indépendante (CENI). Thereafter, the National Assembly issued a timeline for the designation process of the CENI bureau and plenary members. On 4 August, Prime Minister Jean-Michel Sama Lukonde encouraged relevant stakeholders to designate CENI members while reconfirming that a foreseen census would not be a precondition for the holding of elections. However, the Plateforme des confessions religieuses, which submits the name of the proposed candidate for CENI President to the National Assembly, did not reach a consensus on a candidate by 17 August as envisaged in the timeline, thereby delaying the process. As a result, hostile protests by unidentified youth took place on 1 August at the residence of the Archbishop of Kinshasa, Cardinal Fridolin Ambongo, prompting widespread condemnation across the political and social spectrum.



Additionally, members of the opposition and the majority conditioned the designation of candidates on an inclusive consensus on electoral reforms, while several civil society organizations called for the depoliticization of CENI.

4. On 8 July, deputy Cerveau Pitshou Nsingi, of USN, submitted to the National Assembly bureau a draft law to amend and supplement the 2004 law on nationality and particularly to limit key State positions to citizens born to two Congolese parents. Some political and civil society actors interpreted the draft law as a threat to national cohesion and stability and as an attempt to exclude some political figures from the 2023 presidential poll. Likewise, recent allegations against Senator Augustin Matata Ponyo (Independent) of mismanagement of public funds while he was Prime Minister, from 2012 to 2016, were also interpreted by some political actors as a means to neutralize a potential presidential candidate.

5. In the context of her good offices, the Special Representative of the Secretary-General continued her engagement with the President, the members of the Government, Parliament, political leaders, and civil society actors. That engagement primarily centred around the issue of credible, transparent, inclusive, peaceful and gender-balanced political and electoral processes leading up to the 2023 elections, supporting the Government in addressing insecurity against the backdrop of the state of siege in Ituri and North Kivu provinces and addressing hate speech.

6. On 4 August, Prime Minister Lukonde took stock of the first 100 days of his Government. He commended the successes achieved on the security front since the entry into force of the state of siege on 6 May. Meanwhile, Members of Parliament noted that insecurity continued despite the fifth extension of the state of siege authorized by the National Assembly and Senate on 3 and 4 August, respectively, and urged the Government to provide an assessment of the state of siege's effectiveness. A seventh extension was authorized by the National Assembly on 30 August and by the Senate on 1 September. On 14 September, the Defence and Security Standing Committee of the National Assembly concluded hearings undertaken to assess of the state of siege.

7. On 15 July, the Executive Board of the International Monetary Fund approved the \$1.5 billion programme under the extended credit facility arrangement to support structural reforms to strengthen revenue mobilization, reinforce monetary policy and boost inclusive growth. The Executive Board granted, on 2 August, an additional \$1.5 billion from a general allocation of special drawing rights to supplement the country's foreign exchange reserves and to support pandemic recovery.

8. Cooperation with neighbouring countries has progressed positively. The fourth meeting of the heads of intelligence and security services of Burundi, the Democratic Republic of the Congo, Rwanda, Uganda and the United Republic of Tanzania took place on 6 July in Bujumbura, Burundi. The meeting, attended by the Special Representative, resulted in the adoption of the Contact and Coordination Group's two-year action plan and the decision to establish a Centre de coordination conjointe des opérations to address the threat of the Allied Democratic Forces (ADF).

9. President Tshisekedi and President Paul Kagame of Rwanda undertook reciprocal visits to Gisenyi and Goma on 25 and 26 June, respectively. They assessed the impact of the volcanic eruption of Mount Nyiragongo on 22 May, including on women and girls consequently at increased risk of sexual and gender-based violence. They also signed three bilateral agreements on promoting and protecting investments, income taxes and tax evasion, and the gold sector. On 13 July, President Evariste Ndayishimiye of Burundi met with President Tshisekedi in Kinshasa and discussed the security situation in eastern Democratic Republic of the Congo. The visit resulted in the resumption of the joint commission between Burundi and the Democratic Republic of the Congo. From 31 August to 2 September, the Commission met in

Kinshasa and agreed to strengthen cooperation to neutralize armed groups and reinforce border security, including by demarcating borders. Bilateral relations with Uganda also continued to improve during the reporting period, in particular following President Tshisekedi's meeting with President Yoweri Museveni on 16 June in Kasindi and Mpondwe, border towns of Uganda and the Democratic Republic of the Congo.

10. From 17 to 18 August, President Tshisekedi attended the forty-first Ordinary Summit of Heads of State and Government of the Southern African Development Community (SADC) in Lilongwe. President Tshisekedi was elected to assume the SADC chairpersonship for 2022–2023.

III. Security situation

A. Ituri Province

11. Despite the state of siege, the security situation in Ituri deteriorated, in particular in Djugu and Irumu territories, owing to armed group activity, causing population displacement. The Armed Forces of the Democratic Republic of the Congo (FARDC) were reinforced, which enabled the launch of offensive military operations in southern Irumu territory on 6 July, and in eastern Djugu territory on 29 July. From 19 June to 6 September, 268 civilians, including at least 37 women and 13 children, were killed, and 64 civilians, including at least six women and three children, were injured.

12. In Djugu and Mahagi territories, *Coopérative pour le développement du Congo* (CODECO) factions continued to attack FARDC positions and civilians. From 19 June to 6 September, CODECO factions killed 96 civilians, including at least 16 women and 6 children. Additionally, CODECO looted and damaged property, causing the displacement of civilians. At the beginning of August, the United Nations Office for the Coordination of Humanitarian Affairs estimated that 1.7 million internally displaced persons (IDPs) were present in Ituri.

13. In Irumu Territory, frequent ADF attacks constituted the most significant threat to civilians on both sides of the border between Ituri and North Kivu provinces. In particular, suspected ADF combatants carried out daily attacks targeting civilians in Banyali Tchabi and Bahema-Boga chieftaincies and near Tchabi between 20 and 25 June, on 26 and 27 July, and on 4 August. From 19 June to 6 September, 134 civilians, including at least 17 women and two children, were killed during ADF attacks, while at least 235 civilians were abducted. As at 6 September, at least 13,200 IDPs had left areas threatened by the ADF to Komanda, Bukiringi and Bogoro. Other IDPs, mainly from the Hutu community, assembled in a camp near a MONUSCO base in Tchabi. On 27 July, MONUSCO responded to an ADF attack against an FARDC position in Busio and evacuated four injured FARDC soldiers. On 29 July, MONUSCO held, then handed over to authorities, nine alleged ADF elements and transferred two children associated with the group to child protection actors.

14. Incidents involving the *Force de résistance patriotique de l'Ituri* (FRPI) and the *Front patriotique et intégrationniste du Congo* decreased compared to the previous report. From 19 June to 6 September, eight civilians, including at least one woman, were killed, and five men were injured as a result of such incidents. Nonetheless, in southern Irumu territory, the security situation and intercommunal tensions between the Hutu community and several other communities prompted FRPI to increase recruitment, while the disarmament and demobilization process of the group remained at a standstill.

B. North Kivu Province

15. In the Grand Nord area, the security situation continued to deteriorate owing to ADF attacks in Beni territory, especially in the south-eastern (Rwenzori sector) and northern parts (Watalinga Chefferie and Beni-Mbau sector, bordering Ituri), despite ongoing FARDC operations and the military governor moving his headquarters from Goma to Beni town. From 19 June to 9 September, 32 incidents attributed to ADF were reported, resulting in at least 121 civilians killed, including 43 women, 33 injured, including eight women, and 43 abducted, including 12 women. On 30 June, ADF attacked civilians in Beni town for the first time since 16 December 2019. This resulted in at least 10 civilians killed (four women and six men), five injured (two women and three men), and at least 10 abducted (one woman, three men and six boys). Additionally, at least six civilians (two women and four men) were injured in three improvised explosive device explosions in Beni town on 26 and 27 June. During the reporting period, three civil society representatives and local chiefs engaged in protection and human rights activities were killed in Beni territory. On 15 July, the civil society president of Karuruma, known for his stance against armed groups, was killed close to his house by alleged ADF combatants.

16. In the Petit Nord area, armed conflict between the FARDC and armed groups continued to threaten civilians. Forces patriotiques populaires-Armée du peuple and Nduma Défense du Congo-Rénové Bwira faction (NDC-R/Bwira) continued to fight against Alliance des patriotes pour un Congo libre et souverain (APCLS), Collectif des mouvements pour le changement (CMC)/Forces de défense du peuple (FDP), and Nduma Défense du Congo-Rénové Guidon faction (NDC-R/Guidon), committing human rights abuses particularly in Masisi and Walikale territories. Armed groups, particularly APCLS, CMC/FDP and other Nyatura factions, Forces démocratiques de libération du Rwanda (FDLR), and NDC-R factions attacked civilians resulting in 29 killings, 29 injuries, and 16 incidents of looting. Attacks concentrated mainly in the Masisi-Kitchanga-Nyabiondo-Lukweti areas caused mass displacement of locals towards Masisi center or the nearby MONUSCO standing combat deployment at Nyabiondo. While FARDC maintained military pressure on armed groups in Masisi and Rutshuru territories, the military governor of North Kivu initiated talks with various armed groups. More than 1,000 combatants from different militias, especially NDC-R/Bwira and APCLS, were transferred at the Government's Rumangabo and Mubambiro camps, awaiting the Disarmament, Demobilization, Community Recovery and Stabilization Programme (PDDRC-S) process. However, poor living conditions caused some to leave the sites prematurely.

C. South Kivu and Maniema Provinces

17. The security context deteriorated mainly in Minembwe, Hauts Plateaux, with an increase of clashes between FARDC troops and Twirwano. On 8 July, the FARDC transferred two suspected Twirwano collaborators, including one woman, to Bukavu following their arrest in Minembwe on 12 June, which triggered multiple protests by Twirwano supporters and Hutu community members. In retaliation for the arrest and transfer, Twirwano raided FARDC positions in and around Minembwe on 10 and 11 July, despite a joint mission of the provincial Minister of the Interior and MONUSCO to defuse tensions. MONUSCO protected FARDC military magistrates, who, with the Mission's support, were conducting disciplinary and criminal trials involving FARDC elements. Nevertheless, Twirwano attacks resulted in five FARDC soldiers killed and another 13 injured.

18. The security situation also deteriorated in the Ruzizi Plain. From 19 June to 6 September, 73 incidents were reported, including kidnapping and ambushes along

Route nationale 5, cattle rustling and intercommunal tensions. On 23 June and 27 July, cross-border movements of Burundian armed elements, including from Forces nationales de liberation and Mouvement de la résistance pour un état de droit, were reported into the Democratic Republic of the Congo, allegedly with the support of local Mai-Mai leaders. In July, the Expanded Joint Verification Mechanism under the International Conference on the Great Lakes Region visited the area to investigate transborder issues, including in relation with Burundian refugee camps in the Democratic Republic of the Congo. Additionally, tensions between the Barundi and Bafulero communities were reported in late July over customary powers. An unidentified group attempted to claim autonomy from the rest of Uvira territory by tagging, on 18 July, “Chefferie des Barundi” on the area’s main administrative building. MONUSCO patrolled between Kamanyola and Mutarule to prevent violence, and tensions were defused by early August.

19. In Kabambare territory in Maniema Province, the security situation remained volatile due to resumed infighting between two Mai-Mai Malaika factions. While both factions had agreed to lay down weapons on 12 July, violence continued, causing increased conflict-related sexual violence, especially in Salamabila and Machapano areas.

D. Tanganyika Province

20. The security situation continued to improve in Tanganyika, especially in Manono, Moba, Kabalo and Kongolo territories. However, isolated incidents involving Mai-Mai elements affected the population around the Bendera area and in the northern parts of Nyunzu Territory. Mai-Mai Yakutumba, Mai-Mai Perci Moto and Mai-Mai Malaika targeted artisanal mining sites while conducting ambushes on main roads to loot passers-by. In the northern part of Nyunzu Territory, Mai-Mai Apa Na Pale continued to ambush civilians and FARDC elements, limiting humanitarian access. As at 5 September, 52 incidents had been recorded in Bendera and 17 in Nyunzu, resulting in the killing of 12 civilians and five FARDC elements.

IV. Human rights situation

21. Between June and July, MONUSCO documented 1,075 human rights violations and abuses, similar to the number recorded in the previous reporting period. Almost all documented violations were committed in conflict-affected provinces (96 per cent), especially in the Masisi, Beni and Rutshuru territories of North Kivu; Irumu, Djugu and Mambasa territories of Ituri and Shabunda Territory of South Kivu.

22. Armed groups in North Kivu and Ituri, especially Nyatura, FDLR, ADF, CODECO, APCLS and NDC-R, intensified attacks against civilians despite the state of siege. Those armed groups were responsible for 57 per cent of the documented violations, resulting in the death of at least 211 men, 77 women and 14 children. State agents were responsible for 43 per cent of violations documented, in particular violations of the right to liberty and security of the person, with 303 victims (223 men, 63 women and 17 children), and the right to physical integrity, with 165 victims (104 men, 43 women and 18 children). At least 377 people, including 89 women and 20 children, were victims of documented extrajudicial and summary killings, 4 per cent lower than in the previous reporting period. State agents were responsible for the extrajudicial killing of 57 men, 12 women and four children, while armed groups were responsible for the summary execution of 211 men, 77 women and 16 children. Documented violations related to democratic space increased by 12 per cent, driven by a rise in threats against members of civil society organizations and violations of

the right to peaceful assembly. Between June and July, members of armed groups and State agents threatened 17 journalists while doing their work. Two of them were killed by armed men in Ituri and North Kivu provinces.

23. As a provision of the state of siege, civilian jurisdictions were to transfer criminal cases to the military justice system in North Kivu and Ituri. In practice, civilian courts in the two provinces closed, while the military justice system did not have the capacity to tackle the additional caseload, which had an impact on timely access to justice. Dozens of people remained in pretrial detention without a hearing, increasing the overcrowding of prisons. With the verification of the detention of 42 boys by FARDC, MONUSCO also recorded an increase in the number of children in detention as trials were delayed owing to the state of siege.

24. On 8 July, civilian courts in Ituri and North Kivu resumed operations for non-criminal matters, including juvenile cases. On 9 July, the Minister of Justice ordered the transfer of all criminal cases, except those involving minors, to military jurisdictions and reaffirmed the jurisdiction of civilian courts in non-criminal matters, but the military courts have not yet been granted additional means to absorb the additional criminal caseload. Additionally, the state of siege triggered, in practice, the cessation of the military operational court of North Kivu owing to the transfer of magistrates elsewhere. This substantially reduced judicial progress on priority cases involving crimes against humanity and war crimes perpetrated by armed groups and state security forces under the jurisdiction of this court. MONUSCO continued to advocate for the resumption of trials for these serious crimes and the establishment of a clear appeal pathway against decisions of this operational court, in accordance with the Constitution.

25. Dire challenges remain in addressing security and detention conditions, including severe overpopulation in detention facilities. As at 3 September, the 11 priority detention facilities monitored and supported by MONUSCO held 22,922 inmates, including 14,587 high-risk prisoners, 515 women prisoners and 513 juveniles, despite having a holding capacity of 7,070 inmates. A total of 75 per cent of these inmates are in pretrial detention. From 19 June to 30 August, 66 prisoners died at the 11 priority prisons, including 47 at the Makala prison in Kinshasa.

26. MONUSCO continued to contribute to sustaining peace by supporting the Congolese authorities to combat impunity and provide justice to victims and survivors by holding accountable those accused of war crimes, crimes against humanity and other serious human rights violations. In July, the military garrison court of Bunia tried and convicted nine male CODECO members for crimes against humanity committed in Walendu-Djatsi sector, Djugu territory, between June and October 2019. Since June, six members of the Police nationale congolaise (PNC) and 20 FARDC soldiers were convicted of serious human rights violations. MONUSCO supported four joint investigation missions with military prosecutors into serious human rights violations and one mobile court in conflict-affected areas. From 1 to 8 July, MONUSCO provided support to an investigation mission on alleged violations, including rape, committed by alleged Raïa Mutomboki Maheshe elements in 2019 in villages of Walungu Territory.

V. Humanitarian situation

27. The deterioration of the humanitarian situation in conflict-affected areas of eastern Democratic Republic of the Congo and dwindling resources affected the humanitarian country team's ability to assist people in need. As at 30 August, the 2021 humanitarian response plan, which aims to raise \$1.98 billion for almost 16 million people in need, was only funded at 27 per cent. In Ituri, North Kivu, northern

Tanganyika and South Kivu, approximately 156,000 people were recorded as newly displaced since June, and more than 1.3 million people newly displaced thus far in 2021. This brings the number of IDPs across the country to more than 5 million, among which 51 per cent are women. This is the highest number of IDPs on the continent. The country also hosts some 536,000 refugees from neighbouring countries, mainly the Central African Republic.

28. Following a joint assessment of the humanitarian situation in Ituri from 11 to 13 August, the Humanitarian Coordinator announced up to \$7 million in emergency financing from the humanitarian fund to scale-up humanitarian actions for the 2.8 million people in need in the province, including areas bordering North Kivu.

29. Meanwhile, the coronavirus disease (COVID-19) continued to strain the economy and health system. As at 30 August, 55,111 cases of COVID-19, including 1,059 deaths, have been recorded in the Democratic Republic of the Congo in a context of limited testing capacity and vaccine uptake. In July, the World Health Organization reported that the Delta variant represents up to 79 per cent of infections sequenced in the country. As of 29 July, 94,140 people have received at least a first dose of COVID-19 vaccines in 13 provinces. A supplementary 500,700 doses of COVID-19 vaccines were delivered to the Democratic Republic of the Congo in August and September. Logistical challenges continue to hamper the provision of access to vaccinations to people living in remote and conflict-affected areas. At the same time, endemic diseases such as malaria, cholera and plague are severely straining health infrastructure, with 9.5 million cases of malaria reported, making the disease the chief cause of morbidity and mortality in 2021.

30. On 1 September, unknown armed elements attacked a civilian convoy escorted by FARDC and MONUSCO in Ofai, Ituri Province, resulting in four civilians killed, and at least 20 others abducted or missing. Such attacks coupled with inaccessibility continue to impede the mobility of civilians and goods and the delivery of humanitarian assistance to people in need. From 19 June to 13 August, 45 security incidents were recorded, including attacks on humanitarian operations, forcing the withdrawal and closure of some offices of humanitarian actors.

VI. Protection of civilians

A. Mission strategies and political processes

31. The Mission's area-based strategies and operational plans continued to be refined with the adoption of additional specific action plans defining joint responses to localised threats to civilians such as in the southern part of Irumu Territory in Ituri. In August, MONUSCO approved a new Mission-wide strategic framework on the Protection of Civilians to complement the area-based strategies and ensure an integrated approach to the implementation of the joint strategy on the progressive and phased drawdown of MONUSCO. As part of the implementation of the Tanganyika area-based plan, MONUSCO continued to provide logistical support to the national authorities and organize capacity-building activities to ensure continuity of mechanisms for protection of civilians and early warning and response.

32. In August, FARDC and MONUSCO launched joint offensive operations against the ADF in Beni territory in compliance with the United Nations Human Rights Due Diligence Policy. Specific attention was paid to the protection of civilians in the planning phase, and coordination with FARDC and the United Nations country team was enhanced to ensure preparedness to mitigate and respond to threats posed by ADF.

B. Field-level responses

33. The Mission's community alert network system received a monthly average of 247 alerts. Forty-five per cent of alerts originated from North Kivu, and 40 per cent from South Kivu, compared to 41 per cent and 51 per cent respectively in the previous reporting period. The national security and defence forces and/or MONUSCO responded to 68 per cent of these alerts.

34. In North Kivu, South Kivu and Tanganyika, MONUSCO, through the United Nations Mine Action Service (UNMAS), conducted 149 spot tasks resulting in the destruction of 243 explosive remnants of war, including three anti-personnel mines, two cluster ammunition and 212 small arms ammunition from 19 June to 6 September. Additionally, a MONUSCO improvised explosive device disposal team conducted four improvised explosive device post-blast investigations in Beni area during the same period. On 27 July, a joint MONUSCO improvised explosive device disposal team and explosive ordnance disposal team destroyed one improvised explosive device and over 10 unexploded ordnance in Makoko, in Beni territory.

35. MONUSCO, through UNMAS, engaged with the national authorities to develop better protocols in response to the changing improvised explosive device environment. Furthermore, an explosive remnants of war/improvised explosive device risk awareness workshop was conducted in Beni to train United Nations military and civilian personnel, non-governmental organization personnel, local chiefs and community leaders, members of the local population, including girls and boys, and university students and staff. Additionally, MONUSCO, through UNMAS, launched a radio campaign on improvised explosive device threat prevention in Grand Nord using the local station of Radio Okapi in Beni.

36. At the request of the military governor of Ituri province, from 7 to 23 July, MONUSCO supported the training, ahead of FARDC military operations in the province, of 688 FARDC soldiers on military tactics, weapons use, jungle combat and human rights and international humanitarian law. MONUSCO also continued to ensure the protection of civilians along the main road axes and IDP camps in Djugu territory. MONUSCO responded jointly with the FARDC to threats of attacks by CODECO near Fataki (Djugu territory), where IDPs were at immediate risk of violence. Additionally, MONUSCO supported efforts to reduce intercommunity tensions and facilitated dialogues leading to a commitment of non-aggression between the Bira and the Hema communities, sealed during a traditional ceremony witnessed by eight Groupement chiefs and the provincial authorities. This resulted in the return of IDPs, the resumption of trade between the Hema and Bira entities and the public condemnation of violence by the youths of respective communities to dissuade youth from associating with armed groups and encourage young combatants to disarm and demobilize.

37. In response to the increased threat posed by ADF at the border between North Kivu and Ituri, MONUSCO enhanced the coordination of protection operations in support of FARDC. Ahead of offensive operations against ADF, MONUSCO developed contingency plans to increase its readiness to respond to anticipated threats against civilians, including risks of retaliation. A round-the-clock hub was operationalized to centralize information on alerts and ensure a timely, coordinated response by MONUSCO and the United Nations country team, representing strong cross-pillar collaboration. MONUSCO also increased patrols and provided escorts to civilian convoys jointly with the FARDC, providing safe passage to more than 1,825 vehicles transporting over 10,293 civilians and goods, along the main axes in Irumu, Beni and Lubero territories, including in Tchabi and along the Komanda-Luna axis. Additionally, the Mission focused on strengthening State capacity to maintain control

over areas gained from ADF. MONUSCO also provided support to the military prosecution to investigate improvised explosive device explosions on 26 and 27 June in Beni.

38. In Petit Nord, North Kivu, MONUSCO projected its protection capacities to areas affected by armed group violence and FARDC operations. Following joint threat assessments with the United Nations country team, MONUSCO deployed standing combat deployments in Nyabiondo and Masisi centre to mitigate threats against civilians resulting from increased APCLS activities.

39. In South Kivu, MONUSCO conducted joint long-range patrols with the FARDC and joint assessment missions in Minembwe on 23 June and from 22 to 24 July and in Bwegera/Mutarule on 29 June, to boost confidence between the FARDC and community members through dialogue. MONUSCO also conducted joint missions to Bijombo and Kahololo with the provincial Government to develop a common operational assessment. The latter missions also sought to enable the joint development of an exit strategy for the MONUSCO temporary operating base in Bijombo, where MONUSCO continues to protect IDPs settled nearby, and the standing combat deployment in Kahololo.

40. In Tanganyika, MONUSCO conducted 11 long-range patrols and intensified outreach missions around Bendera to respond to protection of civilians threats. This resulted in the surrender to MONUSCO of 13 Mai-Mai Perci Moto male combatants on 9 August in Lugogo village.

VII. Stabilization and the strengthening of State institutions

A. Stabilization and root causes of conflict

41. On 22 June, the Minister of Human Rights presided over an official burial ceremony in Tshisuku, Kasai Central province, for 10 of the people killed by defence and security forces in Tshisuku on 7 May 2017. The Minister of Human Rights apologized to the victims on behalf of the Head of State and the Government. As part of transitional justice mechanisms implemented in the Kasai region, MONUSCO and the Peacebuilding Fund supported this ceremony.

42. On 29 July 2021, the North Kivu police Vice-Governor inaugurated the police station in Kikuku, North Kivu, enabling the deployment of police officers in the area. This was part of two International Security and Stabilization Support Strategy projects funded by the Stabilization Coherence Fund, which contributed to restoring State authority with the return of the PNC, the customary leader and State security services in the area.

43. During the reporting period, MONUSCO also conducted four workshops and three quick impact projects in North Kivu, South Kivu and Tanganyika, promoting sustainable peace through the meaningful inclusion of youth in decision-making and political processes.

B. Security sector and justice system reforms

44. MONUSCO maintained its engagement with security sector institutions to support the adoption of key reforms and strengthen security sector governance capacities. MONUSCO continued to support the National Commission for the Control of Small Arms and Light Weapons and Reduction of Armed Violence, including to support the revision of the law on arms and ammunitions. On 6 September, a working group on small arms and light weapons management, bringing together international

and national stakeholders, met for the first time with international and national stakeholders to support the monitoring of the implementation of the National Commission's plan of action.

45. In July, MONUSCO provided, at the request of the Minister of Defence, strategic and technical support ahead of a planned audit exercise conducted by the Army Inspector General's audit team on logistics, human resources and finance, to inform future army policy decisions.

46. From 18 to 20 August, MONUSCO, in partnership with the network for justice and security sector reform, organized a workshop to evaluate the role of civil society organizations in security sector reform implementation and decision-making. Participants, including 16 women and 24 men, identified protracted challenges, including the absence of a military programming law and inadequate budget allocation for security sector reform and recommended, inter alia, the development of a holistic national strategy for the reform of the security sector. On 31 August, MONUSCO helped the Parliamentary Defence and Security Commission within the National Assembly to convene the second informal consultative session on security sector reform aimed at garnering consensus on the need for a common national strategy and a national coordination mechanism for security sector reform.

47. The implementation of the United Nations Joint Justice Reform Support Programme continued to improve the delivery and accountability of justice and corrections institutions at the national and provincial levels. In July, the provincial assembly of Kasai Central adopted a motion to establish an inclusive truth, justice and reconciliation commission, which will investigate human rights violations and abuses and support justice and the rule of law. The Commission will engage concerned parties, victims, communities and perpetrators of violence, including members of armed groups and the State, in a common reconciliation effort. Additionally, MONUSCO supported, in July, capacity-building activities for 110 clerks and secretaries for the public prosecution (42 women and 68 men) and 110 judicial police officers (15 women and 95 men) of Kasai Central and Tanganyika. Furthermore, MONUSCO supported the Tribunal de grande instance of Kalemie to hold trials in Moba, from 13 to 20 July, to judge 47 persons accused of various crimes to address prolonged detention. Of these accused, 20 were found guilty of rape of a child and three of murder, while three were acquitted.

C. Disarmament, demobilization and reintegration

48. On 5 July, the ordinance creating the Disarmament, Demobilization, Community Recovery and Stabilization Programme, which merges the national programme for disarmament, demobilization and reintegration and the National Stabilization and Reconstruction Programme (STAREC), was promulgated. On 7 August, President Tshisekedi appointed Tommy Tambwe Runiga as coordinator of the Disarmament, Demobilization, Community Recovery and Stabilization Programme, to lead the development of the Programme's strategy and policy. MONUSCO adopted, on 8 July, a United Nations strategy to provide support to the Programme in coordination with international partners and to create an enabling environment for implementation.

49. MONUSCO continued to support the voluntary disengagement of armed group elements. During the reporting period, MONUSCO disarmed, provided reinsertion support and returned 87 Congolese combatants to their communities. As part of the MONUSCO disarmament, demobilization, repatriation, reintegration and resettlement efforts, nine male foreign combatants (eight Rwandan and one Ugandan) and eight female dependants were repatriated. MONUSCO also collected 26 AK-47

weapons during the reporting period. Meanwhile, the FRPI disarmament, demobilization and reintegration process remains at a standstill. The Stabilization Coherence Fund donors approved, on 26 July, a project revision, in support of the FRPI community reintegration, to start on 15 September.

50. Additionally, four community violence reduction projects in Bunia were completed during the reporting period. These projects targeted 863 beneficiaries, including 16 male ex-combatants, 43 male at-risk youth, 26 vulnerable women and 778 other community members (273 women and 505 men). Meanwhile, the implementation of a community violence reduction project was launched in Beni in July. These projects are aimed at reducing the rerecruitment of at-risk youth and disengaged combatants as well as at mitigating intercommunal conflicts.

VIII. Women, peace and security

51. The Government of the Democratic Republic of the Congo further advanced the meaningful participation of women in political processes. For instance, President Tshisekedi appointed, on 6 July, Marie-France Malangu Kabedi Mbuyi as the first female Governor of the Banque Centrale du Congo. He also appointed three women to the Bank's Board of Directors. Meanwhile, the Vice-Prime Minister in charge of the interior appointed women as interim governors in Lualaba and Bas-Uele provinces. Hence, 2 provinces out of 26 are now led by women.

52. MONUSCO continued to raise awareness of the women and peace and security agenda and to engage with women leaders to explore joint advocacy opportunities to boost women's meaningful participation in political and electoral processes, in line with the Action for Peacekeeping. On 29 July, MONUSCO met with Irena Kalonji, president of the network of women national leaders of political parties, to discuss the challenges faced by women candidates. MONUSCO also organized a training session on women's leadership for 20 girls from secondary schools in Bukavu on 1 July to contribute to enhancing women's participation in local governance.

53. The Special Representative held a series of exchanges with the African Women Leaders Network in June and July to include women's voices and perspectives in the transition plan. These meetings also improved women's understanding of the Mission's mandate and reaffirmed the vital role of women in building lasting peace. On 29 June, MONUSCO, the Ministry of Gender, Family and Children, and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) jointly convened a meeting of 40 civil society representatives (three men and 37 women) in Kinshasa to discuss the involvement of women in conflict resolution processes. This resulted in recommendations for strengthening collaboration between MONUSCO and women's civil society organizations at the national and local levels, to increase women's meaningful participation in such processes.

54. MONUSCO continued to strengthen the gender dimension of the protection of civilians. In August, MONUSCO conducted awareness-raising workshops on the role of women in reducing insecurity and violence through their participation in local early warning systems and information networks. Attended by 60 participants (13 women and 47 men), including local authorities, defence and security actors, members of local protection committees and women leaders from Masisi territory, the workshop led the military administrator of Masisi territory to pledge to involve women into all local peace and security processes in his entity.

IX. Child protection and sexual violence in conflict

55. From 19 June to 31 August, MONUSCO verified 462 grave violations against children (94 girls and 307 boys). Forty-five children (17 girls and 28 boys) were killed or maimed, including 10 children killed during attacks committed by CODECO and four killed by unexploded remnants of war.

56. Meanwhile, 281 children (29 girls and 252 boys) escaped or were separated from armed groups. Among those, 39 (11 girls and 28 boys) were newly recruited during the reporting period, 127 children (5 girls and 122 boys), were voluntarily released by armed groups, including pursuant to road maps to end and prevent child recruitment and other grave violations against children. Mai-Mai groups in the Haut Plateaux of South Kivu were the main perpetrators of recruitment and use of children in conflict (four girls and 60 boys), followed by Nyatura (50 boys), ADF and FDLR/Forces combattantes abacunguzi (FOCA) (12 children each, including eight girls and 16 boys in total) in North Kivu.

57. Mai-Mai Mutetezi's commander, in the Haut Plateaux of South Kivu, signed a unilateral declaration and road map to end and prevent child recruitment and other grave violations against children. To date, 40 armed groups have made such commitments since July 2018, resulting in the voluntary release of 2,364 children, including 334 girls.

58. Between June and July, at least 194 women, 97 girls and one boy were victims of documented conflict-related sexual violence, mostly in South Kivu (36 per cent), North Kivu (21 per cent), Maniema (16 per cent), Tanganyika (12 per cent) and Ituri (10 per cent). Among these, 207 were victims of conflict-related sexual violence committed by armed groups, 73 by FARDC soldiers, 9 by elements of the PNC and 3 by other State agents. Of the armed groups, Mai-Mai Raïa Mutomboki, Nyatura and Mai-Mai Malaika were the main perpetrators.

59. With the support of the Peacebuilding Fund, MONUSCO constructed a women's house and a radio station in Kigulube, Shabunda territory, South Kivu, to strengthen sensitization against conflict-related sexual violence. Journalists followed a human rights training, including on conflict-related sexual violence, and were provided with legal materials.

60. Congolese judicial authorities convicted nine civilians, seven soldiers of FARDC and one agent of PNC for crimes of conflict-related sexual violence, including against children, between June and July. MONUSCO also provided medical, psychosocial and legal assistance to 50 survivors of conflict-related sexual violence, 46 women and four girls, committed by defence and security forces, members of armed groups and civilians.

X. Exit strategy

61. On 5 July, Prime Minister Sama Lukonde and MONUSCO established a joint working group and thematic sub-groups to frame discussions on specific issues related to the transition. The sub-group on transition identified 18 benchmarks, risks and mitigation measures and strategic partnerships that form the basis of the transition plan, contained in the annex to the present report. Civil society actors and relevant partners of the Democratic Republic of the Congo were consulted throughout the process.

62. On 30 June 2021, MONUSCO withdrew from the Kasai provinces. The Mission, however, continued to provide bridging support for key peacebuilding and stabilization efforts. This included support to national authorities to strengthen justice

and correctional institutions through the colocation of six international and two national personnel with United Nations agencies. Radio Okapi and the Joint Human Rights Office remain present in Kananga, including to strengthen the capacity of human rights defenders and organizations to monitor, document and report on the human rights situation, and advocate for remedial actions. Additionally, MONUSCO supported the PNC-patrolling system until 25 June when the transfer of the Stratégie opérationnelle de lutte contre l'inécurité à Kananga to PNC was completed.

63. In Tanganyika, MONUSCO, the provincial Ministry of the Interior and United Nations agencies jointly assessed remaining challenges to the protection of civilians and identified capacity enhancement requirements. A road map was also subsequently developed to guide the MONUSCO drawdown from Tanganyika in mid-2022. On 25 August, MONUSCO handed over the newly built office of the provincial branch of the National Human Rights Commission in Kalemie. This branch will contribute to strengthening the monitoring, reporting and advocacy capacities of the National Human Rights Commission and human rights defenders ahead of the Mission's foreseen withdrawal from the province.

XI. Mission effectiveness

A. Mission performance

1. Assessment of the performance of the force and police components

64. From 19 June to 7 September, the MONUSCO Force conducted 17,234 day and night patrols, 1,847 joint patrols, 961 escorts and 240 aerial reconnaissance operations and launched 20 standing combat deployments. From 19 June to 7 September, 16 out of 40 military units were inspected, with three assessed as excellent, five assessed as optimal, two as above average and one as average. The remaining five inspection reports had not yet been released at the time of reporting. The Mission began to implement measures to address the findings of inspections, including enhancing base defences and compliance with best practices.

65. Women represent 19 per cent of military staff officers and military observers and 4.9 per cent of military contingent members. MONUSCO currently has 19 female and mixed engagement teams, five more than the previous report, carrying out mounted and foot patrols to address security and protection needs.

66. The enhancement of the Force Intervention Brigade headquarters and intelligence capabilities is complete. In addition to the Geolocation Threat Analysis Unit, the Tactical Intelligence Unit has now reached full operational capacity. An additional 34 military staff officers have been deployed during this period, thus increasing the strength to 55 military staff officers out of 58 budgeted for the Force Intervention Brigade headquarters. The second quick reaction force, from Kenya, has been operational since the end of August. The deployment of the remaining two quick reaction forces, from Nepal and South Africa, was delayed in the context of the COVID-19 pandemic, including owing to unprecedented unavailability of shipping vessels. Their deployment is envisaged by October.

67. Six formed police units out of eight were evaluated as satisfactory against criteria such as support to mandate implementation, aspects related to command and control, training, discipline, sustainable logistical capacity and medical support. Formed police units updated their contingency plans on a regular basis and conducted 47 training sessions on the protection of civilians, public order management, firearms and command and control.

68. Currently, women represent 17 per cent of formed police unit personnel, and the objective is to reach at least 25 per cent by the end of 2021, including among commanding officers. To this end, MONUSCO assessed the existing female accommodations capacities with a view to improving infrastructure and creating a conducive environment for the deployment of women in the framework of the Secretary-General's uniformed gender parity strategy 2018-2028.

69. On 30 June, MONUSCO's police component conducted a quarterly performance evaluation of 340 individual police officers, including 104 women officers. Evaluation criteria included: professionalism; commitment to addressing protection challenges; capacity to identify security threats, gather and analyse information; and productivity. The overall performance assessment was 72.9 per cent, representing an increase of 2 per cent compared to the previous reporting period. This reflects the progress made on deliverability, productivity and protection activities due to implementation of measures, including regular evaluation meetings, 26 new appointments and the assignment of five individual police officers at commanding posts. Additionally, the police component organized 13 online in-mission trainings for 132 individual police officers, including 35 women, on child protection, sexual exploitation and abuse, gender and leadership.

2. Progress in the implementation of the Comprehensive Planning and Performance Assessment System

70. MONUSCO completed the first phase of the Comprehensive Planning and Performance Assessment System roll-out, with the finalization of the draft results framework, adjusted to reflect the transition plan's benchmarks and related/intended outcomes. The System's intended outcomes were aligned with these benchmarks to ensure a harmonized data and reporting system to support integrated, data-driven and evidence-based transition planning.

3. Impact of the pandemic on mandate implementation

71. MONUSCO continued to implement mitigation measures to prevent the spread of COVID-19, including a 14-day quarantine of newly deployed uniformed personnel, while prioritizing operational activities with a focus on the protection of civilians. Risk mitigation measures taken by the Government delayed the troop rotations of several contingents.

72. As at 30 August, 1,051 United Nations personnel had tested positive for COVID-19, of whom 961 had recovered and 13 had died. As at 25 August, the United Nations vaccination campaign for United Nations personnel and their dependents in the Democratic Republic of the Congo had administered 15,156 doses, including 7,919 first doses and 7,237 second doses, of which 18.2 per cent were administered to civilians and 81.8 per cent to uniformed personnel.

B. Serious misconduct, including sexual exploitation and abuse

73. From 1 June to 31 August, seven allegations of sexual exploitation and abuse relating to incidents in 2021 involving two military contingent members and five civilian staff members, all men, were recorded. The allegations were referred to the appropriate investigation entities. The seven alleged victims, all women, were referred to the United Nations Population Fund and the United Nations Children's Fund (UNICEF) for support. In addition, 12 allegations of serious misconduct, namely harassment, physical assault, fraud and theft, were recorded and referred to the Office of Internal Oversight Services.

74. MONUSCO developed a sexual exploitation and abuse action plan for 2021-2022. The plan focuses on preventive measures, including training; risk assessments, enforcement of curfews and out-of-bounds areas; and training and engagement with the host communities on the United Nations zero tolerance policy for protection from sexual exploitation and abuse. Meanwhile, MONUSCO, through Radio Okapi and community radio stations, continued to disseminate sensitization messages in local languages on the prevention of sexual exploitation and abuse.

75. As part of a project financed by the sexual exploitation and abuse trust fund in support of vulnerable women, including victims of sexual exploitation and abuse, 444 women, including 32 victims, completed vocational skills training in Bunia, Beni, Bujovu, Kalemie, Kavumu and Uvira. The objective is to enable vulnerable women, including victims of sexual exploitation and abuse, to generate incomes for themselves and care for their children.

XII. Safety and security of United Nations personnel

76. In line with the Action for Peacekeeping commitments, ensuring the safety and security of United Nations personnel and facilities remained a priority. MONUSCO recorded 98 incidents involving United Nations personnel and facilities, including 7 incidents related to armed conflict, 38 to crime, 11 to civil unrest and 42 to hazards. The incidents affected 27 international staff (21 men and six women) and 42 national staff, including one woman.

77. A reduction in incidents was observed compared to the previous report, mainly owing to a general improvement of the security situation in urban centres where most personnel as defined by the United Nations security management system are located. However, rural areas, especially in the conflict-affected provinces, continued to face armed conflict and intercommunal tensions, which mostly affected local populations.

78. The incidents related to improvised explosive devices in Beni town represents a shift in threat environment in the Grand Nord, exposing the United Nations and humanitarian personnel operating in the area to further risks. In response to this shift, MONUSCO conducted several vulnerability and risk assessments to adapt and improve security management measures. As at 31 August, no personnel as defined by the United Nations security management system was directly affected.

XIII. Observations

79. The Government's programme of action (2021-2023) constitutes a key tool to advance lasting and sustainable peace, stability and development in the Democratic Republic of the Congo. All political stakeholders are urged to spare no effort in implementing the critical governance, security and economic reforms, including in support of women, youth and vulnerable people, contained therein. I encourage the international community to support such efforts, as appropriate. This momentum needs to be maintained in the run-up to the 2023 elections.

80. The holding of timely, inclusive and peaceful elections is a key element to sustainable peace in the Democratic Republic of the Congo. I therefore call on all stakeholders to overcome their differences through dialogue, to uphold the Constitution and to refrain from hate speech and incitement to violence that would contribute to social or political division.

81. I welcome the constructive and fruitful discussions between the Government of the Democratic Republic of the Congo and the United Nations that have led to the development of the transition plan for the progressive and phased drawdown of the

Mission. This cooperation is emblematic of the mutual commitment of the United Nations and the Government of the Democratic Republic of the Congo to facilitate a successful transition, which is a key pillar of the Action for Peacekeeping agenda. The United Nations will continue to work hand-in-hand with the Democratic Republic of the Congo to meet the end state of MONUSCO. The evolution of the situation on the ground and progress towards achieving the benchmarks identified in the transition plan will continue to inform future decisions about the presence of MONUSCO with a view to sustaining the gains achieved by the Government and people of the Democratic Republic of the Congo in partnership with the United Nations during two decades of peacekeeping in the country. I call on the international community to support such a transition process towards sustainable peace and development.

82. I am, however, deeply concerned by the persistent insecurity in Ituri, North Kivu and South Kivu, where attacks by armed groups and intercommunal conflicts continue to cause suffering to the population and hinder progress towards the stabilization of the country. I also remain deeply troubled by the persistent human rights violations and abuses, including conflict-related sexual violence committed by armed groups and State agents. I urge the Congolese authorities to redouble their efforts to fight impunity, ensure that perpetrators of crimes are held accountable and provide support to victims and survivors.

83. I urge compliance with the international human rights and humanitarian law obligations of the Democratic Republic of the Congo in the context of the ongoing state of siege in Ituri and North Kivu and for relevant authorities to act with restraint. In this context, I appreciate the Government's ongoing assessment of the state of siege to ensure that the protection needs of the population are met and that their right to a fair, transparent, effective, non-discriminatory and accountable justice system is realized.

84. I am encouraged by the Government's commitment to advance transitional justice as reflected in its programme of action and by the recent creation of a joint commission, composed of representatives of the Government and the United Nations, mandated to draft a road map towards realizing a process of transitional justice. I am also encouraged by the progress made in implementing transitional justice measures in the Kasai region, which is critical for its stability. Addressing past violations and advancing reconciliation remain a crucial step in attaining lasting and inclusive peace in the Democratic Republic of the Congo.

85. I welcome the establishment of the Disarmament, Demobilization, Community Recovery and Stabilization Programme, which offers an opportunity for the Government, the United Nations and key partners, including the World Bank, to work together to advance disarmament, demobilization, community reintegration and stabilization in the Democratic Republic of the Congo.

86. I commend President Tshisekedi's continued diplomatic engagements with Uganda, Rwanda and Burundi to build good relations with neighbouring countries and advance peace, security and regional integration. The outcomes of the meeting of the heads of intelligence and security services of Burundi, the Democratic Republic of the Congo, Rwanda, Uganda and the United Republic of Tanzania are encouraging. The adoption of a two-year action plan on non-military measures to complement military efforts by countries in the region and the establishment of an operational cell in Goma are concrete manifestations of this renewed momentum.

87. Lastly, I wish to thank my Special Representative, Bintou Keita, for her steadfast leadership and dedication. I also wish to express my sincere gratitude to all MONUSCO personnel, members of the United Nations country team, troop- and police-contributing countries and the Office of my Special Envoy for the Great Lakes Region, for their continued commitment to peace and security in the Democratic Republic of the Congo.

Annex

[Original: French]

Transition plan of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo**I. Background**

1. In its resolution [2556 \(2020\)](#), the Security Council approved the joint strategy on the progressive and phased drawdown of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) ([S/2020/1041](#), annex), and requested the development of a transition plan, which had to include a set of detailed criteria and specific, measurable and realistic indicators with indicative timelines. The plan was also expected to contain an outline of the roles and responsibilities of each party and a risk assessment and mitigation strategies for the progressive drawdown of MONUSCO, and to set out the practical modalities for the transfer of tasks to the Government of the Democratic Republic of the Congo, the United Nations country team and other stakeholders.

2. The Government of the Democratic Republic of the Congo and the United Nations system engaged in a series of discussions as part of a joint working group, co-chaired by the Prime Minister, Jean-Michel Sama Lukonde Kyenge, and the Special Representative of the Secretary-General and Head of MONUSCO, Bintou Keita, and held consultations with representatives of civil society, including women's groups. The discussions underlined the importance of a joint assessment mechanism, involving the Government, the United Nations and civil society, which could periodically provide updates on an assessment of the situation on the ground and of progress towards the achievement of priority benchmarks.

3. Those discussions culminated, on 14 August 2021, with the validation of the report on the consultative process, which provided the basis for the development of the benchmarks and indicators necessary for the implementation of the transition plan based on conditions on the ground.

4. In accordance with the joint strategy and resolution [2556 \(2020\)](#), MONUSCO withdrew from Kasai and Kasai-Central Provinces on 30 June 2021 and plans to close its office in Tanganyika Province by mid-2022. The Mission maintains its headquarters in Kinshasa and a field presence concentrated in Ituri, North Kivu and South Kivu Provinces. Further political and security progress will allow for the continuation of this step-by-step approach leading to a phased, responsible and sustainable drawdown of the Mission.

II. State of play and analysis

5. The political tensions surrounding the composition of the government coalition have stabilized, in relative terms. Nevertheless, the risk of polarization of political debates around the reform of key institutions, in the build-up to the 2023 election, remains real. The election of the new Bureau of the National Assembly and the Bureau of the Senate has nonetheless led to the emergence of the Union sacrée de la nation in the legislature. On 26 April 2021, the National Assembly inaugurated the Government of the Prime Minister and approved its programme of action for 2021-2023. The programme offers a comprehensive road map for tackling the most pressing challenges facing the country and constitutes a solid basis for identifying priorities under the current transition plan.

6. It is also worth noting the importance of the issuance of order No. 21/038 of 5 July 2021 on the creation, organization and functioning of the Disarmament, Demobilization, Community Recovery and Stabilization Programme (PDDRC-S), which sanctioned the merger of the implementation units of the National Disarmament, Demobilization and Reintegration Programme (UEPNDDR) and the National Stabilization and Reconstruction Programme (STAREC).

7. While the security situation has improved in Kasai and Kasai Central Provinces and the majority of the territories in Tanganyika, it remains worrisome in Ituri, North Kivu and South Kivu Provinces, where national armed groups and negative forces and foreign armed groups confronting the forces of law and order remain active and continue to undermine State authority. Among the main groups that are active in the eastern part of the country are the Coopérative pour le développement du Congo (CODECO) and the Allied Democratic Forces (ADF), the latter of which has been placed on the sanctions list of the Security Council Committee established pursuant to resolution 1533 (2004) and designated as a terrorist group by the Democratic Republic of the Congo. These groups have remained the main source of threat to peace and the protection of civilians, thus perpetuating insecurity, population displacement, and human rights violations and sexual and gender-based violence in those provinces.

8. Against this backdrop, on 3 May 2021, the President of the Republic declared a state of siege in Ituri and North Kivu, entrusting the management of those provinces to officers of the Armed Forces of the Democratic Republic of the Congo (FARDC) and the Congolese National Police (PNC). Generals have been appointed to administer those provinces and to direct the ongoing military operations. The strategy of the FARDC is to rigorously control and monitor operations in all operational sectors, control and monitor land, river and lake borders, strengthen discipline within its ranks, improve the management of human and material resources, and actively participate in the disarmament and demobilization phases of the PDDRC-S.

9. The lack of respect for human rights in the provinces of Ituri, North Kivu and South Kivu remains worrisome. More than 90 per cent of violations and abuses of those rights have occurred in these three eastern provinces. Some State agents also continue to commit violations, particularly with regard to the right to liberty and security of person and the right to physical integrity.

10. The Democratic Republic of the Congo has ratified various national, regional and international legal instruments through which it has made commitments to comply with the main standards on women's rights. The National 1325 Action Plan on Women, Peace and Security (II) 2019–2022 has established the general framework for the Democratic Republic of the Congo to fulfil those commitments, in order to promote the rights of women, their protection and their full, equal and meaningful involvement in conflict prevention, management and resolution, and in peacebuilding. Other policy initiatives include the addendum to the joint communiqué on conflict-related sexual violence published by the Democratic Republic of the Congo and the United Nations in December 2019, the National Action Plan of the “Immediate Zero Tolerance” campaign 2021–2023 and the National Strategy to Combat Gender-Based Violence (2009). Nonetheless, the number of reported cases of sexual and gender-based violence keeps rising. The majority of the cases have been attributed to non-State armed groups, and the rest to State actors. The limited presence of State institutions in some areas makes it difficult for survivors, including women and girls, to access public services, such as justice and basic social services.

11. Substantial progress has been made at the regional level. The President of the Republic, who is also the Chairperson of the African Union for 2021, has been making diplomatic efforts in the region to strengthen bilateral relations with neighbouring countries and to coordinate efforts to combat negative forces. As part of that

diplomatic push, he has signed bilateral cooperation agreements with Burundi, Uganda and Rwanda on security, development of road and rail infrastructure, mining resources and other issues of common interest, with a view to fostering regional integration and cooperation among the States of the region. Furthermore, in the implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region (the Addis Ababa Framework Agreement), the Contact and Coordination Group, composed of representatives of the intelligence and security services of the countries bordering conflict-affected areas, has developed an action plan on non-military measures to complement ongoing military operations.

12. MONUSCO and the United Nations country team, in collaboration with key national and international stakeholders, are implementing the humanitarian-development-peace (triple nexus) approach in the provinces of the Democratic Republic of the Congo that are in a post-conflict situation, from which MONUSCO has already withdrawn or is preparing to withdraw. The agencies, national and provincial authorities and non-governmental and civil society partners have continued to address the underlying causes of conflict and systemic challenges generating humanitarian needs. This approach has had a positive impact on sustainable stabilization in Kasai, Kasai Central and Tanganyika Provinces, where it helps to create an enabling environment for development and facilitates the transition towards peacebuilding, allowing basic humanitarian needs to be addressed.

13. Despite those efforts, the Democratic Republic of the Congo continues to face a complex and multi-layered humanitarian crisis. According to the Humanitarian Response Plan published in January 2021, 19.6 million people need humanitarian assistance; more than 5.1 million people, 51 per cent of whom are women, are internally displaced; and more than 962,142 Congolese refugees are in neighbouring countries. The unstable security situation and severe access constraints, particularly in the eastern part of the country, have also continued to hinder humanitarian operations.

III. Vision

14. While most of the Democratic Republic of the Congo is in a peaceful or post-conflict situation, Ituri, North Kivu and South Kivu Provinces are still in a conflict situation dominated by the activities of national and foreign armed groups and negative forces.

15. As stated in the joint strategy, “reducing the threat posed by national and foreign armed groups to a level that can be managed by national authorities, as well as addressing the root causes of conflict, will enable the Mission’s exit.” In addition, in order for the Mission’s drawdown to be carried out sustainably, a protective environment should exist, and it should allow citizens and national institutions to identify and promote their own solutions to conflict, to governance deficits and to other systemic challenges.

16. The transition plan therefore contains indicative timelines for the achievement, by 2024, of benchmarks that constitute the minimum conditions necessary for the progressive and responsible drawdown of MONUSCO, and risk factors that could reignite violent conflicts or undermine security and stability.

17. The achievement of these benchmarks will depend on the implementation of the measures contained in the Government’s programme of action, particularly with regard to good governance, institution-building and the enactment of necessary reforms. This includes holding credible, transparent, inclusive and peaceful elections in 2023, in accordance with constitutional timelines; fully implementing the

PDDRC-S; strengthening the rule of law by implementing the national justice reform policy, ensuring the coordinated functioning of the police, the judiciary and correctional facilities in the eastern provinces of the country as part of the demilitarization of law enforcement institutions, and addressing the needs and capacities of the populations, in particular the vulnerable and at-risk populations with regard to justice and legal protection; promoting full, equal and meaningful participation by women in political processes; recognizing and addressing the particular challenges faced by women, girls and boys in the judicial system; adopting measures for the protection of victims and witnesses, in particular women and children, before, during and after judicial proceedings; and designing and implementing transformative justice programmes that address not only the singular violations suffered by women and children, but also the underlying inequalities that make women, girls and boys vulnerable in times of conflict.

18. The United Nations system will support the Government's programme of action and key reform initiatives, in keeping with the view that lasting peace is sustained by political solutions, in a manner that supports and reinforces national ownership. The priority areas with regard to peacebuilding described in the joint strategy (S/2020/1041, annex, paras. 11 to 21) are also represented in the United Nations sustainable development cooperation framework for 2020–2024. They are implemented by the United Nations country team and MONUSCO, in close collaboration with the Government and national and international partners, through joint programmatic initiatives, as well as in other strategic and programmatic documents, such as the collective outcomes of the triple nexus approach, the International Security and Stabilization Support Strategy and the agreement between the Government and the United Nations Peacebuilding Fund for the period 2020 to 2024. They will be addressed at the national level, including through targeted capacity-building initiatives for relevant authorities, and will apply to varying degrees at the provincial level. Context-specific priorities have also been identified at the provincial level in targeted strategies, which are currently being implemented.

IV. Transition priorities and benchmarks

19. To enable the effective implementation of the transition, 18 benchmarks have been identified, organized around two main themes: (a) minimum conditions for the drawdown of MONUSCO (security and protection of civilians; and disarmament, demobilization and reintegration); and (b) priority actions in collaboration with the agencies, funds and programmes of the United Nations (community recovery and stabilization; restoration of State authority in conflict and post-conflict areas). The reforms envisaged in this transition plan apply nation-wide and in the provinces where MONUSCO is still present, for a progressive transfer of the tasks of MONUSCO to the Government, with the support of the United Nations country team and the other relevant stakeholders, in order to allow for a responsible and sustainable drawdown of the Mission. The indicators for measuring progress regarding the various benchmarks, the indicative timelines and the roles and responsibilities of each stakeholder are shown in the table below.

20. The 18 benchmarks set by the Government and the United Nations for the period from 2021 to 2024 are indicated below:

1. Minimum conditions for the drawdown of MONUSCO

(a) Security and protection of civilians

Benchmark 1: Significant reduction in armed threats thanks to a comprehensive approach that helps to put an end to the existence of armed groups in the provinces of

Ituri, North Kivu and South Kivu to an extent that they can no longer cause widespread violence against the civilian population.

Benchmark 2: Existence of a greater capacity to respond rapidly to protection threats and resolve intercommunity conflicts effectively, and greater cooperation between the security forces of the Democratic Republic of the Congo, MONUSCO, the actors concerned and other effective civil defence mechanisms, including civil society and humanitarian personnel.

(b) Disarmament and demobilization

Benchmark 3: Adoption of a national framework outlining key strategic, political, institutional, legal, coordination, financial and operational strategies for disarmament and demobilization, including community reintegration that will serve as a means of transition towards community recovery and stabilization.

Benchmark 4: Contribution of the PDDRC-S to the sustainable reduction of the number of armed groups, in accordance with order No. [21/038](#) of 5 July 2021, following the transition timeline.

2. Priority collaborative actions with specialized agencies, funds and programmes of the United Nations

(a) Community recovery and stabilization

Benchmark 5: Continued implementation of the national framework outlining key strategic, political, institutional, legal, coordination, financial and operational parameters for community recovery and stabilization in the country with the support of the agencies, funds and programmes of the United Nations in the Democratic Republic of the Congo.

Benchmark 6: Capacity and concrete engagement of the Government and civil society and other non-State actors in preventing, mitigating and resolving disputes through functional, inclusive and sustainable platforms (mechanisms) for the resolution of local conflicts.

(b) Restoration of State authority in conflict and post-conflict areas

Benchmark 7: Adoption and implementation of a government policy that takes into consideration the rights and needs of refugees, internally displaced persons and host communities, as well as gender issues (men, women, girls and boys).

Benchmark 8: Meaningful participation of women and young leaders (to amplify the voices of women and young leaders) in decision-making processes related to the protection of civilians, stabilization and peacebuilding.

Benchmark 9: Increased capacities of State institutions to protect civilians and their rights by restoring State authority.

Benchmark 10: Engagement of State institutions in the protection of civilians and their rights, strengthening the rule of law to combat impunity and corruption in accordance with national laws and international human rights obligations.

Benchmark 11: Effective and functional presence of State institutions to ensure a minimum offering of public services to the population.

Benchmark 12: Enhanced demand for justice, access to justice and legal protection for the population, in particular vulnerable and at-risk groups by setting up the appropriate legal and operational mechanisms.

Benchmark 13: Implementation of disciplinary and legal measures, in accordance with the law, against those responsible for acts of corruption or for maintaining commercial relations with armed groups.

Benchmark 14: Continued implementation by the Government of a security strategy at the national and provincial levels, as well as a plan of action for security sector reform, focusing in particular on respect of human rights and gender.

Benchmark 15: Organization of credible, inclusive and peaceful elections held in accordance with constitutional timelines.

Benchmark 16: Stabilization of conflict-sensitive mining areas through the progressive formalization of the mining sector and a significant reduction of fraud and corruption.

Benchmark 17: Finalization of land reform to ensure transparency over land allocation and security of tenure.

Benchmark 18: Implementation of the transition plan in line with the integrated regional strategy, respecting the commitments made by the countries of the Great Lakes Region, signatories, guarantors and the Office of the Special Envoy of the Secretary-General of the United Nations under the Addis Ababa Framework Agreement.

V. Priority areas of action in the provinces

21. The joint strategy had identified conditions for the transition specific to each province in which MONUSCO was present, and whose attainment would be necessary to envisage a progressive drawdown in each area. Those conditions remain valid for assessing progress made at the provincial level. It is worth noting the areas where the Government, with the support of the United Nations system, will focus its efforts in each province to allow for a progressive and responsible drawdown of the Mission as part of its end state.

1. Tanganyika

22. With recent progress on the security front in Tanganyika Province, conflicts in the border area with the territories of Fizi in South Kivu and Kabambare in Maniema have continued to subside, and tensions in the territories of Nyunzu and Kongolo between the Bantu and Twa populations, which would likely require a continued military capacity for intervention in both territories, are being addressed. Transhumance and conflicts between communities of nomadic herders and sedentary farmers, as well as land and customary conflicts, remain widespread in the province.

23. Until the drawdown of the Mission from Tanganyika Province, expected by mid-2022, the Government, MONUSCO and the United Nations country team will focus on (a) improving the security environment in the territories of the province in order to facilitate the voluntary return of internally displaced persons and Congolese refugees; (b) starting to implement the PDDRC-S; (c) strengthening the capacity of local community conflict resolution mechanisms in order to build trust between the Twa and Bantu communities and address recurrent conflicts; and (d) fostering access to fair trials, legal aid, judicial protection and appropriate reparation for victims.

2. Ituri

24. Despite the declaration of the state of siege and the significant achievements of the operations of the FARDC, notably against factions of the ADF and CODECO, the period since the presentation of the joint strategy in October 2020 has been marked

by a worrisome escalation of violence against civilians and the security forces. That trend was observed in the territories of Djugu, Irumu and, to a lesser extent, Mahagi. The areas affected by violence, characterized by brutal attacks, have increased. Armed groups have proliferated, mainly in the territories of Djugu and Irumu, where the armed group Force patriotique et intégrationniste du Congo has intensified its activities and the armed group Zaire, active in Djugu and northern Irumu, continues to have the potential to destabilize both territories. Despite some advances in the implementation of the peace agreement signed on 28 February 2020 between the Government and the Force de résistance patriotique de l'Ituri, the disarmament, demobilization and reintegration process set out in the agreement has been interrupted pending the implementation of the new modalities.

25. The priority actions of the Government, with the support of MONUSCO and the United Nations country team, are: (a) creating the necessary security conditions for the implementation of social policies conducive to the voluntary and sustainable return of internally displaced persons and refugees, while continuing to provide physical protection where necessary; (b) strengthening the capacity and presence of the State in the security and justice sectors in order to establish a protective environment in the province, to effectively combat impunity, prosecute serious crimes, including sexual and gender-based violence, and promote human rights; (c) strengthening transitional justice processes in order to combat impunity effectively, give victims access to justice and reparation, and introduce non-recurrence measures; and (d) implementing the PDDRC-S, which focuses on sustainable community reintegration and not the integration of former combatants into the State security forces.

3. North Kivu

26. The situation in North Kivu has remained unchanged since the publication of the joint strategy and continues to be of concern. Armed groups, both national and foreign, such as factions of the Nduma défense du Congo rénové (NDC-R) and the Forces démocratiques de libération du Rwanda-Forces combattantes abacunguzi (FDLR/FOCA), continue to compete for control of territory and pose a serious threat to civilians. The ADF is currently concentrated in two main localities: along the provincial border between Ituri and North Kivu, between Tchabi, Kainama, Mamove and Luna; and south-east of Beni, in the Ruwenzori area. Although the group has been dislodged from its traditional strongholds, recruitment, including in neighbouring countries and through kidnapping, continues. The military operations of the FARDC against the ADF have resulted in the dispersion of the ADF into smaller, more mobile groups, but no fighters have surrendered. In addition to the activities of the ADF, dozens of local armed Mai-Mai groups, positioning themselves as Nande self-defence groups, continue to operate mainly in the west, south and south-east of Beni territory and in most of Lubero territory.

27. Among its priority actions, the Government, with the support of MONUSCO and the United Nations country team, will continue to focus on: (a) creating the necessary security conditions for the implementation of social policies conducive to the voluntary and sustainable return of internally displaced persons and refugees, while continuing to provide physical protection where necessary; (b) strengthening the capacity and presence of the State in the security and justice sectors, in order to establish a protective environment in the province, to effectively combat impunity, prosecute serious crimes, including sexual and gender-based violence, and promote human rights; (c) planning and executing joint operations between MONUSCO and the FARDC to eliminate the threats posed by the ADF, increasing pressure on the FDLR to disarm, and enabling the FARDC and the PNC to maintain basic security in areas liberated from armed groups; (d) creating a cohesive environment between the

population and the State and increasing efforts to address the underlying causes and main drivers of conflict, such as land disputes and illegal exploitation of mineral resources; (e) implementing the PDDRC-S, including the community reintegration of combatants of the Democratic Republic of the Congo and the return of foreign fighters to their countries of origin; and (f) prosecuting the perpetrators of serious human rights violations and crimes against humanity and strengthening the criminal justice chain, including the functioning of the police, the judiciary and the prison administration.

4. South Kivu

28. The situation in the Hauts Plateaux, Moyens Plateaux and the Ruzizi plain remains worrisome, including in the context of the intercommunity conflict between the Twigwaneho self-defence militia and a Maï-Maï coalition. The conflict with several foreign armed groups, such as Résistance pour un État de droit au Burundi and the Forces nationales de libération, has a significant cross-border element. Clashes between coalitions of armed groups and attacks against civilians have resulted in violations of human rights and international humanitarian law. In addition, the Maï-Maï Yakutumba faction operates in South Kivu and in the border areas with Maniema and Tanganyika. It is the driving force behind the many shifting Maï-Maï alliances, and exerts particular influence on the Maï-Maï Apa Na Pale and Maï-Maï Malaika groups, and continues to be heavily involved in illegal mining activities.

29. The priority actions of the Government, with the support of MONUSCO and the United Nations country team, will continue to revolve around: (a) creating the security conditions necessary for the implementation of social policies conducive to the voluntary and sustainable return of internally displaced persons and refugees, while continuing to provide physical protection where necessary; (b) strengthening the capacity and presence of the State in the security and justice sectors in order to establish a protective environment in the province, to effectively combat impunity, prosecute serious crimes, including sexual and gender-based violence, and promote human rights; (c) implementing the PDDRC-S for combatants of armed groups, including the Maï-Maï Yakutumba and their allies, while addressing the illicit exploitation of natural resources which fuels the violence of armed groups; (d) restoring State authority in order to enable displaced persons to return to their communities of origin; and (e) combating human rights violations, including high levels of conflict-related sexual violence, particularly in the territories of Shabunda, Walungu, Fizi and Kabambare.

VI. Risk assessment and mitigation measures

30. The drawdown of the Mission, although gradual, will have a political and security impact on the implementation of the Mission's mandate concerning human rights and humanitarian access in the Democratic Republic of the Congo. Among the most significant risks are the security consequences of a premature withdrawal from areas affected by armed conflict, including a possible resurgence of conflict. However, other risks are worth considering, including increased political tensions which could undermine the adoption of key institutional reforms, including security sector reform and the implementation of the PDDRC-S, weak institutional capacity, impunity for crimes committed by armed groups and some security authorities, which could further undermine the peace process and reconciliation efforts, and poor resource mobilization to support the transition process.

31. The partnership between the Government and the United Nations system is central to risk management. A joint analysis of the national and provincial contexts is

among the mitigation measures that must be emphasized. At the provincial level, the mitigation strategy could be carried out through joint programmes, such as an emergency community development and stabilization programme, in order to increase its impact. The resource mobilization strategy also needs to be strengthened in order to diversify sources of funding and to support the implementation of the Government's programme of action.

VII. Strategic partnerships

32. The implementation of this transition plan will require close collaboration between the Government, the United Nations system and partners, in order to ensure that the conditions are in place to facilitate the drawdown of MONUSCO in a progressive, responsible and sustainable manner. In consultation with international financial institutions and other multilateral and bilateral partners, the Government and the United Nations will continue to ensure an inclusive process that reflects the capacities which the Government, the Mission, the United Nations country team and other international organizations can provide to support the implementation of joint priorities, and that sets out capacity-building strategies to ensure a progressive transition.

33. The Mission will continue to contribute to the implementation of the United Nations Sustainable Development Cooperation Framework during the transition period. The United Nations will undertake joint programmatic activities in order to better integrate its work into the Mission's core areas of focus, with a view to facilitating the transition towards a post-peacekeeping context. Joint programmatic activities will focus on security, protection of civilians, community violence reduction, disarmament, demobilization, community recovery and stabilization, human rights and institutional reforms.

34. As part of an integrated approach, the United Nations will also continue to work with the Congolese authorities, local populations and civil society, including organizations led by women and young people, to support reconciliation and community stabilization initiatives. It will also continue to work in collaboration with key national and international stakeholders, using the humanitarian-development-peace (triple nexus) approach to address the underlying causes of conflict and the systemic drivers of humanitarian needs.

35. The United Nations will also support the strategic use of projects financed through the Peacebuilding Fund and the Stabilization Coherence Fund and the establishment of a strategic framework to strengthen institutions, with a focus on addressing the underlying causes of conflict, strengthening the Government's capacities, consolidating the accountability mechanism, and ensuring democratic dialogue, community resilience and social cohesion.

36. In the implementation of Security Council resolution [1325 \(2000\)](#) and other instruments concerning women, peace and security, the United Nations system will collaborate with the Ministry of Gender, Family and Children's Affairs and the Office of the Special Adviser to the Head of State on combating sexual violence and child recruitment, the FARDC, the PNC and judicial and prison authorities, as well as other stakeholders.

Transition priorities and benchmarks

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
1. Minimum conditions for the drawdown of MONUSCO				
(a) Security and protection of civilians				
1. Significant reduction in armed threats thanks to a comprehensive approach that helps to put an end to the existence of armed groups in the provinces of North Kivu, South Kivu and Ituri to an extent that they can no longer cause widespread violence against the civilian population	1. The number of armed groups, the size of their membership and the geographical area where they operate in violence-affected areas declines considerably	Ituri, North Kivu and South Kivu	Government and MONUSCO	By the end of 2023
	2. The capacity and presence of security forces increase in areas where armed groups are present and active	Ituri, North Kivu and South Kivu	Government (FARDC, PNC)	Each year
	3. The PNC is deployed in liberated areas and takes over the security role performed by the FARDC	Ituri, North Kivu and South Kivu	PNC	By 2024
	4. The reconfiguration of the MONUSCO force, in particular its Force Intervention Brigade (FIB), is complete and its engagement in joint operations is effective	Ituri, North Kivu and South Kivu	MONUSCO	By the end of 2024
	5. The number of persons internally displaced owing to armed conflict decreases	Ituri, North Kivu and South Kivu	Government and MONUSCO	Each year
	6. The trust of the population, including women and young people, in the national defence and security forces is rising (polling data disaggregated by gender and by age group)	Ituri, North Kivu and South Kivu	Government	By the end of 2024
	7. The cases of sexual and gender-based violence and other human rights violations drop sharply	Ituri, North Kivu and South Kivu	Government	By the end of 2024

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
	8. The number of people by territory who say that the armed groups are the principal source of insecurity decreases (polling data)	Ituri, North Kivu and South Kivu	Government	By the end of 2024
2. Existence of a greater capacity to respond rapidly to protection threats and resolve intercommunity conflicts effectively, and greater cooperation between the security forces of the Democratic Republic of the Congo, MONUSCO, the actors concerned and other effective civil defence mechanisms, including civil society and humanitarian personnel	1. Inclusive and representative early warning and protection mechanisms exist and are functioning effectively, translating into rapid response by State actors	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	By the end of 2024
	2. Women, young people, civil society and community representatives, including religious leaders, participate actively and inclusively in coordination mechanisms dealing with security and conflict resolution	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	By the end of 2024
	3. Local councils for neighbourhood security are operational and local security committees and standing human rights protection monitoring committees are in place and operational	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	By the end of 2024
(b) Disarmament and demobilization				
3. Adoption of a national framework outlining key strategic, political, institutional, legal, coordination, financial and operational strategies for disarmament and demobilization, including community reintegration that will serve as a means of transition towards community recovery and stabilization	1. The components of the PDDRC-S, such as the steering committee, the national coordination group, the technical committee, the provincial coordination groups and the territorial branches, are in place and operational	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	By the end of 2024
	2. The national policy and strategy papers for the PDDRC-S outlining the principles, objectives, roles and responsibilities, necessary	Ituri, North Kivu and South Kivu	Government and partners	By the start of 2022

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
	resources, coordination mechanisms and the systems for monitoring and overseeing disarmament, demobilization and community reintegration and stabilization activities in accordance with order No. 21/038 of 5 July 2021 are prepared and approved by the competent authorities			
	3. The national disarmament, demobilization, community reintegration and stabilization strategy is developed and implemented in accordance with the provisions of order No. 21/038	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	By the end of 2022
	4. Rebels are not incorporated automatically or massively into the regular army and the PNC	Ituri, North Kivu and South Kivu	Government	By 2022
	5. Women and girls and boys associated with armed groups and their dependants are demobilized and benefit from sustainable, effective, holistic and gender-sensitive DDCR-S programmes	Ituri, North Kivu and South Kivu	Government MONUSCO (in part) and agencies, funds and programmes of the United Nations	By the end of 2023
4. Contribution of the PDDCR-S to the sustainable reduction of the number of armed groups, in accordance with order No. 21/038 of 5 July 2021, following the transition timeline	1. The number of armed groups dismantled through disarmament and demobilization operations and whose members are then reintegrated through community reintegration projects respectful of the rights of victims to reparation and to measures of non-recurrence increases	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	By the end of 2024

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
	2. The number of women, girls and boys and dependants associated with armed groups and returning vulnerable members of communities who have benefited from community reintegration projects increases	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	By the end of 2024
2. Priority collaborative actions with agencies, funds and programmes of the United Nations				
(a) Community recovery and stabilization				
5. Continued implementation of the national framework outlining key strategic, political, institutional, legal, coordination, financial and operational parameters for community recovery and stabilization in the country with the support of agencies, funds and programmes of the United Nations in the Democratic Republic of the Congo	1. Former combatants who have surrendered voluntarily are accompanied and supported through community recovery processes	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	After 2024
	2. Communities, including traditional and religious leaders, women and youth groups, participate actively in the development and implementation of inclusive (socioeconomic) disarmament, demobilization, community reintegration and stabilization programmes	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	Ongoing
6. Capacity and concrete engagement of the Government and civil society and other non-State actors in preventing, mitigating and resolving disputes through functional, inclusive and sustainable platforms (mechanisms) for the resolution of local conflicts	1. The number of customary power conflicts addressed and resolved through an appropriate mechanism with the broad participation of the communities concerned increases	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	Ongoing
	2. Inclusive and effective conflict resolution mechanisms, including customary conflict resolution advisory committees and barazas are strengthened, taking into consideration the gender dimension	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	Ongoing

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
	3. The number of men and women who say that they have good relations with the members of their ethnic group and other ethnic groups increases (polling data)	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	Ongoing
	4. The number of intercommunity and intracommunity clashes reported decreases	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	Ongoing
(b) Restoration of State authority in conflict and post-conflict areas				
7. Adoption and implementation of a government policy that takes into consideration the rights and needs of refugees, internally displaced persons and host communities, as well as gender issues (men, women, girls and boys)	1. The Democratic Republic of the Congo deposits an instrument of ratification of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa of 23 October 2009 and passes a national law on the implementation of the Convention	Ituri, North Kivu and South Kivu	Government	By 2022
	2. A favourable environment allowing refugees, internally displaced persons, including women and girls, and host communities to effectively enjoy their rights is created	Ituri, North Kivu and South Kivu	Government	Ongoing
	3. The needs of refugees, internally displaced persons, including women and girls, and host communities are integrated into development plans at the national and local levels	Ituri, North Kivu and South Kivu	Government	Five-year timelines
	4. The number of refugees and internally displaced persons benefitting from lasting solutions,	Ituri, North Kivu and South Kivu	Government with the support of agencies,	Ongoing

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
	including the return to their localities of origin, increases and peaceful coexistence with host communities is promoted		funds and programmes of the United Nations	
	5. Government directives and the presence of security actors facilitate secured humanitarian access to vulnerable populations, including women and girls	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	3y 2022
	6. Internally displaced persons and refugees enjoy lasting security in their places of residence	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	By 2024
8. Meaningful participation of women and young leaders (to amplify the voice of women and young leaders) in decision-making processes related to the protection of civilians, stabilization and peacebuilding	1. The representation and significant participation of women in community mechanisms, such as local security committees and provincial security councils, increases	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	Ongoing
	2. Implementation of the plan of action of the PNC and the plan of the FARDC regarding the joint communique on conflict-related sexual violence is pursued and strengthened	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	By 2024
	3. The National 1325 Plan of Action on Women, Peace and Security (II) and the Revised National Strategy for Combating Gender-Based Violence are implemented in the provinces of North Kivu, South Kivu and Ituri	North Kivu, South Kivu and Ituri	Government with the support of agencies, funds and programmes of the United Nations	By 2022
	4. The number of women organizations and networks benefitting from protection,	North Kivu, South Kivu and Ituri	Government with the support of agencies,	By 2022

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
	stabilization and peacebuilding increases		funds and programmes of the United Nations	
9. Increased capacities of State institutions to protect civilians and their rights by restoring State authority	1. Cases of physical aggression against civilians, in particular women, girls and boys decrease	Ituri, North Kivu and South Kivu	Government	By 2023
	2. An environment conducive to safety and security for women, girls and boys, free of sexual and sexist violence and other forms of human rights violations is created	Ituri, North Kivu and South Kivu	Government	By 2023
	3. Mechanisms are in place to ensure compensation in case of loss, damage and arbitrary or illegal land deprivation	Ituri, North Kivu and South Kivu	Government	By 2023
10. Engagement of State institutions in the protection of civilians and their rights, strengthening the rule of law to combat impunity and corruption in accordance with national laws and international human rights obligations	1. The number of human rights abuses and violations, including serious violations of the rights of the child, sexual and gender-based violence, war crimes and crimes against humanity committed by all armed groups and State actors, decreases	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations.	By 2024
	2. The resources allocated to the judicial system and establishment of mechanisms for the prevention of and response to human rights violations and abuses, including for reparations and comprehensive support for victims, increase	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	By 2024
	3. The effectiveness of State human rights protection institutions increases due to the establishment of the Provincial Human Rights Division in Ituri Province and the strengthening of the activities of the National Human Rights	Ituri, North Kivu and South Kivu	Government	By 2023

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
	Commission in an optimal and effective manner for it to fulfil its mandate in accordance with the Paris Principles, including for the handling of complaints			
	4. Allegations of serious human rights violations are investigated, and credible prosecutions are conducted by the judicial authorities and the perpetrators, including those in command and control positions, are brought to justice	Ituri, North Kivu and South Kivu	Government	Ongoing
	5. Victims, including women and girl survivors of sexual and gender-based violence and conflict-related sexual violence, are recognized and compensated appropriately	Ituri, North Kivu and South Kivu	Government	Ongoing
	6. The number of women who are represented in State institutions for the protection of civilians and their rights and who influence them significantly increases	Ituri, North Kivu and South Kivu	Government	Ongoing
	7. The number of respondents who think that victims of sexual violence may have their case heard in court increases (polling data)	Ituri, North Kivu and South Kivu	Government	Ongoing
	8. A national and provincial system of transitional justice is established	Ituri, North Kivu and South Kivu	Government	Ongoing
	9. The legal framework is strengthened in accordance with international legal instruments concerning human rights ratified by the Democratic Republic of the Congo; the law setting measures for the application of freedom to	Ituri, North Kivu and South Kivu	Government	Ongoing

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
	demonstrate is passed; the draft legislation on the rights and responsibilities of human rights defenders and the draft legislation on general provisions applicable to non-profit institutions and public utilities are adopted			
11. Effective and functional presence of State institutions to ensure a minimum offering of public services to the population	1. The operating mechanisms of decentralization are reinforced	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	Ongoing
	2. Police and justice institutions, including the prison system, are operating in a coordinated manner in the major towns of Tanganyika, Ituri, North Kivu and South Kivu Provinces and are assuming increasing responsibility for law and order	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	By 2023
	3. The number of qualified women in the judiciary, the army and the police increases	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	By 2024
	4. The five-year plan of action for reform of the PNC is fully funded and implemented	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	Five-year
	5. The Government's security institutions have the appropriate capacity and are implementing the agreed frameworks for combating crimes of sexual violence	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	Ongoing
	6. The effectiveness of public administration is improved at the central, provincial and local levels, in	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies,	Ongoing

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
	accordance with the Government's programme, including through the more efficient management of resources		funds and programmes of the United Nations	
	7. The priority prisons of Ndolo Makala, Luzumu, Goma, Beni, Butembo, Bunia, Kalemie, Uvira, Bukavu, Kabare and Kananga treat inmates, including high-risk and "high profile" inmates, with the appropriate security capacities to ensure internal security and the basic subsistence of inmates	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes of the United Nations	Ongoing
	8. The working and living conditions of law officers, police officers and prison officers are improved, in accordance with the Government's programme	Ituri, North Kivu and South Kivu	Government, MONUSCO (in part) and agencies, funds and programmes	Ongoing
12. Enhanced demand for justice, access to justice and legal protection for the population, in particular vulnerable and at-risk groups by setting up the appropriate legal and operational mechanisms	1. Police, justice and prison infrastructure in areas affected by armed conflict, are built or rehabilitated, in accordance with the Government's programme	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations and MONUSCO (until 2024)	By 2024
	2. Access to information and justice (investigation and prosecution processes) is facilitated for the non-discriminatory treatment of women, girls and boys facing the judicial system	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations and MONUSCO (until 2024)	Ongoing
	3. Measures for the protection of victims and witnesses, in particular women and children, exist before, during and after judicial proceedings	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations and MONUSCO (until 2024)	Ongoing
	4. A justice reform and empowerment mechanism for women is in place to	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds	By 2022

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
	combat impunity with regard to human rights violations and sexual and gender-based violence		and programmes of the United Nations and MONUSCO (until 2024)	
	5. Transformative justice programmes that address violations suffered by women as well as the underlying inequalities that make women and girls vulnerable in times of conflict are developed and implemented	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations and MONUSCO (until 2024)	By 2023
13. Implementation of disciplinary and legal measures, in accordance with the law, against those responsible for acts of corruption or for maintaining commercial relations with armed groups	1. The capacities of the Government to investigate and prosecute cases of corruption, serious violence against civilians or commercial relations with armed groups involving officials of the Democratic Republic of the Congo are strengthened	Ituri, North Kivu and South Kivu	Government (Ministry of Human Rights and Ministry of Justice) and agencies, funds and programmes of the United Nations.	Ongoing
	2. A law to protect whistle-blowers is passed in order to counter illicit enrichment, in accordance with the Government's programme	Ituri, North Kivu and South Kivu	Government (Ministry of Human Rights) and agencies, funds and programmes of the United Nations	Ongoing
14. Continued implementation by the Government of a security strategy at the national and provincial levels, as well as a plan of action for security sector reform, focusing in particular on respect of human rights and gender	1. Priority plans of action for reform of the FARDC and the PNC are disseminated and implemented at the national and provincial levels, taking into consideration the gender dimension	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	By 2022
	2. The mechanism for oversight and monitoring of the empowerment of security institutions through parliament is strengthened	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	Ongoing
	3. Gender-sensitive road maps for the implementation of the priority plan of action for reform of the defence and security forces, as well as	Ituri, North Kivu and South Kivu	Government with the support of agencies,	By 2021

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
	reserved quotas and specialized training facilitating the recruitment, retention and participation of women in security sector institutions, are adopted and communicated to bilateral and multilateral partners		funds and programmes of the United Nations	
	4. An updated road map for the implementation of the annual recruitment and demobilization plans of the FARDC and the PNC is adopted and communicated to bilateral and multilateral security sector reform partners	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	By 2021
	5. Awareness by security institutions of respect for human rights, including the rights of the child, international humanitarian law and protection of civilians is increased	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	Ongoing
	6. The capacity of judicial mechanisms to combat human rights violations committed by State security services and violations of the rule of law, including conflict-related sexual violence, is strengthened	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	Ongoing
	7. Complete gender-sensitive assessments of national security institutions (justice, police, FARDC) are conducted to fill capacity gaps	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	By 2022
	8. The FARDC and the PNC are trained on gender-sensitive approaches in security contexts and are educated about the linkage	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	Ongoing

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
	between gender and the prevention of violent extremism			
15. Organization of credible, inclusive and peaceful elections held in accordance with constitutional timelines	1. The electoral law and the organic law on the organization and functioning of the National Independent Electoral Commission are revised; the amendments are adopted by consensus following political consultations	Nation-wide	Government and agencies, funds and programmes of the United Nations, and other funders	Constitutional timelines
	2. A consensus is reached on constitutional reforms concerning voting methods	Nation-wide	Government and agencies, funds and programmes of the United Nations, and other funders	By 2022
	3. Political actors are refraining from any use of armed violence related to the contesting of elections	Nation-wide	Government and agencies, funds and programmes of the United Nations, and other funders	By 2023
	4. Gender-sensitive legal frameworks and arrangements, including the 2015 law on the modalities for the enforcement of women's rights and parity, are established	Nation-wide	Government and agencies, funds and programmes of the United Nations, and other funders	By 2024
	5. The number of women participating in electoral processes, including as candidates for various elections, increases at the national and provincial levels	Nation-wide	Government and agencies, funds and programmes of the United Nations, and other funders	By 2023

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
16. Stabilization of conflict-sensitive mining areas through the progressive formalization of the mining sector and a significant reduction of fraud and corruption	1. State control is implemented thanks to the effective strengthening of the mining police in mining areas	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	By 2022
	2. Significant progress is made in the fight against impunity and in accountability in cases of illegal commercial relations with armed groups	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations and other funders	By 2024
	3. Units suspected of being involved structurally in the illegal exploitation of natural resources in conflict-sensitive areas are rotated and their command changed	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	By 2024
	4. Tangible progress is made with regard to accountability for the illegal exploitation of natural resources at all levels of command	Ituri, North Kivu and South Kivu	Government with the support of agencies, funds and programmes of the United Nations	By 2024
17. Finalization of land reform to ensure transparency over land allocation and security of tenure	1. Reinforced traceability, certification and due diligence systems control economic activities and reduce opportunities for fraud by criminal actors	Nation-wide	Government with the support of agencies, funds, programmes of the United Nations	By 2022
	2. Considerable progress is made in the formalization and support of artisanal mining in identified conflict-sensitive priority areas	Nation-wide	Government with the support of agencies, funds and programmes of the United Nations	By 2022
	3. Active measures are taken to improve legal trading opportunities	Nation-wide	Government with the support of agencies, funds and programmes of the United Nations	By 2022

<i>Benchmark</i>	<i>Indicator</i>	<i>Area of engagement</i>	<i>Responsibility</i>	<i>Timeline</i>
18. Implementation of the Transition Plan in line with the integrated regional strategy, respecting the commitments made by the countries of the Great Lakes Region, signatories, guarantors and the Office of the Special Envoy of the Secretary General of the United Nations under the Addis Ababa Framework Agreement	1. The transition plan is executed as part of an integrated regional strategy while respecting the commitments made by the countries of the Great Lakes region	Ituri, North Kivu and South Kivu	Government, MONUSCO (until 2024), countries signatory to the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region, and guarantors	By 2024
	2. Regular assessments of the implementation of the Framework undertaken	Nation-wide	Government, MONUSCO, countries signatory to the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region, and guarantors	By 2024

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