



**MONUC**

# Briefing Materials



Public Information Division - United Nations Organization Mission  
in the Democratic Republic of Congo (MONUC)



# **CONTENTS**

**Key achievements and challenges**

**Protection of Civilians**

**Sexual and Gender Based Violence**

**Sexual Exploitation and Abuse**

**UN Security and Stabilization Support Strategy**

**Peacekeeping Questions and Answers**

**MONUC Facts and Figures**

**Maps**

**Resolution 1856**

## MONUC – Key Achievements and Challenges

Since November 1999 MONUC has helped to bring peace to most of the Democratic Republic of the Congo (DRC).

- Overseeing implementation of the Lusaka agreement (1999)
- Monitoring ceasefires between foreign and Congolese forces
- Brokering local truces
- Disarming and repatriating thousands of foreign armed combatants
- Creating a conducive environment for the Sun City national dialogue
- Assisting the transition to democratic rule
- Facilitating the first democratic elections in 40 years (2006)
- Helping the Government dismantle remaining armed groups in the Kivus and Ituri
- Supporting regional reconciliation

MONUC has seen the people of Congo (DRC) through ceasefires, the transition to national elections and planning for local elections in 2010. With continued armed conflict in the Kivus, the Mission has entered a peace enforcement phase of operations to help the Government:

- dismantle the FDLR – the last significant rebel challenge to its authority
- protect vulnerable communities from rebel violence
- establish state authority and the rule of law.

MONUC remains in Congo because the legacies of a war that claimed some 4 million lives (1998-2003) persist:

- The illegal exploitation of natural resources continue to fuel internal conflict
- Ethnic differences and land disputes are unresolved
- The elected Government has limited impact outside Kinshasa
- Governance capacity is weak
- Effective institutions to deliver services and the rule of law are absent
- Human rights are abused with impunity
- Corruption is endemic
- Heavily armed rebels continue to challenge state authority in the east
- Integration of former rebels into the FARDC is incomplete
- Root and branch reform of the security services is essential for establishing and maintaining State Authority in all parts of the country.



## Protection of Civilians

Years of war, plunder and failure of the state, have caused the displacement and death of millions in the Democratic Republic of the Congo. Although peace has been established in most of the country and the people have voted in the first democratic election in 40 years, the eastern region remains fragile. Many communities are besieged by violent armed groups opposed to State authority and the rule of law. The Kinshasa-based Government is seriously challenged by its responsibility to protect its citizens in areas far from the Capital.

MONUC is assisting the Government to build responsible security forces that are able to assume the protection of its people and property, its borders and the natural resources within them while also undertaking direct action to protect people even in very remote communities.

### One of a kind

MONUC is a case study for peacekeeping to the extent that it is engaged in civilian protection while supporting military operations by the nation's armed force (FARDC). It does not have the operational capacity to position troops in every locality, given DRC's size, poor infrastructure and security challenges, but it has developed new modes of intervention to meet the broad protection challenges prescribed in its mandate.



MONUC has prepared joint civilian and military contingency plans to facilitate access to humanitarian assistance and to anticipate and respond to protection risks. It has also pressed the FARDC to integrate civilian protection into the planning and conduct of military operations.

Huge challenges remain especially in dealing with displacement, reprisals against civilian populations and sexual and gender based violence.

### IDPs in the Kivus

According to UN OCHA, more than 800,000 persons have been displaced in North and South Kivu Provinces as result of military operations against the FDLR since January 2009. There are an estimated 400,000 new IDPs in North Kivu, bringing the total in the province to 1.06 million. In South Kivu there are at least 450,000 new IDPs for a total of 536, 888. However, more than 300, 000 IDPs have returned home in North Kivu and UNHCR has recently closed the Kibati IDP camp, which at one point housed 65,000 people living in perilous conditions.

### FDLR reprisals

Since the start of "Kimia II" in North Kivu, FDLR rebel forces have increased their attacks on civilians for allegedly collaborating with the FARDC. Rapes, arbitrary killings, vandalism, mass lootings, abductions and prohibitions on the free movement of populations have been their main weapons to spread terror amongst villagers.

### FARDC misbehavior

The FARDC hierarchy has declared a "zero tolerance" policy towards abuses, including sexual violence, committed by its soldiers. These declarations are an indication of progress against indiscipline and impunity; however civilians in many locations still consider the FARDC a greater threat than the FDLR.

## Children with armed forces

Children are not safe on any side of the conflict. Between January and 30 July 2009, 1,853 children were released from armed forces or groups and handed over to reintegration programs. But many children remain with rebel forces and within the ranks of the national army (FARDC) and MONUC's Child Protection Section have been following up with the FARDC chain of command to release them. Advocacy has led to some releases but there are FARDC units that continue to hide and refuse to release children. MONUC continues to work for their freedom and return to civilian life. A substantial increase in sexual violence against children has also been reported in areas where recently-integrated FARDC troops are deployed as well as in FDLR controlled areas.



## Rising ethnic tensions

Patterns of abuse by the newly-integrated FARDC have been reported and denounced by local communities and leaders in Walikale and Lubero Territories. MONUC has documented similar instances, against the backdrop of xenophobic speeches and the constitution of local defense groups. This has raised alarm at the potential consequences of a rapid and politically motivated movement of displaced populations, in particular, Congolese refugees from Rwanda.

## Humanitarian access

In North Kivu, humanitarian access is limited to the main road axes around Goma; restricted in Masisi and Rutshuru Territories; and difficult in South Lubero, Pinga area and the Walikale Territory, for logistical and security reasons. In South Kivu, according to OCHA, 10 of the 15 road axes are inaccessible to humanitarians.

## Protection against the LRA

After the launch of the joint UPDF-FARDC offensive against the Lord's Resistance Army (LRA) in December 2008, security in Province Orientale deteriorated significantly. Between December 2007 and July 2009, the LRA killed 1,233 civilians and abducted 645 children and 980 adults. Humanitarian access remains difficult due to the prevailing insecurity and the absence of roads. An estimated 45 per cent of IDPs in the Province are without any assistance. MONUC is progressively deploying troops in Haut and Bas Uele (Dungu, Faradje and Dingila) to increase humanitarian access, protect vulnerable populations in remote areas and facilitate the delivery of humanitarian assistance.

## MONUC Responses

Coordination between humanitarian organisations and MONUC's civilian and military components has led to "joint protection" and "joint planning", and recent deployments of Joint Protection Teams (JPT) to the most vulnerable areas. This has resulted in better capacity to anticipate population movements and concentrations, and to prioritize axes for humanitarian delivery and the protection of civilians.

## Joint Protection Teams (JPTs)

JPTs, comprising experts from Civil Affairs, Political Affairs, Human Rights and Child Protection, were first deployed in February 2009 and coordinated by the MONUC Civil Affairs Section (CAS). They have helped improve community relations, information flows and early warning capacity on the ground, by bringing the civilian and military components together in operational environments. A Rapid Response and Early Warning Cell feeds information about operation Kimia II, to MONUC Senior Managers, improving mission capacity to respond as situations change in the field.

## Sexual and Gender Based Violence: UN action

Some 200,000 cases of rape have been recorded in the Democratic Republic of Congo since the Great Lakes conflict began in 1996. This number greatly understates the scale of abuses and their physical, emotional and economic consequences, given fear and other disincentives for women and girls to report the crime.

Rape is widespread among militia groups and government security forces and is increasingly evident among Congolese male civilians, especially in post conflict provinces. Although there are indicative data based on reported incidents, precise data on the scope and magnitude of sexual violence in DRC is unavailable due to limited access to many areas; the stigma that victims seek to avoid by not reporting attacks; and the lack of clinics or other services that might record medical treatment for sexual violence in remote areas.

### Deep roots

Sexual violence in DRC has many root causes and contributing factors linked mainly to the :

- deeply eroded status of women in areas of conflict;
- weak state authority and the legal system, and;
- breakdown of community protection mechanisms.

### Impunity

The principal challenge however is an ingrained culture of impunity in DRC. Perpetrators at all social and economic levels are seldom brought to book. There is a lack of political will to prosecute high-ranking officials, especially in the military. Police and judicial bodies are weak and there is limited access to justice for those courageous enough to seek it.

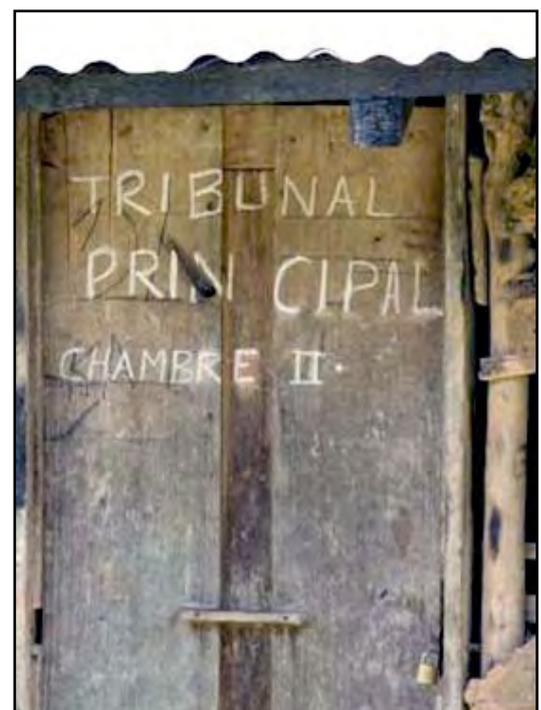
### Armed groups

The escalation of rape and other sexual violence in the eastern region today is attributed mostly to armed groups and the national army (FARDC) that has recently integrated thousands of CNDP and other militia. Among those now integrated in the FARDC are commanders who face charges before Congolese military courts and the International Criminal Court (ICC).

### Unreported and unpunished

Among the main reasons why victims or witnesses of sexual violence do not report cases is a lack of confidence that justice will be served. The justice system :

- has no provision for victim or witness protection;
- lacks independence and impartiality;
- provisionally releases alleged perpetrators;
- usually delivers minimum sentences or releases perpetrators;
- reparations for victims are not executed.



The guilty frequently escape from prison, before or after judgement. Since January 2008, 1,519 prisoners, including inmates responsible for violent sexual crimes, escaped Congolese prisons.

### **Preventive action**

MONUC and UN agencies, with the support of UN Action against Sexual Violence in Conflict, have developed a Comprehensive Strategy to combat sexual violence in the DRC that coordinates the work of key UN agencies, international and local NGOs and other civil society groups at provincial, national and international levels. The strategy includes the following components:

- protection and prevention
- reform of the national security sector
- assistance for victims of sexual violence
- ending impunity for perpetrators.

UN agencies have taken the lead in coordinating and implementing each strategic component. MONUC is establishing a Sexual and Gender-Based Violence Unit to ensure sustained advocacy with Congolese authorities and to support implementation of the Comprehensive Strategy.

MONUC is helping national authorities to create specialized sexual violence units for the police; strengthen judicial expertise in the area of sexual violence; and provide legal support for victims. Peacekeepers are also supporting community-based prevention with military patrols in areas where women and girls are at high risk. This includes market places and routes to and from their work in the fields. Temporary military operating bases provide foot patrols at night and distribute mobile phones so that villages can raise the alarm when rapid interventions are needed.

The Human Rights Office provides legal support to survivors of sexual violence, deploys mobile legal teams, and gives material support to tribunals and detention centers. It also provides sensitization on sexual violence for communities and their leaders, and advocacy for government, military and civilian justice.

Since 2008, the Human Rights Office has followed up on 1,221 rape cases and brought them before courts in North and South Kivu. So far, 374 perpetrators have been convicted. MONUC also provides training for judges, lawyers, police, military prosecutors and medical personnel.

MONUC is vigorously pressing the Government and its security forces to improve discipline, prosecute offenders and remove commanders whose troops systematically commit SGBV offences.



# MONUC Action to Prevent and Sanction Sexual Exploitation and Abuse

In response to allegations that MONUC personnel had committed serious acts of sexual exploitation and abuse (SEA) the Secretary-General declared a “zero tolerance” policy towards abusive or exploitative behaviour.

As a result, a **Conduct and Discipline Unit (CDU)** under the Office of the Special Representative of the Secretary-General (SRSG) was established

The Unit oversees training for all military and civilian peacekeepers, provides policy guidance to the SRSG and monitors activities to promote high standards of personal conduct throughout the mission. CDU also makes preliminary assessments of allegations brought against civilian and military personnel. It maintains offices at MONUC HQ in Kinshasa and Field Offices (FCDO) in Goma, Bukavu and Bunia in eastern Congo where most of MONUC’s military personnel are based.

## SEA Awareness Training

All peacekeeping personnel attend SEA training on arrival in the mission area. They are made aware of areas that are "out-of-bounds" and behaviour that is unacceptable. Off-limit areas include places associated with prostitution, drug sales, the presence of minors and security risks. Additional preventive measures include curfew hours, prohibitions on travel by non-UN personnel in UN vehicles, and the promotion of positive welfare activities. To ensure compliance with the standards of conduct expected of MONUC personnel, UN Military Police are deployed throughout the mission and conduct routine patrols to monitor UN personnel and the use of UN vehicles.

## SEA Focal Point Network

Twenty two civilian, 45 military and 28 police, serve as focal points in a network, assisting CDU and senior managers and military commanders in the field to monitor behaviour and instill discipline when necessary. All SEA focal points conduct briefings, distribute information materials, support welfare activities and receive complaints of misconduct.



## Field Assessment Visits

CDU staff conduct regular field visits to assess discipline and advise senior managers and commanders. They meet with MONUC personnel, as well as staff from UN agencies and international and national NGOs. Meetings highlight the standards of conduct expected of UN personnel, procedures for reporting breaches of conduct, and disciplinary consequences.

## Monitoring

The Special Representative established a **Conduct and Discipline Advisory Committee (CDAC)** in 2008 comprising senior managers to reinforce standards and the commitment to compliance with the zero tolerance policy. The Committee meets regularly under the chairmanship of the SRSG to monitor mission-wide compliance with conduct and discipline policies and to recommend preventive and remedial action if needed.

## Reporting and Investigating SEA

Under UN staff rules and directives, all personnel have a duty to report allegations of misconduct that they are aware of, or suspect. Non-UN personnel are also encouraged to bring legitimate complaints against UN personnel to the CDU.

Following receipt of an allegation of serious misconduct such as SEA, fact-finding inquiries may be conducted and the CDU compiles all available information. All serious allegations are referred to the **UN Office of Internal Oversight Services (OIOS)** for investigation. OIOS operates outside the MONUC chain of command.

Special fact finding teams have been sent to the Kivus after MONUC received information of possible new cases of SEA involving military personnel.

## Results

- The rate of Category 1 (most serious) allegations fell in 2008. A total of 56 Category 1 allegations were received of which 38 related to allegations of sexual exploitation and abuse (SEA). In 2007 as a whole, there were 66 Category 1 allegations.
- 3,620 peacekeepers were directly trained by the CDU in 2008. Through coordinated initiatives with its mission partners, a total of 31,097 peacekeepers received the required CDU briefing on SEA. This figure includes 27,477 military trained by 497 trainers who attended CDU train-the-trainer sessions.
- During 2008, seven members of military and police components were repatriated on disciplinary grounds, mainly following allegations of SEA.
- Six international staff members who committed serious criminal acts, such as bribery, corruption, conspiracy, extortion and unlawful receipt of gratuities, were dismissed.

## Problem areas

The in-country investigatory capacities of the OIOS have to be strengthened so that investigations can be carried out promptly. The reporting from troop contributing countries on measures taken against offenders has also to be improved and made more transparent.

# UN Security and Stabilization Support Strategy for Eastern Congo (DRC)

Most of the Democratic Republic of the Congo is at peace. Three provinces – North Kivu, South Kivu and Orientale - contain foreign armed groups, principally the FDLR and the LRA. If these remaining groups are dismantled and stability returns to the eastern region, the government could turn its attention to the normal tasks undertaken in a functioning State: the security of its borders and natural resources; the protection of its citizens; equal access to justice and the rule of law; and access to social services.

A Congolese state that could achieve this, would also bring enormous benefits to the surrounding region.

## What does “Stabilization” mean?

- Security: when armed groups are dismantled and police take over public order from the army
- Political: when spoilers can no longer prevent dialogue to resolve differences
- State Authority: when the government runs the country – not armed groups
- Return and Reintegration: when refugees and displaced people can return home

## What are MONUC and the UN agencies doing to bring this about?

- Re-opening six key roads in three provinces and ensuring that they can be maintained
- Training 780 national police for these “axes” and 800 border police to police the frontiers
- Rebuilding the territorial administrators’ offices, local courts and prisons, and equipping them
- Finding work or resettlement packages for fighters who are demobilized
- With UNICEF, UNHCR, WFP, FAO, IOM and UNDP; creating conditions in which people can return home and restart economic activity.

## What is the Government doing to stabilize the DRC?

- The government has prepared its own Stabilisation and Reconstruction Plan – STAREC
- This plan extends the stabilization concept to 26 war-affected territories of the Eastern DRC
- It also adds education and health services to the mix of stabilization programmes
- The government is now discussing with donors how this can be funded
- The donors are discussing together how best any funding can be managed and disbursed



**What does all this cost?**

- The original, smaller UN plan was funded to \$136 million, with indications of more to come
- STAREC is estimated to cost \$1.2 bn.

**Who will do the work?**

MONUC and the UN agencies will support the Government and its provincial administration. NGOs and the private sector will also play a part.

**What has been achieved to date?**

- Strengthening of the army. Support is being provided for FARDC operations against FDLR
- Disbanding, integrating or demobilizing combatants. More than 15,000 combatants were integrated into the army and more than 2,000 others demobilized in the last six months.
- 600 kms of road are being rehabilitated in 6 priority areas, providing more than 3,000 jobs for local people, including ex-combatants.
- 300 territorial police have been deployed. This is reducing insecurity.
- Promoting the return and reintegration of IDPs and refugees. Recovery programmes have been started for the benefit of more than 200,000 people in 80 settlements
- A USAID-funded community programme is now underway, focusing on job creation and rehabilitation of basic infrastructure at 45 different locations

## Peacekeeping in the Congo (DRC) Questions and Answers

***Q: What is MONUC doing to implement its protection mandate?***

A : MONUC forces deploy and patrol in places where communities are most vulnerable and they protect humanitarian supply lines and camps for 1.8 million internally displaced persons (IDPS) in eastern Congo. But the eastern Congo is a big place – roughly three times the size of France and MONUC forces cannot be everywhere all of the time. The Kivus alone are the size of California (with practically no roads) with a population of more than 10 million; MONUC has about 10,000 blue helmets for the whole area.

This is why MONUC is fielding joint protection teams (JPTs) to work with communities in the highest-risk areas of the Kivus and the Haut and Bas Uele districts (where the LRA is present) to enable military commanders to direct their forces to prevent violence - not just react to it. These teams are working with local administrations, traditional chiefs, FARDC, community groups and NGO's to promote reconciliation and to resolve grievances that can lead to violence. They have improved the Mission's local contextual knowledge as well as communication between local populations and peacekeepers, and in this way MONUC has been able to mitigate some of the humanitarian consequences of rebel attacks and the military operations to shut down the FDLR and LRA.

MONUC also provides direct protection for civilians in remote and vulnerable places through a network of mobile bases that can be redeployed to areas of high or emerging risk at relatively short notice. It consults with UN agencies and NGOs to assist the integration of their humanitarian and protection priorities with its military planning. MONUC also protects the humanitarian delivery system – its airfields and supply warehouses – and provides humanitarian convoy protection where needed.

But MONUC cannot replace the Congolese national army and the Government's responsibility to protect its people, its borders and the natural wealth within them. These are sovereign responsibilities. This is why MONUC and other partners such as the United States are working to help the Government improve the performance and conduct of the security forces so that they can meet these responsibilities.

***Q: Does the Mission have the resources it needs to do the job?***

A : No peacekeeping mission is ever likely to have everything it needs. But by using its resources in a smart way, by working flexibly and by deploying assets strategically, MONUC is making the most of its existing assets.

What we need most urgently are the reinforcements and additional technical capacities approved last year by the Security Council. The additional troops are on their way but we still do not have the helicopters and the information gathering capabilities that we requested.

***Q: The violence inflicted on civilians by the FDLR and the LRA has been awful and it has been increasing despite the presence of MONUC. Why?***

A : It has increased in some areas and it has been reduced in others. Reduced threat levels have enabled many IDPs to return to their communities. The international media attention given to violence in eastern Congo is a good thing. The needs of the Congolese are enormous and attention to those needs will hopefully generate greater international support.

However, the east has been wracked by violence for more than 15 years. By some estimates, 5 million or more people have died as a consequence. Earlier in the decade, the number of IDP's in the eastern DRC reached a high of 3.4 million people. As of June (2009) there were an estimated 1.8 million and most are living with host families in the Kivus and Orientale province. They remain a major concern, which MONUC, the UN agencies and NGOs are addressing. MONUC provides military protection, and logistical support to enable humanitarian operators to increase access and

deliver humanitarian assistance to vulnerable and war-affected populations, and will continue to do so.

***Q: What explains the violence today? Are people better off because of operations like Kimia and Rudia?***

A : Rebels in both groups are under pressure and unfortunately civilians are paying a price, as they always do when these groups descend upon local communities. UN/OCHA estimates that 40 percent of new displacements in eastern Congo are due to ongoing military operations against the FDLR, the LRA and other armed groups.

Some studies, including those conducted regularly by the International Rescue Committee, have cited conflict as the direct or indirect cause of the death of 3.5 to 7.8 million people in the DRC since 1998 from treatable conditions including malaria, diarrhea, and malnutrition. MONUC is not seeing suffering on anything like that scale today.

Nothing justifies human suffering but the number of armed groups has diminished dramatically. Earlier in the decade about two dozen armed groups engaged in violent conflict in various parts of the Congo, a conflict which was intensified by the presence of several foreign armies. The foreign armies have left and most of the Congolese armed groups have been dismantled. With the integration of the CNDP forces into the national army earlier this year, the principal remaining sources of ongoing conflict in Eastern DRC today are the FDLR and the LRA. Most of Congo is at peace but the presence of these foreign armed groups and some residual national militias has prevented the full re-establishment of state authority and economic development and they are a constant threat to regional stability.

Despite the undoubted humanitarian impact, the successful conclusion of Kimia and Rudia will essentially bring to an end a cycle of war and devastation that began 15 years ago.

***Q: Reprisals against civilians seem to be more numerous since operation Kimia began earlier this year.***

A : The FDLR forces are responsible for most of the violence against civilians in the east. They are indulging in practices that have been their signature for more than a decade. They are led by people who had a role in the Rwandan genocide of 1994. These leaders don't have a peaceful prospect. They survive on the backs of defenseless citizens and rob Congo of its resources. The violence will not stop until their forces are dismantled. There could be a different future for many who serve with the FDLR however: many of the FDLR rank and file had no involvement in the Rwandan genocide. MONUC is trying to separate them from their leaders with peaceful incentives to disarm and repatriate. More than 1,200 combatants have done so together with about 10,000 family members since January.

***Q: Wouldn't the east be less violent if the government and MONUC negotiated with the rebels?***

A : The Security Council considers the FDLR as an outlaw group and the primary cause of conflict in the region. The FDLR has no political legitimacy and among its leaders are extremists who bear responsibility for the 1994 Rwandan genocide. The Security Council does not recognize the FDLR as a legitimate negotiating partner. Council members consider the disarmament and repatriation of the FDLR as critical and MONUC is mandated by resolution 1856 (2008) to do this in coordination with the FARDC. But although armed pressure is a necessity, peaceful and protected repatriation remains an option for the FDLR; the UNHCR has the authority to monitor their well being on return to Rwanda. For those who may have a genuine Congolese affiliation, they can disarm and relocate within the country.

***Q: How can expatriate FDLR leaders be brought to account?***

A : It is important that the countries in which FDLR leaders are based take measures to end their support for the atrocities the FDLR is inflicting on the civilian population in Congo (DRC). They can

do this, if there is political will. These people are operating in full view in North America, in Europe and elsewhere. UN mandated sanctions should be applied against those individuals who have been listed by the Security Council.

**Q: *Where does MONUC's responsibility to protect end?***

A : Lasting security in Congo lies in the reform and strengthening of the national security services. MONUC is working to accomplish this but this will not be achieved overnight; it will require sustained and well coordinated support from the international community. There must also be a constant effort by the Congolese army and police to improve discipline, punish offenders. This must be accompanied by a systematic effort to improve conditions of service with barracks and the regular payment of salaries.

**Q: *Why do some civilians fear FARDC units as much as the FDLR?***

A : Discipline and control of the FARDC (which now includes thousands of recently-integrated former Congolese militia members) is a problem. Many of the newly integrated troops and Commanders involved in operations are ex-CNDP and Mayi-Mayi militiamen who have an equally bad track record of atrocities in the Kivu Provinces.

The protection of civilians is first and foremost a Government responsibility and the Congolese Government and military command have committed themselves to enforcing discipline, addressing impunity and improving command, control and support to its troops.

General Etumba, the DRC Chief of Defense Staff, is currently in Eastern DRC to enforce a policy of zero-tolerance in the FARDC, as proclaimed by President Kabila. He is fully aware that uncontrolled elements of the FARDC have preyed on civilians and his aim is to ensure his commanders take responsibility to stop this.

**Q: *What is MONUC doing to improve FARDC behaviour?***

A : MONUC is providing logistical support for a total of 22,000 FARDC troops in the Kivus and Orientale province. This support is aimed at improving discipline and morale within the FARDC.

The Mission has set up a Rapid Response Emergency Working Cell (RREWC) to monitor the performance and conduct of those FARDC units that are supported by MONUC and it will withdraw its support to operations where FARDC units show a blatant disregard for international humanitarian law.

MONUC provides information on FARDC units and commanders responsible for violence against civilians—and particularly sexual violence—so that perpetrators can be brought to justice and offending officers removed from command. The government has acted on some of the information provided, to remove offenders

**Q: *What is MONUC doing to bring those senior FARDC officers wanted for human rights violations to justice?***

A : MONUC continues to follow-up with DRC authorities to ensure that appropriate judicial action is taken in connection with the five senior FARDC officers accused of having committed serious human rights violations.

We have been informed that as of 4 August, two of the five FARDC officers were in detention in Kinshasa, and three others had been placed under the control of judicial authorities.

***Q: There was an allegation reported in The New York Times of 5 August 2009 that a 12 year old boy had been sexually abused by a peacekeeper.***

A : Unfortunately, the NYT article did not mention when or where that offence was alleged to have occurred. A search of all MONUC military and civilian records showed that nothing of the nature reported in the NYT has been presented to the Mission.

***Q: What is the Mission doing about allegations of sexual exploitation and abuse by its own peacekeepers?***

A : MONUC follows up on all allegations made against its peacekeepers and welcomes information that enables it to pursue further enquiries. Investigations are carried out by the autonomous UN Office of Internal Oversight (OIOS), which does not report to MONUC.

The MONUC Force Commander deployed a fact finding team to North Kivu in July to check on rumours of sexual exploitation and abuse. The team visited two camps for internally displaced persons in Goma and interviewed police officials and NGO leaders. There were no complaints of inappropriate behaviour by peacekeepers. A similar fact finding mission is in South Kivu this month (August).

Overall allegations against peacekeepers have decreased and not all of these allegations have been substantiated. On average more than 30,000 people serve in MONUC in the course of year and there were 38 SEA allegations made in 2008. Nevertheless the fight against SEA remains a top priority for the Mission. Even one case is one too many.

---

# MONUC – Facts and Figures

**MONUC Headquarters** : Kinshasa, Democratic Republic of the Congo

**Liaison offices** : Pretoria (South Africa) and Kigali (Rwanda)

**Logistics base** : Entebbe (Uganda)

**Mission duration** : 30 November 1999 to present

## **Leadership :**

### **Special Representative of the Secretary-General**

Alan Doss (United Kingdom of Great Britain and Northern Ireland)

### **Deputy Special Representative of the Secretary-General**

Ross Mountain (New Zealand)

### **Deputy Special Representative of the Secretary-General**

Leila Zerrougui (Algeria)

### **Force Commander**

Lieutenant General Babacar Gaye (Senegal)

### **Police**

Commissioner Sudesh Kumar (India)

### **Current Mission strength (30 June 2009)**

18,691 total uniformed personnel, including 16,921 troops, 692 military observers, 1,078 police; 973 international civilian personnel, 2,483 local civilian staff and 619 United Nations Volunteers (Note: Statistics for international and local civilians are as of 30 April 2009 )

### **Contributors of military personnel:**

Algeria, Bangladesh, Belgium, Benin, Bolivia, Bosnia and Herzegovina, Burkina Faso, Cameroon, Canada, China, Czech Republic, Denmark, Egypt, France, Ghana, Guatemala, India, Indonesia, Ireland, Jordan, Kenya, Malawi, Malaysia, Mali, Mongolia, Morocco, Mozambique, Nepal, Niger, Nigeria, Pakistan, Paraguay, Peru, Poland, Romania, Russian Federation, Senegal, Serbia, South Africa, Spain, Sri Lanka, Sweden, Switzerland, Tunisia, Ukraine, United Kingdom, Uruguay, Yemen and Zambia

### **Contributors of police personnel:**

Bangladesh, Benin, Burkina Faso, Cameroon, Central African Republic, Chad, Côte d'Ivoire, France, Guinea, India, Jordan, Madagascar, Mali, Niger, Norway, Romania, Russian Federation, Senegal, Sweden, Turkey, Ukraine and Yemen

### **Fatalities over life of Mission :**

146 Total comprising: 91 troops; 10 military observers; 6 UN police; 11 international civilians; 28 local civilian.

### **Approved budget:**

1 July 2009 - 30 June 2010: \$1,350.00 million







ADMINISTRATIVE MAP OF THE DEMOCRATIC REPUBLIC OF CONGO

Source: - Vector map level 0  
- DATUM WGS 84  
Updated and compiled by GIS UNIT MONUC HQ Kinshasa



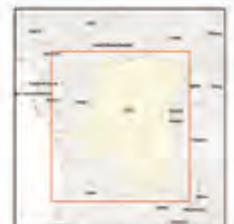
1:4,000,000



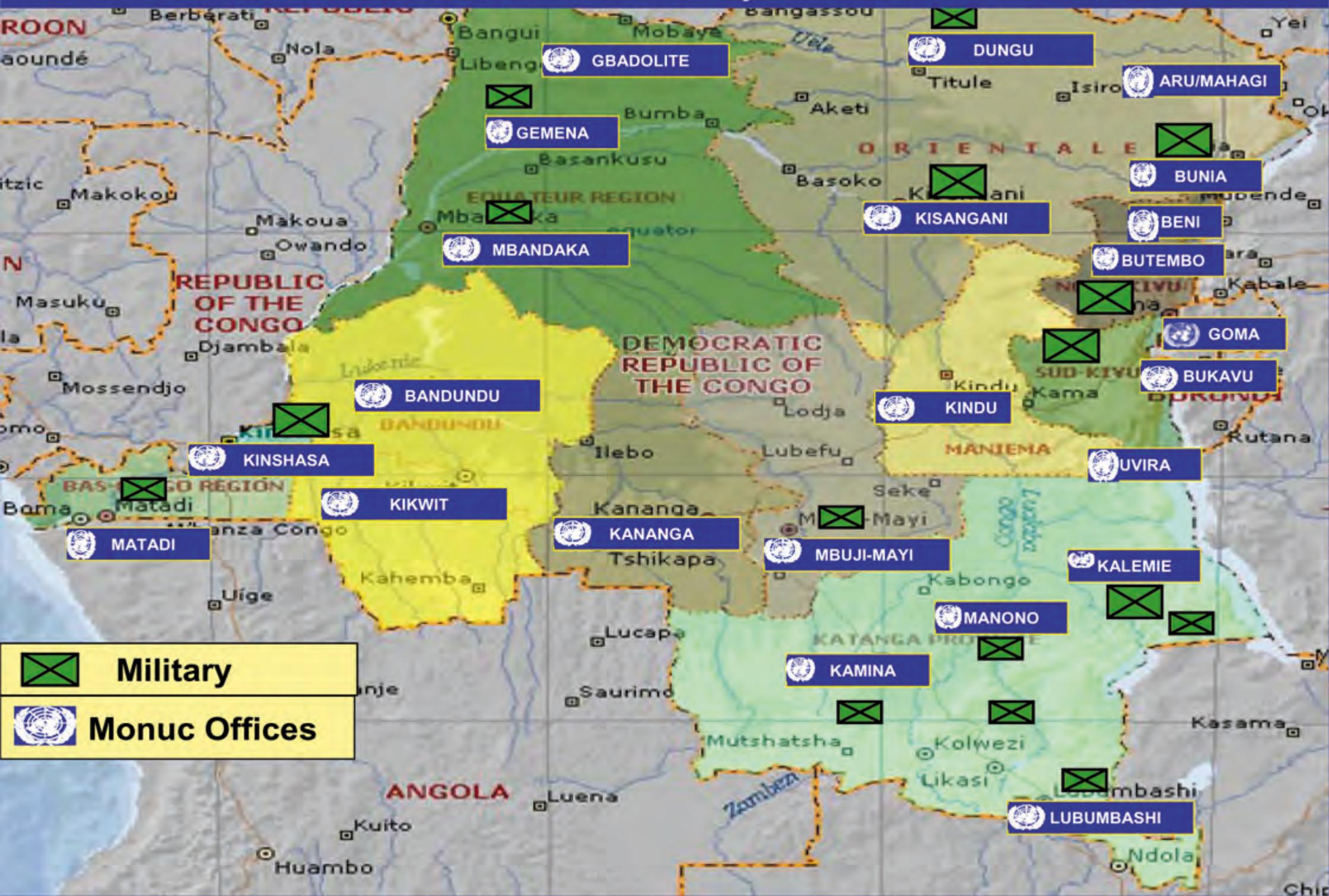
UNITED NATIONS  
MINISTÈRE CONGO  
D'ÉTAT

Dec 8, July 2001

Legend	
●	Capital Cities
□	Province Head Quarter
•	District Head Quarter
○	Territory Head Quarter
▭	Provinces
▭	Districts
—	Country Boundaries
—	Hydrography



# MONUC Offices and Military Presence In 2009





## Resolution 1856 (2008)

### Adopted by the Security Council at its 6055th meeting, On 22 December 2008

*The Security Council,*

*Recalling* its resolutions and the statements of its President concerning the Democratic Republic of the Congo, in particular resolution 1843 (2008) and resolution 1794 (2007) and the statements of its President dated 29 October 2008 (S/PRST/2008/40) and 21 October 2008 (S/PRST/2008/38),

*Reaffirming* its commitment to the sovereignty, territorial integrity and political independence of the Democratic Republic of the Congo,

*Stressing* the primary responsibility of the Government of the Democratic Republic of the Congo for ensuring security in its territory and protecting its civilians with respect for the rule of law, human rights and international humanitarian law,

*Condemning* the Congrès national pour la Défense du peuple (CNDP) repeated offensive military actions in the past months, which have caused massive displacement of populations in North Kivu as well as cross-border movements of refugees and which have also involved the PARECO and other illegal armed groups, and *condemning* also the attacks by the Lord's Resistance Army (LRA) in the Orientale Province, as well as the resumption of hostilities by illegal armed groups in Ituri,

*Underlining* that a major obstacle to lasting peace in the Kivus is the presence and activities of illegal armed groups on Congolese territory, including the Forces Démocratiques de Libération du Rwanda (FDLR) as acknowledged by its resolution 1804 (2008), which represent one of the primary causes for the conflict in the region,

*Taking note* of the final declaration of the Nairobi summit organized on 7 November 2008 by President Mwai Kibaki, acting Chairman of the International Conference on the Great Lakes region, and President Jakaya Kikwete, President-in-office of the African Union, and the communiqué of the extraordinary summit of the SADC Heads of State and Government held in Sandton on 9 November 2008,

*welcoming* the appointment of facilitators including the Special Envoy of the Secretary-General for the Great Lakes region, former Nigerian President Olusegun Obasanjo, and the former President of the United Republic of Tanzania, Benjamin Mkapa, *inviting* these facilitators to keep the Council informed of their activities, and *encouraging* the countries of the region to maintain this high level of commitment on the crisis in the eastern part of the Democratic Republic of the Congo, and act to assist efforts to resolve the conflict,

*Recalling* the joint communiqué of the Government of the Democratic Republic of Congo and the Government of the Republic of Rwanda signed in Nairobi on 9 November 2007 and the Acte d'engagement which emerged from the Conference for Peace, Security and Development in North and South Kivu, held in Goma from 6 to 23 January 2008, and *reaffirming* that the Goma and Nairobi processes are the appropriate framework for stabilising the situation in the eastern part of the Democratic Republic of the Congo,

*Emphasizing the responsibility* of the Government of the Democratic Republic of the Congo and the Governments of the region to prevent the use of their respective territories in support of violations of the arms embargo imposed by resolution 1807 (2008) or in support of activities of armed groups present in the region in accordance with the Pact on Security, Stability and Development for the Great Lakes Region and *urging* them to take effective measures to prevent crossborder support to any illegal armed group in the

eastern region of the Democratic Republic of the Congo, and *welcoming* the progress made in high-level bilateral talks between the Governments of the Democratic Republic of the Congo and Rwanda,

*Recalling also* the importance of urgently carrying out comprehensive and lasting security sector reform and of permanently disarming, demobilizing, resettling or repatriating, as appropriate, and reintegrating Congolese and foreign armed groups for the long-term stabilization of the Democratic Republic of the Congo, and the contribution made by international partners in this field,

*Recognizing* the link between the illegal exploitation of natural resources, the illicit trade in such resources and the proliferation and trafficking of arms as one of the major factors fuelling and exacerbating conflicts in the Great Lakes region of Africa, and in particular in the Democratic Republic of the Congo,

*Expressing* its extreme concern at the deteriorating humanitarian and human rights situation, *condemning* in particular the targeted attacks against the civilian population, sexual violence, recruitment of child soldiers and summary executions, and *stressing* the urgent need for the Government of the Democratic Republic of the Congo, in cooperation with the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) and other relevant actors, to end those violations of human rights and international humanitarian law, in particular those carried out by the militias and armed groups and by elements of the Armed Forces of the Democratic Republic of the Congo (FARDC), the Congolese National Police (PNC) and other security and intelligence services, and to bring the perpetrators, as well as the senior commanders under whom they serve, to justice, and *calling on* Member States to assist in this regard and to continue to provide medical, humanitarian and other assistance to victims,

*Recalling* its resolutions 1325 (2000) and 1820 (2008) on women, peace and security, its resolution 1502 (2003) on the protection of United Nations personnel, associated personnel and humanitarian personnel in conflict zones, its resolution 1674 (2006) on the protection of civilians in armed conflicts, and its resolution 1612 (2005) on children in armed conflict, and *recalling* the conclusions of the Security Council Working Group on Children and Armed Conflict pertaining to parties in the armed conflict of the Democratic Republic of Congo (S/2008/693),

*Condemning* the continuing illicit flow of weapons within and into the Democratic Republic of the Congo and *declaring* its determination to continue to monitor closely the implementation of the arms embargo and other measures set out by its resolution 1807 (2008),

*Underscoring* the long-term, sustainable efforts needed from the Government of the Democratic Republic of the Congo and its international partners to consolidate democracy and promote the rule of law, good governance, recovery and development,

*Expressing* its full support for MONUC, *condemning* all attacks against United Nations peacekeepers and humanitarian personnel, regardless of their perpetrators, and *emphasizing* that those responsible for such attacks must be brought to justice, *Recalling* that the temporary increase of MONUC's capacities authorized by its resolution 1843 (2008) aims at enabling MONUC to reorganize, and in particular reconfigure its structure and forces and optimize their deployment, allowing the constitution of a quick-reaction capability to provide greater flexibility to deploy as needed to strengthen efforts to protect civilians and provide additional security in the eastern part of the Democratic Republic of the Congo,

*Recognizing* that effective coordination between the Government of the Democratic Republic of the Congo and MONUC on security matters in the areas of conflict as well as the accelerated building of credible, cohesive and disciplined Congolese armed forces is essential for the implementation of MONUC's mandate,

*Taking note* of the fourth special report of the Secretary-General on the United Nations Organization Mission in the Democratic Republic of the Congo, dated 21 November 2008 (S/2008/728), and of its recommendations,

*Determining* that the situation in the Democratic Republic of the Congo continues to pose a threat to international peace and security in the region, *Acting* under Chapter VII of the Charter of the United Nations,

1. *Decides* to extend the deployment of MONUC until 31 December 2009 and *authorizes* the continuation until that date of up to 19,815 military personnel, 760 military observers, 391 police personnel and 1,050 personnel of formed police units;

2. *Requests* MONUC to attach the highest priority to addressing the crisis in the Kivus, in particular the protection of civilians, and to concentrate progressively during the coming year its action in the eastern part of the Democratic Republic of the Congo;

3. *Decides* that MONUC shall, from the adoption of this resolution, have the mandate, in this order of priority, working in close cooperation with the Government of the Democratic Republic of the Congo in order to: *Protection of civilians, humanitarian personnel and United Nations personnel and facilities*

(a) Ensure the protection of civilians, including humanitarian personnel, under imminent threat of physical violence, in particular violence emanating from any of the parties engaged in the conflict;

(b) Contribute to the improvement of the security conditions in which humanitarian assistance is provided, and assist in the voluntary return of refugees and internally displaced persons;

(c) Ensure the protection of United Nations personnel, facilities, installations and equipment;

(d) Ensure the security and freedom of movement of United Nations and associated personnel;

(e) Carry out joint patrols with the national police and security forces to improve security in the event of civil disturbance;

*Disarmament, demobilization, monitoring of resources of foreign and Congolese armed groups*

(f) Deter any attempt at the use of force to threaten the Goma and Nairobi processes from any armed group, foreign or Congolese, particularly in the eastern part of the Democratic Republic of the Congo, including by using cordon and search tactics and undertaking all necessary operations to prevent attacks on civilians and disrupt the military capability of illegal armed groups that continue to use violence in that area;

(g) Coordinate operations with the FARDC integrated brigades deployed in the eastern part of the Democratic Republic of the Congo and support operations led by and jointly planned with these brigades in accordance with international humanitarian, human rights and refugee law with a view to:

– Disarming the recalcitrant local armed groups in order to ensure their participation in the disarmament, demobilization and reintegration process and the release of children associated with those armed groups;

– Disarming the foreign armed groups in order to ensure their participation in the disarmament, demobilization, repatriation, resettlement and reintegration process (DDRRR) and the release of children associated with those armed groups;

– Preventing the provision of support to illegal armed groups, including support derived from illicit economic activities;

(h) Facilitate the voluntary demobilization and repatriation of disarmed foreign combatants and their dependants;

(i) Contribute to the implementation of the national programme of disarmament, demobilization and reintegration (DDR) of Congolese combatants and their dependants, with particular attention to children, by monitoring the disarmament process and providing, as appropriate, security in some sensitive locations, as well as supporting reintegration efforts pursued by the Congolese authorities in cooperation with the United Nations Country Team and bilateral and multilateral partners;

(j) Use its monitoring and inspection capacities to curtail the provision of support to illegal armed groups derived from illicit trade in natural resources;

*Training and mentoring of FARDC in support for security sector reform*

(k) Provide military training, including in the area of human rights, international humanitarian law, child protection and the prevention of gender-based violence, to various members and units of the FARDC integrated brigades deployed in the eastern part of the Democratic Republic of the Congo, as part of international broader efforts to support the security sector reform;

(l) In coordination with international partners, including the European Union operations EUSEC and EUPOL, to contribute to the efforts of the international community to assist the Congolese Government in the initial planning

process of the security sector reform, to build credible, cohesive, and disciplined Congolese armed forces and to develop the capacities of the Congolese national police and related law enforcement agencies;

*Territorial security of the Democratic Republic of the Congo*

(m) Observe and report in a timely manner on the position of armed movements and groups and the presence of foreign military forces in the key areas of volatility, especially by monitoring the use of landing strips and the borders, including on the lakes;

(n) Monitor the implementation of the measures imposed by paragraph 1 of resolution 1807 (2008), in cooperation, as appropriate, with the Governments concerned and with the Group of Experts established by resolution 1533 (2004), including by inspecting, as it deems necessary and without notice, the cargo of aircraft and of any transport vehicle using the ports, airports, airfields, military bases and border crossings in North and South Kivu and in Ituri;

(o) Seize or collect, as appropriate, the arms and any related materiel whose presence in the territory of the Democratic Republic of the Congo violates the measures imposed by paragraph 1 of resolution 1807 (2008) and to dispose of such arms and related materiel as appropriate;

(p) Provide assistance to the competent customs authorities of the Democratic Republic of the Congo in implementing the provisions of paragraph 8 of resolution 1807 (2008);

(q) Assist the Government of the Democratic Republic of the Congo, in enhancing its demining capacity;

4. *Decides* that MONUC will also have the mandate, in close cooperation with the Congolese authorities, the United Nations Country Team and donors, to support the strengthening of democratic institutions and the rule of law and, to that end, to:

(a) Provide advice to strengthen democratic institutions and processes at the national, provincial, regional and local levels;

(b) Promote national reconciliation and internal political dialogue, including through the provision of good offices, and support the strengthening of civil society and multi-party democracy, and give the necessary support to the Goma and Nairobi processes;

(c) Assist in the promotion and protection of human rights, with particular attention to women, children and vulnerable persons, investigate human rights violations and publish its findings, as appropriate, with a view to putting an end to impunity, assist in the development and implementation of a transitional justice strategy, and cooperate in national and international efforts to bring to justice perpetrators of grave violations of human rights and international humanitarian law;

(d) In close coordination with international partners and the United Nations Country Team, provide assistance to the Congolese authorities, including the National Independent Electoral Commission, in the organization, preparation and conduct of local elections;

(e) Assist in the establishment of a secure and peaceful environment for the holding of free and transparent local elections that are expected to be held by the end of June 2009;

(f) Contribute to the promotion of good governance and respect for the principle of accountability;

(g) In coordination with international partners, advise the Government of the Democratic Republic of the Congo in strengthening the capacity of the judicial and correctional systems, including the military justice system;

5. *Authorizes* MONUC to use all necessary means, within the limits of its capacity and in the areas where its units are deployed, to carry out the tasks listed in paragraph 3, subparagraphs (a) to (g), (i), (j), (n), (o), and in paragraph 4, subparagraph (e);

6. *Emphasizes* that the protection of civilians, as described in paragraph 3, subparagraphs (a) to (e), must be given priority in decisions about the use of available capacity and resources, over any of the other tasks described in paragraphs 3 and 4;

7. *Requests* the Secretary-General to present recommendations in his next three-monthly report on the progressive handover of those tasks listed in paragraph 4, from MONUC to the United Nations country team and bilateral and multilateral partners, as far as the western part of the country is concerned, with a view to reinforcing the action of United Nations peacebuilding mechanisms in the Democratic Republic of the Congo and in order to permit MONUC to concentrate its efforts on the eastern part of the country;

8. *Underscores* the importance of MONUC implementing the mandate described in this resolution in full, including through robust rules of engagement and *requests* the Secretary-General to ensure that MONUC's concept of operation and rules of engagement are updated by 31 January 2009 to bring them fully in line with the provisions of this resolution and to report on it to the Security Council and troop-contributing countries;

9. *Requests* the Secretary-General to continue to report regularly, and at least every three months, on the situation in the Democratic Republic of the Congo and on MONUC's activities, and to provide the Security Council, with the same regularity, a specific update on the military situation;

10. *Requests* in particular the Secretary-General, in his next report under paragraph 9 above, to inform the Security Council on the development of a strategic workplan with appropriate benchmarks to measure and track progress on the implementation the mandate described in paragraphs 3 and 4;

11. *Requests* the Secretary-General to include in his next report a comprehensive assessment of MONUC's DDR and DDRRR programmes and, in close coordination with his Special Envoy for the Great Lakes region, to make recommendations on possible adjustments needed to increase their effectiveness, resourcing and coordination with MONUC's military component;

12. *Demands* that all parties cooperate fully with the operations of MONUC and that they ensure the security of as well as unhindered and immediate access for United Nations and associated personnel in carrying out their mandate, throughout the territory of the Democratic Republic of the Congo, *demands* in particular that all parties provide full access to MONUC military observers, including in all ports, airports, airfields, military bases and border crossings, and, in addition, that MONUC human rights observers are granted access to detention centres and brassage centres, and *requests* the Secretary-General to report without delay any failure to comply with these demands;

13. *Requests* MONUC, in view of the scale and severity of sexual violence committed especially by armed elements in the Democratic Republic of the Congo, to strengthen its efforts to prevent and respond to sexual violence, including through training for the Congolese security forces in accordance with its mandate, and to regularly report, including in a separate annex if necessary, on actions taken in this regard, including data on instances of sexual violence and trend analyses of the problem;

14. *Emphasizes* that operations led by the FARDC against illegal foreign and Congolese armed groups should, consistent with the mandate set forth in paragraph 3 subparagraph (g) above, be planned jointly with MONUC and in accordance with international humanitarian, human rights and refugee law and should include appropriate measures to protect civilians;

15. *Takes note* of the measures taken by MONUC to address instances of sexual exploitation and abuse and of the zero-tolerance policy, *requests* the Secretary-General to continue to fully investigate the allegations of sexual exploitation and violence by civilian and military personnel of MONUC, to take the appropriate measures set out in the Secretary-General's bulletin on special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13);

16. *Encourages* MONUC to enhance its interaction with the civilian population, in particular internally displaced persons, to raise awareness and understanding about its mandate and activities;

17. *Demands that* all the parties to the Goma and Nairobi processes respect the ceasefire and implement their commitments effectively and in good faith, *calls on* all armed groups to immediately lay down their arms and present themselves without any further delay or preconditions to Congolese authorities and MONUC for their disarmament, repatriation, resettlement and/or reintegration, as appropriate;

18. *Requests* the Secretary-General and his Special Envoy for the Great Lakes region to intensify their good offices, in close consultation with the Special Representative of the Secretary-General for the Democratic Republic of the Congo, in facilitating a political solution to address the underlying causes of the crisis in the Kivus and calls on the Government of the Democratic Republic of the Congo, the Government of Rwanda and other Governments of the region, international partners and all regional and Congolese parties to cooperate with the Special Envoy of the Secretary-General for the Great Lakes region and with the Special Representative of the Secretary-General for the Democratic Republic of the Congo;

19. *Urges* the Government of the Democratic Republic of the Congo and the Government of the Republic of Rwanda to take concrete steps to defuse tensions, including through reactivating the Joint Verification Mechanism, and to step up their cooperation in order to implement fully the commitments taken in their joint communiqué signed in Nairobi on 9 November 2007 (S/2007/679), in particular to address as a priority the disarmament and repatriation of the FDLR working in close cooperation with the Special Envoy of the Secretary-General for the Great Lakes region and MONUC;

20. *Urges* all Governments in the region, in particular those of Burundi, the Democratic Republic of the Congo, Rwanda and Uganda, to resolve in a constructive manner their shared security and border problems, to prevent the use of their respective territories in support of violations of the arms embargo reaffirmed by resolution 1807 (2008) or in support of activities of armed groups present in the region, and abide by their commitments made at the Tripartite Plus meeting of September 2007 to establish bilateral diplomatic relationships;

21. *Urges* all States, especially those in the region, to take appropriate steps to end the illicit trade in natural resources, including if necessary through judicial means, and, where necessary, to report to the Security Council, *encourages* in particular the Government of the Democratic Republic of the Congo, to work with specialist organizations, international financial institutions and MONUC, as well as the countries of the region, to establish a plan for an effective and transparent control over the exploitation of natural resources including through conducting a mapping exercise of the main sites of illegal exploitation;

22. *Requests* the Government of the Democratic Republic of the Congo, with the support of the international community and of MONUC, to develop and implement as a matter of urgency a comprehensive national security sector reform strategy, including based on the outcome of the Roundtable on Security Sector held in February 2008, in order to establish professional security organizations in the areas of defence, police and the administration of justice that protect civilians, are well managed, and act in accordance with the Constitution and with respect for the rule of law, human rights and international humanitarian law and urges the Congolese Government to ensure the sustainability of the support given by its partners in this area in particular by giving priority to the reform of the administration and command structures of FARDC and all its other security forces and reiterates its call upon the Congolese authorities to establish a vetting mechanism to take into account when they select candidates for official positions, including key posts in the armed forces, national police and other security services, the candidates' past actions in terms of respect for international humanitarian law and human rights;

23. *Demands that* all parties ensure timely, safe and unhindered access of all humanitarian actors and comply fully with their obligations under international law, including international humanitarian law, human rights law and refugee law;

24. *Demands*, recalling its resolution 1698 (2006), that all armed groups, in particular the forces of Laurent Nkunda, the FDLR and the LRA immediately stop recruiting and using children and release all children associated with them;

25. *Recalls* the utmost importance of the fight against impunity, notably in the eastern part of the Democratic Republic of the Congo, by bringing to justice those who have committed crimes and atrocities;

26. *Requests* the Secretary-General, through his Special Representative for the Democratic Republic of the Congo, to continue to coordinate all the activities of the United Nations system in the Democratic Republic of the Congo;

27. *Decides* to remain actively seized of the matter.