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Report of the Secretary-General on the implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region

I. Introduction

1. The present report is submitted pursuant to Security Council resolution [2098 \(2013\)](#), in which the Council requested that I submit a report on the implementation of the commitments under the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region.¹ The report covers developments since the issuance of my report of 24 September 2013 ([S/2013/569](#)) and describes recent peace and security initiatives with regard to eastern Democratic Republic of the Congo and the region. Furthermore, the report discusses progress in the implementation of the Framework, including the development of regional benchmarks and appropriate follow-up measures, as referred to in paragraphs 4 and 5 of the resolution.

II. Recent developments

A. Political and security developments

2. During the period under review, some progress was achieved on the political front, while fighting resumed between the Armed Forces of the Democratic Republic of the Congo (Forces armées de la République démocratique du Congo — FARDC), on the one hand, and the Mouvement du 23 mars (M23) and other armed groups, on the other.

3. Following a recess of several weeks, the Kampala Dialogue between the Government of the Democratic Republic of the Congo and M23 resumed on 16 October. The parties held direct negotiations and reached consensus on 8 out of 11 articles contained in the draft peace proposal presented by the Facilitator of the

¹ In this context, the region is defined as covering the 11 countries signatory to the Peace, Security and Cooperation Framework, namely, Angola, Burundi, the Central African Republic, the Congo, the Democratic Republic of the Congo, Rwanda, South Africa, South Sudan, Uganda, the United Republic of Tanzania and Zambia. In addition, the following four intergovernmental organizations act as guarantors for the Framework: African Union, International Conference on the Great Lakes Region, Southern African Development Community and United Nations. For further information, see [S/2013/119](#) and [S/2013/131](#), annex.



talks, Crispus Kiyonga. However, the parties could not agree on other key provisions related to amnesty and sanctions; transformation of M23 into a political party; military and civil integration; and disarmament and cantonment of M23 combatants. Given the lack of progress on those outstanding issues, the Facilitator decided to adjourn the talks on 20 October.

4. Meanwhile, the situation on the ground quickly deteriorated, with reports of military build-up and reinforcement of M23 positions. These developments further heightened tension and mistrust between the parties and threatened to derail the Dialogue. Amid escalating tensions on the ground, helicopters of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) came under fire from M23 positions on 11 and 18 October. My Special Envoy for the Great Lakes Region, Mary Robinson, and my Special Representative for the Democratic Republic of the Congo, Martin Kobler, both condemned the attacks.

5. Following an attack by M23 on FARDC positions on 25 October, fighting resumed in the Kibumba area, Nyiragongo territory, North Kivu Province. As a result, about 5,000 civilians crossed into Rwanda. On the same day, the Rwandan authorities reported that grenades fired from eastern Democratic Republic of the Congo had landed in their territory. On 27 October, a Tanzanian peacekeeper serving under MONUSCO was killed in an ambush by M23 combatants. This happened while MONUSCO was assisting FARDC in protecting civilians in Kiwanja, Rutshuru territory, North Kivu Province. I issued a statement strongly condemning the attack on MONUSCO and the killing of the peacekeeper.

6. In a state of the nation address on 23 October, President Kabila urged all negative forces operating in eastern Democratic Republic of the Congo to disarm and disband immediately. Meanwhile, FARDC continued its military operations against M23, with the support of the MONUSCO Force Intervention Brigade. In unprecedented military advances from 27 October to 5 November, FARDC gradually regained control over areas previously held by M23 in North Kivu Province. These included Kiwanja, Rutshuru, Bunagana, Mbuzi, Chanzou and Runyoni. With assistance from MONUSCO, State authorities, including police and civil administration, were deployed to the areas vacated by M23. The delivery of basic services was also initiated in those areas.

7. Against this backdrop, the Facilitator of the Kampala Dialogue invited the parties to resume formal negotiations on 1 November. Since the parties disagreed over the nature of the outcome document, the Facilitator proposed a three-step approach: (a) the President of M23 would make a public declaration announcing the end of the rebellion; (b) the Government of the Democratic Republic of the Congo would take note of this declaration by issuing a declaration of its own; and (c) both parties would meet in Kampala five days later to co-sign the outcome document. The parties endorsed the Facilitator's proposal and, by 3 November, had agreed on all outstanding issues.

8. Despite progress at the talks, on 5 November heavy fighting continued between FARDC and M23. On the same day, the President of M23, Bertrand Bisimwa, called for the immediate cessation of hostilities and requested the Facilitator to establish a mechanism to monitor the proposed lull in fighting. In response, the Minister of Information of the Democratic Republic of the Congo, Lambert Mende, urged M23 to lay down its weapons. In a statement released on

5 November, Bertrand Bisimwa announced that M23 had terminated its rebellion and would seek to resolve its grievances through political means. On the same day, the Government of the Democratic Republic of the Congo announced its victory, having captured all the major towns formerly held by M23. On 7 November, Ugandan officials announced that about 1,500 M23 combatants, including the M23 military commander, Sultani Makenga, had crossed into Uganda and surrendered. Makenga is accused of war crimes by the Congolese authorities and is listed by the Security Council Committee established pursuant to resolution 1533 (2004).

9. Efforts to conclude the Kampala Dialogue continued in parallel, and the parties were encouraged to sign a final agreement. A signing ceremony in Entebbe, Uganda, scheduled for 11 November, was cancelled at the last minute, as the parties disagreed over the title and format of the document that they were to sign. In a statement issued on 14 November, the Government of the Democratic Republic of the Congo expressed its willingness to co-sign with M23 a final document that would not be an agreement but would settle the questions of cantonment, disarmament, demobilization and social reintegration for M23 combatants. The Government of the Democratic Republic of the Congo requested that such a statement be circulated as a document of the Security Council.

10. On 2 December, President Kabila travelled to Kampala to meet with President Museveni with a twofold objective: first, to agree on how to conclude the Kampala Dialogue in a mutually acceptable manner and second, to ease bilateral tensions triggered by inflammatory and accusatory statements issued by both Governments following the failed signing ceremony of 11 November. In a joint communiqué issued at the end of the meeting, both Presidents agreed that the Kampala Dialogue should be brought to a swift conclusion, not only to facilitate the peaceful return and demobilization of former M23 combatants, but also to create the conditions necessary for the return of internally displaced persons and other Congolese nationals who had sought refuge in neighbouring countries. President Kabila also reaffirmed his determination to rid the Democratic Republic of the Congo of all other negative forces, notably the Forces démocratiques de libération du Rwanda and the Allied Democratic Forces.

11. Following the collective efforts of the leaders of the region, supported by my Special Envoy and the Team of Envoys, the Kampala Dialogue was formally and successfully concluded on 12 December. The Government of the Democratic Republic of the Congo and M23 each signed a separate declaration reflecting the consensus reached during the Dialogue. In addition, Presidents Museveni and Banda signed a final communiqué in their capacities as Chairs of the International Conference on the Great Lakes Region (ICGLR) and the Southern African Development Community (SADC), respectively. Together, the declarations signed by the parties articulate the 11 provisions agreed during the talks, namely: (a) the decision by M23 to end its rebellion and transform itself into a legitimate political party; (b) amnesty for members of M23 only for acts of war and insurgency; (c) transitional security arrangements leading to the disarmament of M23; (d) release of M23 members detained by the Government of the Democratic Republic of the Congo for acts of war and rebellion; (e) demobilization of former M23 combatants; (f) return of refugees and internally displaced persons to their homes; (g) formation of a commission to handle confiscated, extorted, stolen, looted and destroyed properties, including land; (h) national reconciliation and justice; (i) social, security and economic reforms; (j) implementation of the conclusions of the review of the

implementation of the 23 March 2009 agreement between the Government of the Democratic Republic of the Congo and the former Congrès national pour la défense du peuple; and (k) an implementation, monitoring and evaluation mechanism for the aforementioned provisions. I urge the parties to start implementing those commitments immediately and to honour them in full.

12. On 4 November, the first joint summit of SADC and ICGLR was held in Pretoria. The summit was attended by nine Heads of State and other senior officials from both organizations. At the summit, participants urged the Government of the Democratic Republic of the Congo and M23 to swiftly agree on all outstanding issues. The summit also provided an opportunity for useful discussions, following months of regional tensions. Participants agreed to hold a joint summit of Heads of State annually, as well as joint ministerial meetings twice a year. The summit was an important step forward in creating a platform for both organizations to collaborate and harmonize their views on the situation in the Great Lakes region.

13. Against the backdrop of tensions between some of its member States, the East African Community held its second Peace and Security Conference from 13 to 15 November in Bujumbura. Participants included government officials and representatives of civil society, non-governmental organizations, media representatives, religious leaders and youth and women's organizations. Recommendations of the conference aimed to promote a culture of dialogue and tolerance in order to prevent conflict and maintain peace. On 30 November, the Fifteenth Ordinary Summit of Heads of State of the East African Community took place in Kampala and President Museveni handed the position of Chair over to President Kenyatta. The Summit laid the foundation for an East African monetary union. The proposed union constitutes an important milestone towards stronger economic integration and regional cooperation.

B. Humanitarian situation

14. As a result of clashes between FARDC and various armed groups, including M23 and the Forces de résistance patriotiques de l'Ituri, the humanitarian situation has remained alarming during the reporting period. Consequently, the number of internally displaced persons in the country rose from 2.6 million to 2.7 million.

15. Fighting between FARDC and M23 in Rutshuru territory, North Kivu Province, coupled with activities by other armed groups in Orientale Province, uprooted thousands of Congolese citizens, the majority of whom sought refuge in neighbouring Uganda. Owing to these and previous influxes, Uganda remains the largest recipient of Congolese refugees, hosting 170,500 people as at 12 November 2013. Overall, the number of Congolese refugees and asylum seekers living in neighbouring countries stood at approximately 410,000 as at 30 November 2013. The precarious situation in North Kivu also triggered pendular cross-border movements, with populations fleeing across national borders and returning within a relatively short period of time. Concurrently, scores of M23 combatants also fled into Rwanda and Uganda, bringing with them women and children. The children were received and protected by the Rwandan and Ugandan authorities. While humanitarian agencies could continue to support the Governments of Rwanda and Uganda in attending to the needs of those individuals, an underlying political solution is needed to secure their long-term prospects.

16. In North Kivu Province, M23 activities and clashes with FARDC have displaced hundreds of thousands of people. The end of the M23 rebellion has brought renewed hope that the humanitarian situation in eastern Democratic Republic of the Congo and in neighbouring countries will improve. In this regard, the Office for the Coordination of Humanitarian Affairs and the Office of my Special Envoy organized a joint meeting with the humanitarian community in Nairobi on 22 November. The meeting aimed to identify areas of cooperation and synergy, as well as review political, security and humanitarian developments in the Democratic Republic of the Congo and in the region. Participants were also briefed on efforts to resolve the conflict in eastern Democratic Republic of the Congo and address the situation of refugees and internally displaced persons through the Peace, Security and Cooperation Framework.

17. Meanwhile, following a decision by the Government of the United Republic of Tanzania on 25 July 2013 to expel migrants living illegally on its territory, close to 52,000 migrants had returned to their home countries by 6 November. These included 33,000 Burundians, 13,000 Rwandans and some 4,200 Ugandans. This massive expulsion caused a new humanitarian situation, as most of the returnees required some degree of assistance. Governments of receiving countries and humanitarian partners scaled up their response efforts accordingly. In this regard, the Central Emergency Response Fund disbursed \$3.4 million and \$2.4 million to humanitarian agencies in Burundi and Rwanda, respectively, to address the most urgent needs of returning migrants. In addition, the Office for the Coordination of Humanitarian Affairs disbursed \$50,000 in the form of an emergency cash grant to support response efforts for migrants returning to Uganda.

C. Update on human rights, child protection and sexual and gender-based violence

18. The reporting period saw numerous human rights violations linked to the activities of armed groups in the Democratic Republic of the Congo. M23 combatants reportedly killed many civilians, including children, during their fight against FARDC in North Kivu in late October. Meanwhile, UNICEF and partners have continued to provide holistic assistance to survivors of sexual violence in eastern Democratic Republic of the Congo, including access to medical care, psychosocial support, assistance with reintegration and referrals to legal counsel. Further information on human rights, child protection and sexual and gender-based violence can be found in my separate report on MONUSCO, due on 27 December. This report includes the visit to the Democratic Republic of the Congo in October of my Special Representative on Sexual Violence in Conflict, Zainab Hawa Bangura, as well as the visit in November of my Special Representative for Children and Armed Conflict, Leila Zerrougui.

III. Activities of my Special Envoy

19. Since my last report, my Special Envoy has continued to perform her good offices. In this context, she conducted consultations with regional leaders, international stakeholders and civil society groups with the aim of advancing the implementation of the commitments under the Peace, Security and Cooperation

Framework. During the period under review, my Special Envoy strove to facilitate the conclusion of the Kampala Dialogue, to enable the region and the international community to shift their focus back to the implementation of the broader Framework.

20. As requested at the summit of Heads of State and Government of ICGLR on 31 July, my Special Envoy closely supported the Facilitator of the Kampala Dialogue, in close coordination with the Special Envoy of the United States of America for the Great Lakes Region, Russ Feingold, the Special Representative of the African Union for the Great Lakes Region, Boubacar Diarra, the Senior Coordinator of the European Union for the Great Lakes Region, Koen Vervaeke, and my Special Representative for the Democratic Republic of the Congo. While the military situation on the ground was deteriorating, my Special Envoy and her colleagues sought to ease tensions and prevent the conflict from engulfing the entire region. In this context, my Special Envoy reached out to Presidents Kabila, Kagame and Museveni several times and urged them to remain committed to a peaceful settlement of the conflict. In an effort to prevent further escalation, my Special Envoy and her colleagues issued a joint statement on 21 October, urging the parties to exert maximum restraint to allow the Kampala Dialogue to succeed. Following reports that mortars fired from eastern Democratic Republic of the Congo had landed in Rwandan territory, my Special Envoy and my Special Representative issued a joint statement on 26 October urging regional leaders to refer all military incidents to the ICGLR Expanded Joint Verification Mechanism (EJVM) for investigation. They also urged leaders to cooperate fully with this important security mechanism.

21. During the subsequent round of negotiations between the Government of the Democratic Republic of the Congo and M23, my Special Envoy and her colleagues helped the Facilitator build consensus on outstanding issues, notably by bringing regional and international pressure to bear on the parties. In a joint statement dated 4 November, the Envoys urged M23 to renounce its rebellion and called upon the Government of the Democratic Republic of the Congo to exercise restraint. On 5 November, they welcomed the announcement by M23 that it had ended its rebellion and encouraged the parties to conclude the political process. In this regard, they highlighted the importance of a principled agreement to enable timely disarmament and demobilization of M23 combatants, while also ensuring accountability for perpetrators of war crimes and crimes against humanity. Following the cancellation of the signing ceremony and the subsequent suspension of the talks, as described in paragraph 9 above, my Special Envoy continued to explore ways to reach a settlement acceptable to both parties, in close coordination with regional and international partners, including at the joint summit of ICGLR and SADC in Pretoria.

22. During the reporting period, my Special Envoy also undertook several visits to countries in and around the Great Lakes region to advance the Peace, Security and Cooperation Framework. She visited Kenya (22-26 October), Angola (26-28 October), South Africa (3-5 November), the United Republic of Tanzania (23-25 November), the Congo (26-27 November) and Rwanda (26 November). In Kenya, President Kenyatta reiterated his support for the Framework and recalled his Government's request to become a signatory. In Angola, my Special Envoy met with President dos Santos and Minister of Defence Pereira dos Santos Van-Dúnem, to discuss the important role that the country could play in building confidence between regional leaders, especially as Angola is likely to assume the Chair of ICGLR in 2014. In the United Republic of Tanzania, my Special Envoy met with President Kikwete and

commended his country's contribution to the Force Intervention Brigade. They agreed on the need to pursue political objectives to reinforce military options and facilitate the voluntary demobilization of armed groups. In Rwanda, she asked President Kagame to continue to encourage the signing of a political document to successfully conclude the Kampala Dialogue. In the Congo, she encouraged President Sassou-Nguesso to build on his peacemaking initiative, known as the Oyo initiative, and expressed appreciation for his support for the recent national consultations in the Democratic Republic of the Congo.

23. My Special Envoy also visited the Democratic Republic of the Congo from 27 to 30 November. In her meeting with President Kabila, my Special Envoy suggested options to bring the Kampala Dialogue to a successful conclusion. She and President Kabila agreed that recent military successes should be buttressed by a series of measures to sustain these gains and ensure that other armed groups still active would also lay down their weapons. In Kinshasa, she met with government officials, including Prime Minister Matata Ponyo and Foreign Minister Tshibanda, as well as members of parliament, both from the presidential majority and the opposition. She also met the Coordinator of the National Oversight Mechanism and the Chair of the Independent National Electoral Commission. Discussions focused on ways to advance national commitments under the Peace, Security and Cooperation Framework and how to align these with the national reform agenda, including the New Deal and the poverty reduction strategy programme led by the United Nations Development Programme (UNDP). Discussions with representatives of the National Oversight Mechanism focused on the institutional and technical challenges that confront the mechanism. My Special Envoy also travelled to Goma, North Kivu Province, where she held a session with EJVM military experts. The meeting, which was attended by my Special Representative for the Democratic Republic of the Congo, the Special Representative of the African Union for the Great Lakes Region and the Executive Secretary of ICGLR, Professor Ntumba Luaba, discussed how to strengthen EJVM. My Special Envoy concluded this regional tour by attending the Fifteenth Ordinary Summit of Heads of State of the East African Community on 30 November.

24. My Special Envoy has developed a six-point plan to guide her activities in the coming months. This road map structures and coordinates existing political, security, economic and programmatic activities at the national, regional and international levels. The document identifies six priorities, namely: (a) supporting the Kampala Dialogue and its outcomes; (b) building trust and confidence between the countries in the region; (c) supporting the Regional Oversight Mechanism, through the work of the Technical Support Committee, in developing a plan of action to implement the Framework; (d) reducing the number and strength of armed groups active in eastern Democratic Republic of the Congo, through the ongoing efforts of the Government and MONUSCO and through the development of regional disarmament, demobilization and reintegration initiatives; (e) leading and coordinating the international community's support for the implementation of the Framework; and (f) supporting efforts to alleviate the conditions of refugees and internally displaced persons by promoting a favourable environment for durable solutions, including their voluntary return to their areas of origin.

IV. Implementation of the commitments under the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Great Lakes Region

A. Commitments of the Democratic Republic of the Congo

25. During the reporting period, the Democratic Republic of the Congo made encouraging progress in implementing its national commitments under the Framework, as detailed in my separate report on MONUSCO, also due on 27 December. This followed the first meeting of the steering committee of the National Oversight Mechanism, held on 19 September and chaired by President Kabila, which validated some benchmarks and indicators of progress for three of the six national commitments, namely, security sector reform, consolidation of State authority and decentralization.

26. On 23 October, President Kabila delivered a state of the nation address to a joint session of the National Assembly and the Senate, reacting in part to the final report of the national consultations held from 7 September to 5 October. The consultations brought together nearly 800 national, provincial and local stakeholders, who discussed reforms and various other issues of national importance. After an initial stage marred by division along political lines, participants generally overcame their differences and worked constructively towards consensual recommendations.

27. In his state of the nation address, President Kabila announced that he would soon establish a Government of “national cohesion” that would comprise members of the presidential majority, the political opposition and civil society. Some of this Government’s priorities will be to restore peace and State authority across the country, while supporting the decentralization process and the holding of elections. President Kabila further underlined the importance of security sector reform and the need to transform FARDC into a professional and “republican” institution, notably by providing it with the necessary resources. In this regard, the National Coordinator of the Peace, Security and Cooperation Framework, François Mwamba, indicated on 31 October that a draft law on army planning, defining a legal framework for the reform of FARDC, would be presented to lawmakers by 15 December. In the same address, President Kabila confirmed his Government’s intention to gradually implement the territorial division of the country into 26 provinces. He further indicated that the Government would recommend that the Independent National Electoral Commission should sequence future elections, beginning at the local and municipal levels.

28. On 31 October, President Kabila promulgated the law establishing the National Council for Economic and Social Affairs. Besides serving as a technical advisory body to the President, the Government and parliament, the Council will provide a forum for civil society actors to present and discuss their views on government policies. Furthermore, on 28 October, the Council of Ministers adopted three draft laws on accounting standards, with a view to improving the legal and institutional framework for public financial management.

B. Commitments of the region

29. On 23 September, the Chairperson of the African Union Commission, Nkosazana Dlamini-Zuma, and I convened the second meeting of the Regional Oversight Mechanism, in the margins of the General Assembly. The Heads of State present endorsed the regional benchmarks and indicators of progress developed by the Technical Support Committee to monitor the implementation of commitments under the Peace, Security and Cooperation Framework. In the final communiqué of the meeting, the Heads of State requested the Technical Support Committee to develop a detailed plan of action to implement the Framework. They also welcomed the establishment of a multi-donor trust fund to support the execution of priority programmes and projects. The Regional Oversight Mechanism further called on international partners to prioritize the provision of immediate peace dividends to the populations in eastern Democratic Republic of the Congo. In addition, the Heads of State took note of the requests by the Governments of Kenya and the Sudan to join the Framework and agreed to welcome these countries at their next meeting.

30. On 7 October, a meeting of the Chiefs of Defence Staff of ICGLR was held in Dar es Salaam, United Republic of Tanzania. MONUSCO and the Office of my Special Envoy were represented at the meeting. As decided at the extraordinary summit of Heads of State and Government of ICGLR held on 5 September in Kampala, the Chiefs of Defence Staff discussed ways to improve the work of EJVM, including by admitting MONUSCO and the African Union to the mechanism. They also discussed how to build confidence among the countries of the Great Lakes region. The meeting further underscored the need to reform the security mechanism of ICGLR and decided that MONUSCO would provide EJVM with logistical support, information and technical expertise. Recommendations to improve EJVM, including amended terms of reference and a memorandum of understanding with MONUSCO, will be submitted to the Heads of State and Government of ICGLR at their next summit, scheduled to be held early in January 2014 in Angola.

31. On 13 October, members of the Rwandan senate visited Kinshasa and met their Congolese counterparts. This development followed the visit to Kigali, from 6 to 8 May 2013, of a delegation from the Congolese senate. In the final communiqué of the visit, members of both senates expressed their intention to revitalize parliamentary diplomacy, conclude a formal partnership and promote constructive dialogue between the two institutions. Representatives of the two senates also agreed to meet every six months from now on.

32. The Democratic Republic of the Congo, South Africa and Angola held a tripartite ministerial meeting on security and the economy in Kinshasa on 28 October. This meeting was the first of its kind in the context of the mechanism for dialogue and cooperation established by the Heads of State of the three countries in Luanda on 23 August 2013. Participating ministers adopted a report detailing progress in the areas of diplomacy, security and good governance, which they will submit to their respective Heads of State.

33. As indicated in paragraph 12, the Heads of State of SADC and ICGLR held their first joint summit on 4 November in Pretoria and decided to continue to meet annually. They also agreed that the two organizations would hold joint ministerial meetings twice a year.

34. A forum jointly organized by ICGLR, the Organization for Economic Cooperation and Development (OECD) and the Group of Experts on the Democratic Republic of the Congo was held in Kigali from 13 to 15 November. The forum was attended by representatives of the Governments of Rwanda, Burundi and the Democratic Republic of the Congo, international organizations, non-governmental organizations, civil society and private investors. Participants reviewed the ICGLR Regional Certification Mechanism and discussed the implementation of the OECD due diligence guidance, with particular attention to the supply chains for tin, tantalum, tungsten and gold. The forum was the sixth of its kind and highlighted the importance of economic cooperation for peace and stability in the Great Lakes region. It further underlined the urgency of enabling national Governments to control the mining sector within their respective territories. Participants also urged ICGLR to make the Regional Certification Mechanism more effective.

35. On 19 and 20 November 2013, the Office of the United Nations High Commissioner for Human Rights, the International Conference on the Great Lakes Region, the Economic Community of Central African States and the Open Society Justice Initiative convened in Bujumbura a subregional workshop on human rights, conflict prevention and natural resource exploitation in Central Africa and the Great Lakes region. Experts from the region and other participants shared their experiences related to Burundi, Cameroon, Chad, the Democratic Republic of the Congo, Equatorial Guinea, Gabon, Kenya, Uganda, the United Republic of Tanzania and Zambia. It was noted that the important revenues generated by the exploitation of natural resources should contribute more significantly to economic growth and social development in the region. Other topics discussed included: (a) the implementation of the ICGLR Protocol on the Fight against the Illegal Exploitation of Natural Resources; (b) the implementation of the Guiding Principles on Business and Human Rights; (c) land governance in the eastern Democratic Republic of the Congo and its impact on economic stability and agro-industries; (d) land and environmental issues in Central Africa; (e) land rights and gender issues; (f) the extractive industries; (g) the situation of indigenous peoples; and (h) remedies for corruption and weak governance in the Great Lakes region. Furthermore, participants discussed good and poor practices in natural resource exploitation from a human rights viewpoint. The workshop culminated in the production of a draft action plan to ensure the development of initiatives aimed at improving respect for human rights in the context of natural resource exploitation. Participants agreed to implement this action plan in their respective countries.

C. Development of benchmarks and plan of action

36. Following the adoption of the regional benchmarks by the Regional Oversight Mechanism at its second meeting, held on 23 September, the Technical Support Committee met in Nairobi on 24 and 25 October. The Committee has begun to develop a detailed and comprehensive plan of action for the implementation of the Peace, Security and Cooperation Framework. The plan describes specific activities, as well as detailed timelines, lead implementers and funding arrangements. The draft plan will be submitted for endorsement at the next meeting of the Regional Oversight Mechanism in January 2014. The Committee has also started to explore modalities for monitoring the implementation of the Peace, Security and

Cooperation Framework, as well as options to establish a multi-donor trust fund to support the execution of priority programmes.

37. In addition to the development of a comprehensive 12-month plan of action, the Technical Support Committee emphasized the need to immediately identify actionable projects that would have a quick impact on the ground. The Committee developed a set of criteria for priority actions and proposed short-term activities that should be implemented by January 2014. Accordingly, the Technical Support Committee agreed that priority activities should be achievable, measurable and have visible impact. They should also help build confidence and generate peace dividends on the ground. The priority actions identified include: (a) conclude the Kampala Dialogue; (b) exert continuous pressure on all negative forces in eastern Democratic Republic of the Congo; (c) follow up on peace and security decisions by the joint summit of SADC and ICGLR; (d) establish a women's communication and funding platform, and organize a meeting on the issue of refugees; (e) enhance the capacity of EJVM and the Joint Intelligence Fusion Centre; (f) develop a joint security strategy; (g) develop a plan for joint management of borders; (h) fully operationalize the Force Intervention Brigade; (i) take immediate measures to address the humanitarian crisis in the Democratic Republic of the Congo; (j) establish mechanisms and launch a process to facilitate the return of refugees, in line with the tripartite agreements; (k) launch a regional sensitization campaign to end the recruitment of children associated with armed groups; (l) implement at least one project from the Economic Community of the Great Lakes Countries project priorities Horizon 2014-2020 to advance regional cooperation; (m) map initiatives of ICGLR and other regional initiatives on economic cooperation; (n) mobilize funds in support of at least one joint commission in accordance with the ICGLR Protocol on Judicial Cooperation; and (o) launch the regional training facility on sexual and gender-based violence in Kampala.

38. During the reporting period, my Special Envoy has continued to work closely with the other international envoys and the International Contact Group on the Great Lakes Region to align national, regional and international efforts under the Peace, Security and Cooperation Framework. In this context, she has facilitated discussions between the Technical Support Committee and international partners, including by inviting the Special Envoy of the United States of America for the Great Lakes Region to address the Committee.

D. International commitments

39. The visit of the Security Council to the Great Lakes region from 3 to 9 October 2013 demonstrated the resolve of the international community to continue supporting the long-term stability of the Democratic Republic of the Congo and the Great Lakes region. The Council travelled to Kinshasa, Kigali and Kampala and met with Presidents Kabila, Kagame and Museveni. During the visit, the Council reiterated its support for the Framework and called on countries in the region to fulfil their commitments and use their influence to promote peace and stability.

40. The Chairperson of the African Union Commission, Nkosazana Dlamini Zuma, visited Kinshasa from 20 to 22 October. During her discussions with the Congolese authorities, she encouraged them to advance the implementation of national commitments under the Framework. A meeting of the International Contact Group

on the Great Lakes Region was held in Washington, D.C., on 9 and 10 December. The Special Adviser to my Special Envoy addressed the meeting and discussed the status of the Framework, as well as the way forward in its implementation.

V. Observations and recommendations

41. The first anniversary of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region falls on 24 February 2014. While it is too early to conclusively assess the impact of the Framework, it is nonetheless important to take stock of progress achieved so far.

42. With the support of MONUSCO, FARDC has defeated M23 militarily. All former M23 strongholds in North Kivu Province are now controlled by government forces. This new situation on the ground has generated the momentum for the restoration of State authority, disarmament of other armed groups and, to some extent, the spontaneous return of some internally displaced persons and refugees. The Kampala Dialogue between the Government of the Democratic Republic of the Congo and M23 has now been concluded, after months of negotiations. I commend President Yoweri Museveni, Defence Minister Crispus Kiyonga and the Government of Uganda for helping the parties to reach consensus on the key issues that form the basis of the Kampala Dialogue outcome documents. I urge the parties to fully implement the provisions on which they have agreed. I welcome the support provided by the Heads of State and Government of ICGLR in resolving the conflict in eastern Democratic Republic of the Congo. Such support will also be required during the implementation process.

43. Through the good offices of my Special Envoy and my Special Representative for the Democratic Republic of the Congo, as well as other initiatives, including the Oyo process led by President Sassou-Nguesso, the Democratic Republic of the Congo and its neighbours have maintained channels of communication and dialogue. This has resulted in a heightened, shared understanding of the security and development challenges confronting the region. Similarly, the emerging cooperation and synergy between ICGLR and SADC, as evidenced by the first joint summit of the two organizations on 4 November, hold very good prospects for peace and development in the Great Lakes region. I note with satisfaction the renewed sense of ownership and determination among leaders in the region to bring about durable and sustainable progress.

44. These gains are windows of opportunity that must be strengthened and expanded, in line with the Peace, Security and Cooperation Framework and my Special Envoy's six-point plan. The latter represents a viable tool for accelerating the implementation of the Framework and address outstanding challenges, such as the presence of large numbers of former M23 combatants in the countries bordering the Democratic Republic of the Congo, which remains a cause for serious concern. I call upon the Government of the Democratic Republic of the Congo to devise a national demobilization, disarmament and reintegration programme, and I urge the international community to provide funding for this programme.

45. Addressing the fate of former M23 combatants should be complemented by determined action to tackle the threat posed by other armed groups, in line with Security Council resolution [2098 \(2013\)](#) and pertinent decisions of the African Union and ICGLR. I strongly condemn the continuing activities of foreign armed

groups in eastern Democratic Republic of the Congo. Disarmament, demobilization, repatriation, resettlement and reintegration processes should be put in place for the benefit of those who are not suspected of genocide, war crimes, crimes against humanity or gross violations of human rights, including sexual and gender-based violence.

46. On the political front, my Special Envoy has led a team of envoys that has proven effective in advancing the Framework, notably by pushing for the conclusion of the Kampala Dialogue. As part of her bottom-up approach, my Special Envoy has also engaged successfully with civil society organizations. In this context, she intends to launch a communication and funding platform for women in the Great Lakes region, to help create peace dividends and empower the women of the region. Furthermore, my Special Envoy has worked collaboratively with all signatories to ensure that appropriate attention is given to the effective implementation of all commitments under the Peace, Security and Cooperation Framework. She will remain engaged in diplomatic initiatives, in close coordination with other Envoys, to support the implementation of the Framework and address the many challenges that still lie ahead.

47. At the national level, I urge the Government of the Democratic Republic of the Congo to strengthen its National Oversight Mechanism and, in particular, to align the plan of action of the mechanism with other ongoing national development initiatives. This would enable the Government to deepen the implementation of its national reform agenda and to address critical security, social and development issues. In this regard, I encourage the Government of the Democratic Republic of the Congo to prioritize the establishment of a comprehensive framework for security sector reform and to take all necessary measures to strengthen State authority and deliver basic services in the areas newly recovered from armed groups.

48. At the regional level, I commend the Technical Support Committee of the Regional Oversight Mechanism for developing the regional benchmarks and translating them into a detailed action plan. I call upon all stakeholders to support the implementation process. In order to boost the implementation of the Peace, Security and Cooperation Framework, dialogue and mutual understanding must be promoted between member States of the East African Community. This is critical, as relations between some of those countries have been tested in recent months in relation to the situation in eastern Democratic Republic of the Congo. My Special Envoy will continue to engage the leaders participating in the Regional Oversight Mechanism, to ensure that this body plays a more strategic role in support of the Peace, Security and Cooperation Framework.

49. Strengthening and making the best use of regional instruments, such as EJVM and the Joint Intelligence Fusion Cell, should be a priority. Despite continuing structural and political challenges, EJVM remains an important confidence-building instrument for the region. MONUSCO and my Special Envoy are working closely with ICGLR and the African Union to enhance the capacity of this mechanism. I thank the European Union for its financial contribution to EJVM, through the African Union, and call on other international partners to also provide funding and expertise to the mechanism.

50. Progress in the social and economic pillars of the Peace, Security and Cooperation Framework has to be concomitant and materialized without further delay. In line with important economic initiatives, such as my joint visit with the

President of the World Bank, Jim Yong Kim, my Special Envoy has initiated a process to organize a private sector investment forum for the Great Lakes region, to be held in the spring of 2014. The consultation process is ongoing and will be firmed up during a meeting of regional leaders and other key partners, to be held in the margins of the next meeting of the Regional Oversight Mechanism in early 2014 in Addis Ababa. My Special Envoy will also continue to work closely with the leaders in the region to revitalize the Economic Community of the Great Lakes Countries, which could also contribute to peace, security and development in the region.

51. Finally, in the light of recent developments on the ground, I would like to emphasize the need for the international community to continue pursuing coordinated and coherent actions and policies in support of the Peace, Security and Cooperation Framework, including on humanitarian issues. In this regard, my Special Envoy, together with the Office for the Coordination of Humanitarian Affairs, has established a working group with relevant partners to advance humanitarian assistance and other related actions in the region.

52. Exploiting synergies and coordinating initiatives will remain critical to maximizing the contribution of international partners to the implementation of the Peace, Security and Cooperation Framework. The fruitful collaboration between the team of Envoys and the leaders of the region, as exemplified by the successful conclusion of the Kampala Dialogue, clearly underscores the importance of coherence and coordination.

53. I would like to thank my Special Envoy, Mary Robinson, and my Special Representative for the Democratic Republic of the Congo, Martin Kobler, for their tireless efforts. They will continue to work closely together to support the implementation of the Peace, Security and Cooperation Framework. I trust that international partners, including the members of the Security Council and the members of the International Contact Group on the Great Lakes Region, will continue to support my Special Envoy as she implements her mandate.
