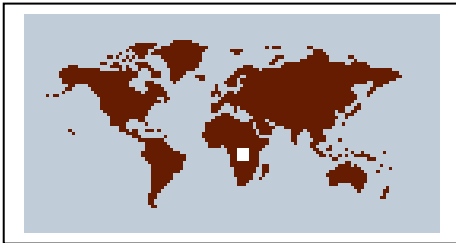




Gender Profile of the Conflict in *the Democratic Republic of the Congo*

“Women have extensive experience in reconciliation within their communities, in the provision of basic services after war, and in rebuilding their families. But rarely are their perspectives and insights utilized in negotiation and peace building. Societies pay a huge price for ignoring the proven abilities of women to forge agreements.”

Noeleen Heyzer during her visit to DRC.



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Introduction

Starting in 1996, indiscriminate attacks, extrajudicial executions of civilians, rape, and large-scale destruction of civilian property characterized the conduct of the belligerent to the conflict in then-Zaire. According to a June 2002 Report on Sexual Violence Against Women and Girls in Eastern Congo, sexual violence has been used as a weapon of war by most of the forces involved in this conflict. Combatants of the RCD, Rwandan soldiers, as well as combatants of the forces opposed to them-Mai-Mai, armed groups of Rwandan Hutu, and Burundian rebels of the Forces for the Defense of Democracy (Forces pour la défense de la démocratie, FDD) and Front for National Liberation (Front pour la libération nationale, FNL)-all frequently and sometimes systematically raped women and girls in the last year.

No women were party to the Lusaka Cease Fire talks of 1999, which brought together representatives of the six countries involved in the conflict – Angola, DRC, Namibia, Rwanda, Uganda and Zimbabwe and the rebel groups. On 2 April 2003 in Sun City South Africa,



participants in the second phase of the peace process for the DRC, known as the Inter-Congolese Dialogue, signed the Final Act of the negotiations that started in October 2001, formally endorsing a package of agreements that will restore peace and national sovereignty over a two-year transition period. Thirty-six of the 300 delegates to this second phase of the peace process were women, who formed a cross party Congolese Women's Caucus supported by donor countries and UN agencies. In February of 2000, women participants convened in Kenya and produced the [Nairobi Declaration](#) that outlined a women's agenda for the peace process, calling on actors to cease fighting and recognize the particular burden of war on women and women's roles in peace-building and reconstruction.

The signing of the Final Act of the Inter-Congolese Dialogue in April of 2003 marked a new chapter in the conflict and peace process in the Democratic Republic of the Congo, but did not stop the river of blood. In a report to the Security Council on 25 March 2004, the Secretary-General said, "I remain deeply concerned about continuing reports of massacres and other atrocities committed against civilians, including reports of horrendous widespread sexual violence being used as a weapon of intimidation and war." Currently, fighting continues in the Eastern Provinces, where the millions of inhabitants are facing a humanitarian crisis. Massacres have been perpetrated since February 2003. Eyewitnesses stated that around 330 civilians were killed in Bogoro, a town that was completely destroyed, and hundreds of civilians were murdered in summary executions in Drodoro. Twenty mass graves have been identified by the UN's mission MONUC. The Ituri Pacification Commission has been established, involving 177 delegates representing the main communities to consolidate the cessation of hostilities and the reestablishment of public services and the rule of law.

The United Nations Mission in the Democratic Republic of the Congo (MONUC) has been in place since 1999, with an initial mandate of monitoring the Lusaka Cease-fire Agreement. The main operational activity of MONUC today are to provide political support to the transition by assisting the Congolese parties in the implementation of their commitments, leading to the holding of elections, which will be one of the important elements in the Mission's exit strategy, to contribute to local conflict resolution and the maintenance of security in key areas of the country and to continue with its mandated task of the disarmament, demobilization, repatriation, resettlement and reintegration of Congolese combatants, d) to contribute to confidence-building between the DRC and the neighbouring states. At the same time, ongoing MONUC activities in vital areas of human rights, humanitarian affairs, child protection and gender affairs continue.

Since 2002 the mission has included an Office of Gender Affairs (OGA), with a mandate to assist the SRSG in gender integration within MONUC, ensure a gender perspective is included in the development of policies and activities, interface with women's organizations of civil society and governmental institutions to encourage, and later ensure, the participation of women in the peace process and post-conflict reconstructions as active agents and conduct research and analysis to better direct the mission's policies.¹

The Impact of the Conflict on Congolese Women

Political and Security Impact

- The UN Special Rapporteur on Violence Against Women reported in 2003 that large numbers of girls have been conscripted into fighting factions as combatants and as domestic and sexual slaves. Girls subjected to forced marriage become the private property of their husbands.²



- UNIFEM Executive Director Noeleen Heyzer stated during her May 2003 visit to DRC that, "Nearly all the women interviewed in Kinshasa or in the Eastern DRC, whether at health care centers or rural villages have been victims of sexual violence and rape. "

- According to the UN Human Rights Commission Special Rapporteur on Violence Against Women:

"forces on all sides in the Congo conflict have committed war crimes against women and girls, frequent and sometimes systematic use of rape and other forms of sexual violence in the Rwandan-occupied areas of eastern Congo.³ Rape is often used against women who are known or suspected to support opposing parties. Crimes of sexual violence have reportedly been committed by soldiers of the Rwandan army and its Congolese ally, the Rassemblement Congolais pour la Démocratie (RCD), as well as armed groups opposed to them – Congolese Mai Mai rebels, and Burundian and Rwandan armed groups. There are reports that Interamhamwe militia in South Kivu Province often raped women. Rwandan troops and RCD rebels also reportedly engaged in the rape of women in public and often in the presence of their families and in-laws. It is reported that combatants' raped women and girls during military operations to punish the local civilian population for supporting the "enemy". A woman raped in this manner generally is forced out of the village, leaving her husband and children behind. According to reports, marauding bands of armed men in the occupied territories often put victims of rape through further abuse by inserting rocks, sharp sticks, and hot peppers into their vaginas.⁴ In other cases, Mai Mai rebels and other armed groups abducted women and girls and forced them to provide sexual services and domestic labor, sometimes for periods of more than a year. Numerous groups, particularly human rights groups, have reported that Rwandan Patriotic Army (RPA) troops and RCD rebels in the country targeted Catholic clergy for abuse. Abuses reportedly took the form of attacks on missions, the killings of priests, the rape of nuns, and the burning of churches." ⁵

- Since October 2002, women's associations in the Uvira province have reported 5,000 cases of rape, which corresponds to 40 a day, according to ReliefWeb. This figure does not include cases of rape that go unreported.⁶

- Pygmy women in Eastern DRC have been subjected to genocide, sexualized violence, rape, mutilation and cannibalism at the hands of military and other armed groups. Representatives to the UN Forum on Indigenous Issues in 2003 described the Pygmies as being on the verge of extinction.⁷

- The DRC is a source of trafficked women for Africa, the Americas and Europe according to the UN Special Rapporteur on Violence Against Women's 2003 report.⁸

- In October 2001, the UK Minister for International Development, Ms Clare Short said "the disarmament of the fighters who supported Rwanda's genocide in 1994 is vital to the peace process. It will help secure Rwanda and Uganda's security concerns and enable Zimbabwe, Uganda, Rwanda, Namibia and Angola to withdraw from the Congo. We have learnt a lot from the failures and successes of the disarmament and reintegration process in Sierra Leone. It is vital to offer the chance of a better life to the women so that they are able to persuade the men to resettle and offer their children a better life. The women will be the ones who persuade the men they're sick of being on the run, children need feeding and it's time to come in from the bush".

- The MONUC Office of Gender Affairs claims that the role of women in Congolese society has gone from full participation in the pre-Colonial period, to marginalization during the Colonial period to complete exclusion during the post-Colonial period.⁹ Before the war in 1998, Human



Rights Watch found that women were not recognized as heads of households and legally had to obey their husbands.¹⁰

- According to the UN Human Rights Commission Special Rapporteur on Violence Against Women, women are severely under-represented in political life and governing bodies. The under-representation of women in the judicial system has consequences for the accessibility of criminal proceedings for rape survivors and victims of gender-based violence.¹¹
- In a report to the Security Council submitted on 17 November 2003, the Secretary-General reported that 'despite the fact that article 51 of the Transitional Coalition calls for the 'meaningful representation' of women at all decision-making levels, the Transitional Government includes only six female ministers out of 36 and two vice-ministers out of 25. The Bureau of the National Assembly has two female representatives out of eight, while no women sit on the bureau of the Senate. The eight-member Independent Electoral Commission includes one woman and another two are members of the Truth and Reconciliation Commission."
- Despite the daily occurrences of rape and the widespread acknowledgement of the rape epidemic by local health care workers, a "culture of impunity" pervades DR Congo. With practically no functioning justice system, women have no means of seeking any form of justice even when they know their perpetrators, according to a 2003 Guardian Report. This situation is compounded by the fact that all sides continue to commit gross violations of women's human rights routinely and systematically.¹²
- In 2003, UN IRIN News reported that women comprised the majority of victims in at least three civilian massacres committed by various actors.¹³
- Authors of a 2004 International Alert study entitled, "The Causes and Consequences of Sexual Violence Against Women and Girls in Southern Kivu" found that the majority of rape victims believe their attackers had organized and planned the attacks as part of a larger strategy to pillage communities and undermine their moral.¹⁴
- On International Women's Day (IWD) 2004, Azarias Ruberwa, one of four interim Vice-Presidents and leader of the RCD-Goma, asked for the forgiveness of Congolese women for the atrocities committed against them during the war at the Parliamentary Celebration of IWD. Ruberwa said, "In the name of all people of the Congo and the nation's leadership which is composed of all parties to the inter-Congolese dialogue, I beg the forgiveness of Congolese women for the violence and abuse to which they were subjected during the war." Ruberwa's comments were met with boos and heckling from the 3000 women in attendance as reported by UN IRIN News.¹⁵
- The UN Wire reported in April 2004 that girls who fought in the ethnic conflict in the Democratic Republic of the Congo's northeastern region or were abducted by armed factions are facing ostracism when they return home. These girls often cannot form relationships with men in their communities because they have lost their virginity and sometimes have their own children. Because these girls have lost their value in the marriage market, their families cannot receive dowries and shun them as well.¹⁶
- Preliminary results reported to UN News from MONUC indicate that every community in Bukavu, especially civilians, suffered in the insurgency that started on 26 May and climaxed with the brief seizure of the town in the beginning of June, said Roberto Ricci, chief of the humanitarian section of MONUC. In the extortion and the fighting 66 people died, 77 were injured and 31 raped,



while 147 houses were plundered, he said, adding "Anyone who opposed the pillaging was killed."¹⁷

- During the clashes in Bukavu in May and June 2004, both rebel forces and government troops committed atrocities. Human Rights Watch documented the killing of civilians and "widespread sexual violence against women and girls," some of them as young as three years old. The violence brought humanitarian assistance programs in the region to a virtual halt.¹⁸
- The Forces armées du peuple congolais (FAPC) reported that 2,014 of its combatants have disarmed, including 251 children. Staff of MONUC reported that children associated with armed groups have performed supportive functions during the conflict, such as cooks and porters, and girls in particular have become wives of combatants.¹⁹
- According to the report from the Refugees International in June 2005, MONUC, the Government of Rwanda, and other agencies have begun demobilization and reintegration program towards a Rwandan militia group, the FDLR, in the east region of the DRC. However, these agencies ignore the needs of FDLR dependants, which could leave 40,000 women and children vulnerable. MONUC has not made any plan to collect information on the situation of this vulnerable group and to sensitize them to their rights in the repatriation process. The current general sensitization campaign through radio does not provide adequate information for the dependants and leave women uninformed about the benefits they could receive otherwise.²⁰
- According to the study conducted by the Save the Children in 2005, girls make up to 40 percent of all children associated with armed groups. Yet, only fewer than 2 percent of children who come to reintegration programmes and interim care centres in the DRC have been girls. The Save the Children estimates that there are still 12,500 girls who remain in armed groups in the DRC.²¹

Humanitarian Impact

- Human Rights Watch reported in 2002 that not only have all parties to the conflict looted and pillaged hospitals and clinics, health workers have been targeted by various factions for providing care to other factions and to civilians. The result has been the total breakdown of the health care system in the DRC, with particular consequences for women's reproductive health, overall health, access to services and materials and maternal mortality. The health service breakdown also has ramifications for women's roles as carers of the sick, injured and traumatized as their ability to perform such activities is diminished by the lack of services and supplies.²²
- Destruction of health infrastructure combined with dire humanitarian conditions has rendered Congolese women three times more likely to die during childbirth than the average rate of maternal mortality in Africa, according to Human Rights Watch.²³
- Human Rights Watch found that most victims of rape have received no medical help either because such assistance is not available or because, by seeking assistance, victims make themselves known in their communities. As a result, women who have been assaulted have no redress to the physical and psychological trauma they have endured. Even when services are available, violence survivors cannot have their humanitarian needs met due to prevailing biases against victims.²⁴
- Widespread rape and torture, combined with the breakdown of the health infrastructure and limited humanitarian access due to fighting, have increased Congolese women's vulnerability to HIV/AIDS infection. At one clinic in the Kivu province, the UN Special Rapporteur on Violence Against Women found forty percent of ten to fourteen year old rape survivors were HIV positive.²⁵



Overall, UNAIDS reports that sixty one percent of HIV/AIDS sufferers in DRC are women.²⁶ Due to lack of information, resources and the destruction of the health sector, fewer than five percent of women use modern contraceptives in the DRC as reported by Save the Children's State of the World's Mothers Report in 2003.²⁷

- UNFPA has shown that large numbers of Congolese women suffer forced abortions while they are accompanying troops as camp leaders control and manipulate women's reproduction.²⁸
- A 2004 report by Medecins Sans Frontieres (MSF) highlights the cost of widespread and systematic rape on women's health and on the health infrastructure in DR Congo. In addition to an increase in HIV seropositive rates, female rape victims have suffered extensively from other STIs, unsafe abortions, pelvic inflammatory diseases, problematic pregnancies and negative consequences for the health of unborn children. The extent of the violence is so widespread that MSF has recommended a national protocol to stem it.²⁹
- In 2004, USAID found a 12% HIV seropositive rate among women who had been raped in DR Congo. A UNICEF representative told USAID staff at a meeting in DC on March 9, 2004, that other studies show rates as high as 27% among rape survivors in the eastern DRC.³⁰
- According to a 2004 study by USAID, many years following rape victims have a two times greater risk of qualifying for ten different psychiatric diagnoses including major depression, drug abuse, and post-traumatic stress disorder. Fear of sexual violence has also been at least partially responsible for malnutrition in some areas (because women are afraid to work in their fields) and the associated negative impacts on local economies as well as for the interruption of children's educations when they are kept home to keep them safe from attacks. Until citizens feel secure enough to access agricultural fields and trade routes freely, the economy in the East will not recover sufficiently.³¹
- In the eastern provinces, there are only two referral hospitals for women who are suffering from injury and infection caused by violent rape. Health centers are unequipped to provide even the most basic health services, not to speak of specialized services to rape victims. A 2004 study by USAID found that because of limited space at the hospitals, victims who are afraid to go home for fear of rejection or additional attacks are forced to leave anyway to make room for other victims, creating terrible moral and ethical dilemmas for all involved.³²
- Displaced Congolese women and men who survived the August massacre in Burundi have been living in dire humanitarian circumstances since the massacre, according to Refugees International. Lacking basic sanitation, housing, clean water and sufficient food, the refugees are at high risk of dying of preventable diseases. Women and men are having to live together in cramped quarters, which is contrary to the customs of the refugees who are accustomed to having separate quarters for men and women.³³
- A report from the Save the Children in 2005 ranked the DRC as one of the worst countries in terms of mother's health. According to this report, 75 percent of pregnant women in the DRC are anaemic.³⁴
- The UN Office for the Coordination of Humanitarian Affairs (OCHA) reported in June 2005 that, if the security situation deteriorates further by the attack of militiamen, the delivery of humanitarian aid for the six overcrowded camps located in the areas of Ituri's Djugu and Irumu will be stopped. This could leave more than 100,000 people, mostly women and children, without food, water, and basic health care.³⁵



- A study published by International Alert in 2004 reported that 91.5% of the rape victims in the South Kivu province suffer from one or more health-related problems, but only 30% of them have received medical treatment. This is due to a fear of stigmatization and ostracism, and a lack of appropriate health care systems.³⁶
- According to the study of Hentz in 2005, the brutality of systematic rape and the attacks of rebel forces toward those who accompany rape victims have prevented the UN peacekeeping forces in DRC from saving those rape victims and escorting them to medical services. Sixty per cent of those rape victims are estimated to be HIV positive.³⁷

Human Rights Violations, Including Violence Against Women

- In a report to the Security Council on 25 March 2004, the Secretary-General said, "I remain deeply concerned about continuing reports of massacres and other atrocities committed against civilians, including reports of horrendous widespread sexual violence being used as a weapon of intimidation and war."
- Preliminary estimates released by ReliefWeb place the number of acts of violence against women, rape torture and mutilation, in DRC since 1998 in the hundreds of thousands. Widespread sexual slavery has also been documented. Women who are raped often face being ostracized and stigmatized by their communities, resulting in a humanitarian crisis for women affected by wartime sexual violence. Women and girls who are abducted may face discrimination in their home communities due to a conception of them as willing participants in armed factions that have been terrorizing civilians.³⁸
- In 2004, the WHO estimated there to have been 25,000 cases of sexual violence record in South Kivu Province, 11,350 in Maniema Province, 1,625 cases in Goma, and 3,250 cases in the southeastern town of Kalemie since the beginning of the war in 1998. WHO reported the ages of victims to be between four and eighty.³⁹
- The Watchlist on Children and Armed Conflict estimate that tens of thousands of girls have been subjected to gender-based violence and torture.⁴⁰ The Congolese Armed Forces were reported to sexually exploit homeless girls.
- According to the UN High Commissioner of Human Rights, "the level of brutality and sexual violence in Kivu is particularly severe." In 2003, the incidence of severe mutilation of the arms, legs and genitals following sexual violence appeared to increase. Many of the victims treated at hospitals in the Kivu province are between ten and fourteen years of age.⁴¹
- Many women and girls have been raped in the presence of others, including their own family members. Human Rights Watch received reports of children being forced to hold their mothers down while they were being raped. While these public shamings increase women's humiliation in many ways, some women in Southern Kivu have found it easier to report violence and share their stories with others because of the public nature of so many attacks.⁴²
- According to the World Food Programme, incidences of rape, mutilation and other violence against women tripled in some provinces in 2003. The Washington Post reports that rape has become so common that doctors in DRC are classifying violence against women as combat injuries.⁴³

- Women in DR Congo have experienced widespread gang rape and sexual mutilation with instruments. Women have reported being tied down with their legs splayed over night while numerous men rape and mutilate them with guns and sticks. One doctor reported to the British



Broadcasting Corporation treating a patient who had had a gun inserted into her vagina and then suffered a massive internal injury as the perpetrator opened fire.⁴⁴

- IRIN News reported 1,525 registered cases of rape in Kindu and Kasongo in 2003, part of the Maniema Province in the eastern Democratic Republic of the Congo.⁴⁵
- In April 2004, President Joseph Kabila wrote to the ICC's chief prosecutor, Luis Moreno Ocampo, asking for an investigation into possible war crimes, genocide and crimes against humanity, the ICC said in a statement. These crimes include: execution, rape, torture, sexual slavery and use of child soldiers. The ICC Prosecutor has recently indicated that his first investigation is likely to involve the crimes in the Ituri region of Congo. In Ituri mass rape is being used as a political tool. There are no accurate reports as to the number of victims. But thousands, if not tens of thousands of women and men have been the victims of mass sexual violence.⁴⁶
- According to the South African Institute for Security Studies, With already little control over their own sexuality, many [women] resort to trading sex for food, money, or shelter. The absence of professional police forces, as well as judicial and penal systems, undermines any motivation women might have to report abuses. The lack of medical services and health facilities also inhibits women injured by rape or other sexual assaults from seeking treatment.⁴⁷
- One tactic [used in the DRC] is to use rape to either terrorize communities into accepting their authority or humiliate and punish them if they are suspected of aiding opposing forces. Many women are also victimized by police and others in positions of authority and power, and by opportunistic common criminals and bandits, taking advantage of the prevailing climate of impunity and the culture of violence against women and girls. A 2004 USAID study identified various categories of rape that are used against Congolese women and girls: Punitive rape used to punish to elicit silence and control; Status rape occurring as a result of acknowledged differences in rank; Ceremonial rape undertaken as part of socially sanctioned rituals or ceremonies; Exchange rape when genital contact is used as a bargaining tool or gesture of conciliation or solidarity; Theft rape or individual abduction of individuals as slaves, prostitutes, concubines, or spoils of war; Survival rape when young women become involved with older men to secure goods and or services needed to survive.⁴⁸
- USAID found in 2004 that sexual violence has also been used to subjugate populations as a means of gaining access to valuable or scarce assets. The use of sexual violence as a tool of domination and punishment has spread to the community level as well; citing many individual cases of punishment perpetrated by civilians against one another.⁴⁹
- Superstitions and fetishism also play roles in sexual violence in the DR Congo. According to USAID, some men believe that sex with prepubescent or post-menopausal women can give strength to or protect fighters from injury or death.⁵⁰
- One member of the United Nations peacekeeping mission in the Democratic Republic of the Congo (DRC) accused of sexual abuse is being repatriated early and will be prosecuted by his national authorities.⁵¹ The London Independent reported that teenage rape victims fleeing war in the DR Congo are being sexually exploited by the United Nations peacekeeping troops sent to stop their suffering. The Independent has found that mothers as young as 13 - the victims of multiple rape by militiamen - can only secure enough food to survive in the sprawling refugee camp by routinely sleeping with UN peacekeepers. The trade, which according to one victim results in a banana or a cake to feed to her infant son, is taking place despite a pledge by the UN to adopt a "zero tolerance" attitude to cases of sexual misconduct by those representing the organization.⁵² According to the Financial Times, peacekeeping troops in DRC are facing damaging allegations



that they as well as civilian UN personnel have been involved in the systematic sexual abuse of minors. Quoting from an internal UN cable, one UN official said that "abuse had been taking place in private and abandoned houses, fields, bushes and churchyards."⁵³

- On 23 July 2004, IRIN reported that the UN Office of Internal Oversight (OIOS) was undertaking an investigation into sixty-eight allegations of sexual misconduct against MONUC peacekeeping personnel. Allegations reportedly range from underage sex, food for sex and operating a child prostitution ring out of Bunia airport.⁵⁴
- On 13 August 2004, 152 Congolese refugees, mostly Banyamulenges, were massacred in the Gatumba refugee camp in Burundi. According to Human Rights Watch, the majority of the victims were women and children. Most victims burned to death. Human Rights Watch was also informed that Burundian women were part of the group that descended on the camp with gunfire and incendiary grenades. Burundian women were seen looting the camp during the chaos.⁵⁵
- On 16 August 2004, the Secretary-General reported to the Security Council that "serious allegations of sexual exploitation and misconduct by MONUC civilian and military personnel in Bunia were uncovered by the Mission during May, including sexual exploitation of under-age girls and women and the camp for internally displaced persons and other locations, consisting mainly of prostitution but also including incidents of rape. The United Nations has a policy of zero tolerance for such abuses, which are in clear violation of the MONUC Code of Conduct, a copy of which is provided to every staff member and military contingent. The allegations are under investigation by the Office of Internal Oversight Services. Any civilian staff member found to be responsible for misconduct will be strictly disciplined by the Organization. Military contingent members found to be responsible will be repatriated. The Department of Peacekeeping Operations has urged the troop contributors concerned to ensure that the necessary disciplinary follow-up action is taken once the formal investigations are completed. In the meantime, MONUC, in coordination with United Nations bodies and local authorities has launched a public education campaign in Bunia. Moreover, to deter such misconduct in other areas of the Mission, MONUC has established a rapid response action plan, with involved action on four levels: investigation; deterrence; the creation of an emergency task force; and the launching of an extensive public relations and information campaign."⁵⁶
- On 5 January 2005, the Office of Internal Oversight (OIOS) submitted its report (A/59/661) on the investigations into allegations of sexual exploitation and abuse (SEA) in MONUC to the General Assembly. Out of 72 allegations, OIOS compiled twenty case reports, 19 of which implicated peacekeepers from three contingents. All of the victims were Congolese girls under the age of 18. Five out of six were under age 14. In most cases, victims had sex with the assailants in exchange for milk, eggs, chocolate, bread and / or less than five US dollars in cash. Male minors and male youth were also often involved in bringing the girls to the peacekeepers in exchange for one US dollar and / or food.
- The OIOS team noted that programmes and resources were not being properly allocated to prevent the economic and food insecurity that often caused the girls and boys to get involved with the aggressors. Lack of schooling opportunities and the consequent youth idleness was also noted as a contributing factor. The team also raised doubts as to whether peacekeepers had been adequately briefed on the Code of Personal Conduct and whether the code was being properly enforced and reinforced. Insecurity of perimeter fencing, which encouraged illicit mixing of the military and general population, inadequate patrols by military police and insufficient enforcement of military discipline, the absence of off-duty programmes for peacekeepers and the lack of prevention strategies and programmes were all identified as factors contributing to the creation of a serious and ongoing SEA problem.



- Despite the presence of the team, sexual interactions between the local population and the military personnel continued during the investigation. The report emphasized that there continued to be a lack of a protection and deterrence programme at the present time.
- In addition to a more robust SEA policy that DPKO is currently developing, the OIOS team made the following recommendations:
 1. Upon review of the individual cases, DPKO should request the relevant TCCs to take appropriate action against the personnel and inform the department.
 2. DPKO and MONUC should implement a strong prevention programme protecting the most vulnerable and establish a rapid-response detection programme.
 3. Senior MONUC managers must become more involved and demand accountability from civilian administrators and contingent commanders in the mission. MONUC must take steps to ensure that administrators and officers demonstrate implementation of all existing regulations and policies aimed at preventing SEA.
 4. DPKO and MONUC should provide regular briefings for troops on their responsibilities to the local population and prohibited behaviours and to ensure that all troops and civilians on UN missions are fully conversant with UN policies of the subject of SEA.
 5. The MONUC Force Commander should enforce strict discipline over the personnel under their command.
 6. MONUC should identify and implement measures that ensure all military compounds are adequately secured.
 7. MONUC should collaborate with OCHA and NGOs to strengthen existing programmes to empower and protect the vulnerable populations to allow for alternate means of survival.
 8. DPKO should consider a wider application of prevention and detection policies to protect against SEA by peacekeepers. This may include the designation of local officials or NGOs to receive reports of SEA, the expeditious central reporting of all cases to senior management, mission based rapid-response teams, education programmes for troops on their responsibilities and on sanctions for SEA, the public naming and shaming of those found to have engaged in SEA, and the permanent exclusion from peacekeeping missions of those troops who engage in SEA and of their contingents' commanders.
- In February 2005, Moroccan officials arrested six MONUC peacekeepers of Moroccan nationality for alleged sexual misconduct and abuse involving Congolese minors. The peacekeeper's commander and his deputy were relieved of their duties over the arrests.⁵⁷
- According to a local human rights-based organization referred to in a New York Times article, more than 2,000 cases of rape were reported in North Kivu in April 2005 alone. Approximately 50 percent of the victims were minors.⁵⁸
- According to Amnesty International, two women were raped during the clashes between the national police in Mbuji-Mayi and protestors who are the supporters of the opposition Union for Democracy and Social Progress (UNPS) in June 2005.⁵⁹
- According to BBC news, a group of Hutu rebels attacked several homes in the town of Walungu in early 2005 and raped three girls when their family could not pay the rebels US\$200.



According to Maitre Bisimwa, a lawyer in Bukavu working for the victims, the current Congolese government does not support the magistrates, which has resulted in no facility and system in the magistrates to punish the rapists. Bisimwa also witnessed the increasing number of rapes committed by civilian men in Bukavu since the beginning of 2005.⁶⁰

- According to the UN Office for the Coordination of Humanitarian Affairs in Bukavu, when Hutu Rwandans militias attacked the villages in Sud Kivu Province on 9 July 2005, they raped many women and children, and burned them to death.⁶¹
- A local NGO operating in Kitanga province reported that almost all the women in the village of Sonja near the town of Ankoro have been raped by the militia groups during their attack in July 2005.⁶²
- The Secretary-General reported in August 2005 that, from 25 December 2004 to 30 June 2005, the MONUC Office for Addressing Sexual Exploitation and Abuse has completed 77 investigations. Of the completed investigations, approximately 40 percent involved civilian personnel while 60 percent involved military personnel. The types of allegations included rape (9 percent), sex with minors (29 percent), sex for employment (7 percent) and sex with prostitutes (38 percent). 20 percent of the investigations also involved paternity claims.
- In September 2005, President Olusegun Obasanjo's government (Nigeria) ordered the return of an entire MONUC police unit over allegations of sexual exploitation and abuse.⁶³

Economic Security and Rights

- Women provide 80% of the agricultural labour in DRC. As a result, the UN Special Rapporteur on Violence Against Women and Human Rights Watch report that the threat of sexualized violence has exacerbated food insecurity as women are afraid to work in the fields.⁶⁴ In addition women are raped as they gather firewood and water for their families. Women must often continue these sustenance activities after they have been raped.⁶⁵
- The UN Special Rapporteur on Violence Against Women reported that girls as young as eight years old were forced into prostitution to earn money for their families.⁶⁶
- As the war continues to exhaust Congolese reserves and morale, more women are turning to "survival sex" to ensure family sustenance, according to Human Rights Watch. Women are trading sex for food, shelter and access to other resources. Because the occurrence of "survival sex" expresses such unequal power dynamics between men and women, women are less likely to be able to negotiate the terms of sexual encounters, including contraception use.⁶⁷
- UNFPA reports that forty-six percent of Congolese women are illiterate as compared with 17.5 percent of Congolese men.⁶⁸
- The study published by International Alert in 2004 examines the socio-cultural roots of rape and sexual violence. It found that the main victims of sexual violence committed by armed groups in the South Kivu province were female farmers who are responsible for the subsistence economy and childbearing. This has resulted in jeopardizing the socio-economic and demographic future of the entire region. This study states that most rapes are acts of social and economic violence.⁶⁹



Women's Peace Building Activities in DR Congo

- Despite the horrific and meaningless violence visited upon them, Congolese women in Southern Kivu province have formed grassroots support networks to assist victims of sexual violence and encourage them to come forward with their stories.⁷⁰
- Formed in 1998, Women for Peace in Kinshasa is a Quaker initiative dealing with peace education, women's empowerment in democracy and women's knowledge of their inheritance and development rights.⁷¹
- The civil society of South Kivu in Bukavu at the initiative of the Women Network for the Defense of Rights and Peace organized a group of 25 women leaders who wrote an open letter to the ICD delegates and distributed a paper on plans for a transitional government that would include representational quotas, recognition of sexual violence as a war crime.⁷²
- Women representatives to the Inter Congolese Dialogue (ICD) drew up a memorandum appealing for sustainable peace in the Congo and have given television and radio interviews. They have also been successful in meeting representatives of the three key players in the peace talks – the government and the rebel groups. Only 36 out of 300 Delegates to the ICD were women.⁷³ Women representatives to the ICD participated in founding the cross-party Congolese Women's Caucus. During the ICD, the Congolese Women's Caucus participated in a televised debate about the peace process, women's roles in peace-building and the contribution of women in advocating around Resolution 1325.⁷⁴
- In February 2002, female participants in the ICD, along with other female politicians and representatives of civil society, convened in Nairobi, Kenya, to articulate their demands and expectations of the dialogue. The resulting document, known as the Nairobi Declaration, calls on actors to cease fighting and recognizing the particular burden of war on women and women's roles in peace-building and reconstruction.⁷⁵
- Women's Federation for World Peace (WFWP) obtained official recognition in DRC in 2002, which allowed them to extend their activities to the provinces. In March 2002, WFWP organized a conference on the theme of "Women's Responsibility in Combating AIDS" with 135 participants. On December 21, 2002, WFWP delegates participated in the "Women's Contribution to the Peace Process in the Great Lakes Region," which was attended by 63 NGO leaders.⁷⁶
- On the Second Anniversary of 1325 in October 2002, a consortium of women's organizations in Eastern Congo issued a statement calling on the Security Council to demand the full implementation of the Pretoria agreements, on the government of DR Congo to work rapidly towards national reconciliation, on the various rebel groups to stop using foreign troops and on all Congolese citizens to ignore rebel propaganda, denounce Rwandan forces and support the DDRRR of Burundian and Rwandan troops.⁷⁷
- DYNAFEP (Dynamics of political women in the Democratic Congo) launched formally in December 2002. Since January 2001, DYNAFEP leaders had been lobbying unofficially for women's participation opposition parties. DYNAFEP includes women from at least 20 political parties, which is consistent with the cross-party inclusion of nineteen parties in the ICD. Twelve members participated in the Pretoria talks in November 2002. After the dialogue, DYNAFEP will shift their focus to preparing voters and candidates for elections.⁷⁸
- Congolese women participated in the Women's International Cross Cultural Exchange meeting in April 2003 to document women's peace initiatives in Africa. Women from the Great Lakes region, as well as participants from other conflict zones, exchanged perspectives, best



practices and lessons-learned, with the objective of identifying initiatives that were successful and articulating why they worked. Through the documentation, the participants aim to highlight women's unique contribution to peace efforts.⁷⁹

- In February 2003, the Congolese Women's Caucus staged a prayer vigil in Kinshasa's main thoroughfare to protest cannibalism. Three hundred women from various ethnic groups and regions protested demanding the immediate cessation of gross human rights violations, including cannibalism, and adherence to the Pretoria cease-fire. A spokeswoman also called for an international tribunal and local judicial proceedings to bring perpetrators to justice and end the culture of impunity.⁸⁰
- On 23 June 2003, four women's NGOs sent a letter to the chief of MONUC, accusing the UN of "guilty silence" with regards to the ongoing fighting and instability in the Kivu province. The women's groups demanded Kabila send troops from Kinshasa to stabilize the region.⁸¹
- In February 2004, representatives of women's organizations in the Great Lakes region recommended the formation of a regional women's network, which would ensure their effective representation at women's meeting to be held in May in Rwanda and at an international conference for the Great Lakes, planned for later in the year. The representatives held a one day brainstorming session in Nairobi to devise a strategy for inclusion of women's issues and gender perspectives in the Great Lakes strategy.⁸²

What UNIFEM is doing in DR Congo

Since 2001, UNIFEM has worked with women's organizations and the facilitator's office to support participation of 67 women's delegates and experts to the Inter-Congolese Dialogue (ICD). UNIFEM worked closely with leading NGOs who had been following the situation closely, such as Femmes Africa Solidarité, and ACCORD South Africa to help form a cross-party space for women to articulate their agenda.

UNIFEM assisted Congolese women to meet with women that had experienced peace negotiations and processes, such as those in South Africa, Guatemala and Uganda. UNIFEM facilitated a solidarity mission by the Women's League of the African National Congress (ANC) on 4 April 2002 to support Congolese women attending the ICD in Sun City, South Africa. The ANC women shared the history of their struggle for political participation and urged the Congolese women to create a support group to assist one another to access political leadership. They also urged the more than 60 Congolese women present to fight the system of gender discrimination and not their male counterparts. The women experts contributed substantively to the agenda of the five commissions: defense and security, political and judiciary, financial and economic, humanitarian, social and cultural, peace and reconciliation. In the Inter-Congolese Dialogue, Commitment was made to provide further technical assistance to the Facilitator's office in the last round of negotiations. The women have drawn up a memorandum appealing for sustainable peace in the Congo and have given television and radio interviews. They have also been successful in meeting representatives of the three key players in the peace talks – the government and the rebel groups. In 2002, UNIFEM worked closely with MONUC's Office of Gender Affairs (OGA), including participating in meetings around the ICD and designing strategies around mainstreaming gender in the reintegration of Rwandans in the DDR process.

UNIFEM involvement in DRC during the first part of the 2003 was a continuation of the activities carried out throughout year 2002 in support of the Inter-Congolese Dialogue under the Peace and Security Programme. The UNIFEM's engagement entailed provision of technical, financial and strategic support. UNIFEM supported women from various political affiliations, government



representatives, religious groups, international and civil society organization to effectively take part in various peace-building efforts inside the DR Congo and outside. In 2003, UNIFEM availed a consultant to provide sustained strategy formulation and lobbying, which enabled the carrying out of the activities, as well as leveraging of crucial support of the Africa Unity, the Facilitator's Office and the Special UN Representative. Moreover, UNIFEM assisted in organizing peace demonstrations and reconciliation conferences in Kinshasa and other provinces inside DR Congo. In March, UNIFEM also provided financial and technical support that enabled the Women's Peace Caucus to attend a conference in Johannesburg, South Africa. The conference brought together over 300 participants from the DRC and South Africa. Guided by previous declarations and plans of action, the Conference came up with a declaration and an inclusive plan of action targeting the transition period. The Johannesburg Conference coincided with an important session of the ICD in Pretoria, and provided a unique opportunity for participating women to influence the session and process.

UNIFEM's work in the framework of the ICD resulted in dramatic repositioning of women participation in the Congolese peace process from the periphery to the center of the action. At the official closing ceremony, women participating in the ICD presented a consolidated report of their involvement in the ICD to the Facilitator and Mediator, respectively. The event gathered over 700 participants, including 8 Heads of State and their representatives, official delegates to the ICD and invited guests. Women's relentless efforts and contribution to the ICD was publicly and officially recognized by the ICD Facilitator, Sir Ketumile Masire. On 22 May 2003, UNIFEM Executive Director Noeleen Heyzer met with Congolese President Joseph Kabila in Kinshasa and urged him to ensure women's full participation in DRC's political transition and reconstruction.⁸³

In 2004, UNIFEM began a four-year project in collaboration with UNDP, WFP, OCHA, UNFPA, UNHCR and UNICEF aimed at tackling gender based violence (GBV) in a holistic manner. The project will provide medical treatment and psychosocial care, will support advocacy to improve legislative and judicial practices on GBV and collect and analyze data on violence against women and girls in the Orientale, Equateur and Maniema provinces.

The UN/AU led process for an International Conference for the Great Lakes Region gained momentum and had an intensive consultative process in which UNIFEM was involved from the outset. UNIFEM provided technical support and input to several preparatory national consultations and civil society meetings. UNIFEM's strategic decision to support a gender expert within the OSRSG's office greatly facilitated consultations with civil society, governments and UN partners. The collaboration and joint actions of UNIFEM offices in Kigali, Harare, Dakar and Nairobi ensured presence and sustained advocacy for gender issues at all the levels. UNIFEM also provided assistance in facilitating the women's regional meeting in October 2004, where over 100 women from the Great Lakes Region drafted the Kigali declaration. Prior to the regional meeting, UNIFEM worked closely with National focal points for the IC-GLR, women's organizations coordinated the activities of women from the nine core countries to ensure that different viewpoints on key issues were adequately reflected, and that national perspectives would feed into a broader regional vision. The Kigali declaration was later incorporated into the Dar-es-Salaam Declaration of the First Summit of Heads of State and Governments on November 19-20, 2004. Financial and technical support has been provided to women organizations and national coordination committees to strengthen their capacity to analyze and make substantive inputs in the Conference documents.



"Women's massive turnout to exercise their civic rights in the first ever direct nation-wide elections in the DRC after 40 years would go a long way to contribute positively to the setting up of new democratic institutions in the country. Women's participation was recorded at different levels."⁸⁴

Latest UN Documents

Security Council Resolutions

- **1698** (31 July 2006): This resolution noted again the violence in the DRC constitutes a threat to stability in the region and requested that the Group of Experts "To gather and analyse all relevant information in the Democratic Republic of the Congo, countries of the region and, as necessary, in other countries, in cooperation with the governments of those countries, flows of arms and related materiel."

In addition the Council condemned "the continued use and recruitment of children in the hostilities in the Democratic Republic of the Congo," and decided that "for a period expiring on 31 July 2007, the provisions of paragraphs 13 to 16 of resolution 1596 shall extend to the following individuals, operating in the Democratic Republic of the Congo and designated by the Committee: Political and military leaders recruiting or using children in armed conflict in violation of applicable international law; Individuals committing serious violations of international law involving the targeting of children in situations of armed conflict, including killing and maiming, sexual violence, abduction and forced displacement;"

- **1693** (30 June 2006): The Council reiterated its call for transitional institutions and all "Congolese parties to ensure that free, fair and peaceful elections take place" and calls on "all Congolese parties to refrain from incitement to hatred and violence."
- **1671** (25 April 2006): This resolution authorizes for a "period ending four months after the date of the first round of the presidential and parliamentary elections," the deployment of European Union Force ("EUFOR R.D Congo") to support MONUC "during the period encompassing the elections in the Democratic Republic of the Congo."
- **1653** (27 January 2006): While reiterating its condemnation of the 1994 Rwanda Genocide and conflicts plaguing the region, the Security Council "Encourages and supports the countries of the Great Lakes region, individually and collectively, to strengthen and institutionalize respect for human rights and humanitarian law, **including respect for women's rights and protection of children affected by armed conflict**, good governance, rule of law, democratic practices as well as development cooperation;"
- **1649** (21 December 2005): The Security Council recalls previous resolutions and statements on DR Congo. The Council acknowledges the link between the "illegal exploitation of natural resources, the illicit trade in those resources and the proliferation and trafficking of arms is one of the factors fuelling and exacerbating conflicts in the Great Lakes Region of Africa, and especially in the Democratic Republic of the Congo." The Council also urges participants in the International Conference on Peace, Security, Democracy and Development to convene a second summit and requests the Government to carry out security sector reform and urges the swift disarmament of armed groups in the DR Congo. The Council also "Demands that all parties cooperate fully with the International Criminal Tribunal for Rwanda in Arusha, particularly with regard to the arrest and transfer of indictees who remain at large."



- **1635** (28 October 2005): The Security Council recalls previous resolutions and statements on DR Congo. The Council underlines the centrality of peace elections for the longer term restoration of peace and security and reiterates serious concern at the continued hostilities in the east. Acting under Chapter VII, the Council extends MONUC's mandate until 30 September 2006 and authorizes the expansion of MONUC's military force by 300 troops to be deployed to Katanga. The Security Council calls on the transitional government to urgently implement security sector reform. Finally, the Council **"welcomes the action taken by MONUC in investigating and dealing with instances of SEA and its efforts to put in place preventive measures, requests the Secretary-General to continue to take the necessary measures to achieve actual compliance in MONUC with the UN zero-tolerance policy on SEA and to keep the Council inform, and urges troop-contributing countries to take appropriate preventive action, including predeployment awareness training, and other action to ensure fully accountability in cases of such conduct involving their personnel."**
- **1621 (6 September 2005)**: The Security Council recalls previous resolutions and statements of its President on DR Congo, underlines the importance of elections in laying the foundation for peaceful transition and welcomes the interest of the parties to promote good governance. Noting the recommendations of the Secretary-General in his report (S/2005/320) and acting under Chapter VII, the Security Council decides to increase MONUC's strength by 841 personnel, including up to five police units of 125 officers each. The Council authorized MONUC to work in close collaboration with UNDP and the Independent Electoral Commission to transport election materials.
- **1616 (29 July 2005)**: The Security Council reaffirms its previous resolutions and reiterates its serious concern regarding the presence of armed groups and militias in the Eastern part of the country, particularly in the provinces of North Kivu and South Kivu and in the Ituri district. The Council made the decision recognizing "the linkage between the illegal exploitation of natural resources, illicit trade in such resources and the proliferation and trafficking of arms as one of the factors of fuelling and exacerbating conflicts in the Great Lakes region of Africa." By condemning the continuing illicit flow of weapons within and into the DRC, the Council extended an existing two-year arms embargo in the DRC for at least one more year until 31 July 2006. The Council requests the Secretary-General to re-establish the Group of Experts to continue fulfilling its mandate, to update the Committee on its work, and to report to the Council.
- **1596** (3 May 2005): The Security Council reaffirms its previously resolutions and reiterates its serious concern over the presence of armed groups and militias in the east of the country and their continued destabilizing effect. Acting under Chapter VII and referring to all recipients in Congolese territory, the Security Council elaborates and clarifies elements of the arms embargo and Panel of Experts established to monitor violations. The Council demands that all actors implement their commitments to the DDR and SSR processes. The Security Council decides that various measures will be enacted by the DRC and neighbouring states to ensure that all flights, aircraft, air traffic control and airports are properly monitored and controlled in line with the Convention on International Civil Aviation and are properly register and tracked. The Council decides that all individuals found to be violating such measures should have their assets frozen by all Member States. The Council decides to review these measures no later than 31 July 2005.
- **1592** (30 March 2005): The Security Council reaffirms its previous resolutions and presidential statements and reiterates its serious concern at continued hostilities. The Council reiterates its call to the parties to ensure members of the transitional government are committed to human rights and humanitarian law and expresses **"at the continuing levels of sexual violence."**



Acting under Chapter VII, the Security Council, *inter alia*, urges the government to do its utmost to ensure security, to develop with MONUC a plan for disarming foreign combatants, and demands that Uganda, Rwanda and DRC disallow the use of their territories to violate the arms embargo. The Security Council **“reaffirms its concern regarding actions of sexual exploitation and abuse committed by UN personnel against the local population, and requests the Secretary-General to ensure compliance with the zero tolerance policy he has defined and with the measures put in place to prevent and investigate all forms of misconduct, discipline those found responsible and provide support to the victims and to pursue active training and awareness-raising of all MONUC personnel, and further requests the Secretary-General to keep the Council regularly informed of the measures implemented and their effectiveness.”**

- **1565** (1 October 2004): Reaffirming its support for the Congolese peace process and recalling that all parties bear responsibility for ensuring the security of the civilian population in like with **resolution 1325 on women peace and security**, the Security Council acts under Chapter VII of the UN Charter to expand and extend the deployment of MONUC. The Security Council authorizes the expansion of MONUC’s military personnel by 5900, including up to 341 civilian police as well as appropriate civilian staff. The Security Council gives MONUC the following mandate: to protect civilians and humanitarian personnel under imminent threat, to protect UN personnel, to establish operational links with ONUB and the Governments of DRC and Burundi, to monitor the implementation of the measures imposed by resolutions 1493 and 1533, to seize and collect arms and to observe and report on the movement of armed groups. MONUC will also support the Government of National Unity and Transition in several functions, including facilitating the voluntary demobilization and repatriation of foreign combatants and their dependents. MONUC will also assist the Government in **“the promotion and protection of human rights, with particular attention to women, children and vulnerable persons.”** The Security Council urges the Governments of DRC, Burundi, Rwanda and Uganda to ensure their territory is not used to undermine each other’s sovereignty. The Council, **“Expressing grave concern at the allegations of sexual exploitation and misconduct by civilian and military personnel of MONUC, requests the Secretary-General to full investigate these allegations to take appropriate action in accordance with the Secretary-General’s Bulletin on special measures for protection from sexual exploitation and sexual abuse and to keep the Council informed, further encourages MONUC to conduct training for personnel targeted to ensure full compliance with its code of conduct regarding sexual misconduct, and urges troop-contributing countries to take appropriate disciplinary and other action to ensure full accountability in cases of such misconduct involving their personnel.”**
- **1555** (29 July 2004): Reiterating support for the interim government and expressing concern over violence in the Eastern Provinces, the Security Council decides to extend the mandate of MONUC until October 2004 under Chapter VII of the UN Charter.
- **1552** (27 July 2004): The Security Council condemns the continued fighting in the eastern provinces and decides to renew relevant paragraphs of resolutions 1533 and 1522. The Council also calls on the Secretary-General to re-establish a Panel of Experts called for in 1533.
- **1533** (15 March 2004): The Security Council encourages the implementation of the Nairobi Declaration and authorizes MONUC to engage in arms collection activities under Chapter VII of the UN Charter. The Council reiterates the ongoing exploitation of natural resources. The Council requests the Secretary-General establish a Panel of Experts to consider the



information collected by MONUC in this regard. The Council encourages the international community to assist the Transitional Government of DRC in securing its borders.

- **1522** (15 January 2004): Encouraged by the progress since the signing of the Pretoria agreement and noting the key importance of successful DDR, the Security Council welcomes the progress towards the establishment of a national army, decides that the demilitarization called for in resolution 1304 shall not apply to Congolese national forces and encourages the international community to support the restructuring of the armed forces.
- **1501** (26 August 2003): Deeply concerned by the ongoing hostilities in the Ituri region, the Security Council approves the recommendation made by the Secretary-General that the Interim Emergency Multinational Force is to assist the MONUC contingent in taking over Bunia and that the withdrawal of the emergency force should be complete by 15 September 2003.
- **1493** (29 July 2003): The Security Council expresses support for the transitional arrangements made in Pretoria in December and authorizes additional MONUC personnel to assist in the implementation of the arrangements and to provide security in and around Kinshasa. The Security Council strongly condemns human rights abuses and, in particular, **“reaffirms the importance of a gender perspective in peacekeeping operations in accordance with resolution 1325, recalls the need to address violence against women and girls as a tool of warfare and in this respect, encourages MONUC to continue to actively address this issue, and calls on MONUC to increase the deployment of women as military observers and in other capacities.”** The Security Council expresses concern of the humanitarian situation and calls on all parties to increase the accessibility of civilians to MONUC personnel. The Security Council also condemns the illegal exportation of Congolese natural resources.
- **1484** (30 May 03): Expressing concern over the crisis in Bunia and determined to promote the peace process on the national level, the Security Council authorizes the deployment of the Interim Emergency Multinational Force in Bunia in close cooperation with MONUC. The Emergency Force is to be deployed on a short-term basis so that the Secretary-General can reinforce MONUC troops. The Security Council calls on member states to contribute resources and personnel to the force. The Security Council condemns the deliberate killing of unarmed MONUC staff and demands all Congolese parties cooperate with the Interim Force.
- **1468** (20 March 03): The Security Council welcomes the transitional arrangements made in Pretoria in December and requests the Secretary-General to increase the number of personnel in MONUC's human rights component and expresses its support to the broad orientations set out by the Secretary-General in his last report on the role of MONUC in support of the peace process. The Security Council "condemns the massacres and other systematic violations of International Humanitarian Law and Human Rights perpetrated in the Democratic Republic of the Congo, **“in particular sexual violence against women and girls as a tool of warfare.”**
- **1445** (4 December 2002): By which the Council, *inter alia*, endorses the recommendations of the Secretary-General in his special report, endorses the new concept of operations outlined in the report and authorized the expansion of MONUC to consist of up to 8,700 personnel and calls **“upon MONUC to pay special attention in carrying out its mandate to all aspects relating to gender perspective, in accordance with resolution 1325 (2000).”**
- **1417** (14 June 2002): By which the Security Council, *inter alia*, extends the mandate of MONUC until 30 June 2003, notes the recommendation by the Secretary-General for a troop ceiling increase and expresses its intention to consider authorizing it as soon as further



progress had been achieved and the steps referred to in paragraph 12 of resolution 1376 (2001) have been taken.

- **1341** (22 February 2001): By which the Security Council, *inter alia*, demands that the parties begin disengaging and that the signatories to the Lusaka Agreement adopt plans for the complete withdrawal of all foreign troops. The SC endorses proposals put forward by the Secretary-General in his report of 12 February and expresses that it is **“Deeply concerned at the increased rate of HIV/AIDS infection, in particular amongst women and girls in the Democratic Republic of the Congo.”**
- **1304** (16 June 2000): The Security Council expresses particular outrage at the renewed fighting between Rwandan and Ugandan forces in Kisangani and reiterates strong support for the Lusaka Accords. The Security Council calls on all parties to the conflict to cease hostilities. The Security Council reiterates its condemnation of the fighting between Rwandan and Ugandan forces and demands both withdraw their troops from Kisangani and immediately comply with the Lusaka Accords and other international law.
- **1291** (24 February 2000): By which the Security Council authorizes the expansion of MONUC and acknowledges the desire **“to facilitate humanitarian assistance and human rights monitoring, with particular attention to vulnerable groups including women, children and demobilized child soldiers, as MONUC deems within its capabilities and under acceptable security conditions, in close cooperation with other United Nations agencies, related organizations and non-governmental organizations.**
- **1279 (30 November 1999)**: By which the Security Council decides that personnel authorized under its previous resolutions would constitute the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC). Reaffirming the Lusaka agreement and stressing the responsibilities of the signatories in implementing the accord, the Security Council requests the Secretary-General to accelerate the development of a concept of operations based on assessed conditions of security.

Reports of the Secretary-General to the Security Council

- **21 September 2006** - “The first democratic elections in more than 40 years in the Democratic Republic of the Congo were held on 30 July 2006.” There were isolated incidents of violence across the country, including fighting in Kinshasa between forces supporting Vice President Bemba and President Kabila. Because no Presidential candidate received a majority, a run off election between the two candidates with the highest percentage of the votes, Kabila and Bemba, was scheduled to take place on 1 October 2006. Main concerns regarding the election included a “lack of impartiality and transparency in the electoral process,” obstruction of certain candidates by national and local authorities, lack of legislation regarding campaign financing, intimidation of journalists and unequal access to the media. Despite these problems, the Secretary General affirmed that “the successful holding of the polls was a landmark step in the peace process in the Democratic Republic of the Congo.” 70.54 percent of over 25 million registered voters participated in the election, “with a high turnout of women.” “A national network, led by the Association of Female Lawyers and comprising several non-governmental organization partners, monitored the security of women during the elections.” In addition, MONUC targeted women and children in particular during its voter education and outreach efforts.

The overall security situation in DRC remains fragile. “On 20 June, 42 soldiers were sentenced by a military court in Mbandaka for murder and rape, as crimes against humanity, committed during a mutiny on 3 to 4 July 2005.” The abduction of children and attempts to re-recruit former child



soldiers in North Kivu remains a problem, as do the conditions at IDP camps. At the Geti camp in Ituri, "human rights monitors continue to report rapes and the killing of individuals who have risked venturing out of the camp."

"To improve conditions with other United Nations agencies, the sexual exploitation and abuse inter-agency focal points network has been reactivated. Its priorities include the adoption of a common code of conduct, the sharing of training materials and the coordination of a referral system for the assistance to victims of sexual exploitation and abuse by United Nations personnel."

The Secretary General closed his report with a recommendation that MONUC's mandate be extended to 15 February 2007.

- **29 June 2006** - The Secretary-General issued this report which looks into ways "United Nations agencies and missions...could more effectively address the problem of the Lord's Resistance Army" in Northern Uganda. The report focuses on the roles the United Nations Mission in the Sudan (UNMIS) and the United Nations Mission in the Democratic Republic of the Congo (**MONUC**) are playing or could play in inhibiting the actions of the LRA. In brief, the Secretary-General states that while the LRA numbers appear to have dwindled, the group continues to pose a threat to regional security and that both **MONUC** and UNMIS should consider suppression of the activities of this group in Sudan and DRC as part of their mission. Gender-specific language included the following:

"Although significantly reduced, LRA violence against civilians continues, including abductions of children and adults, extrajudicial killings and sexual and gender-based violence, mostly rape and torture." (P10)

"The conflict in Uganda has also transformed traditional gender roles in households and communities. The role of men in the family has been undermined, but the traditional tasks of women have remained unchanged. Additionally, in some cases, women are assuming the role of heads of household. More than a quarter of households in the camps for internally displaced persons in northern Uganda are headed by women. There is an increasing sense of frustration, especially on the part of the male population, which can no longer protect families, and this frustration often turns into anger and increased domestic violence against women." (P13)

"Women and girls in the LRA-affected areas have been subjected to various forms of sexual and gender-based violence such as rape, forced marriage, enslavement, killings, torture, mutilation and starvation. Approximately 1,000 girls have returned from the bush with children conceived by LRA males. In addition to abuses by LRA, women are also reportedly harassed by Government security forces. Lack of civilian police trained in addressing sexual violence and exploitation, an inadequate legal framework, the absence of medical and psychological prevention and support services, and social barriers explain the reluctance of the victims to report violence of a sexual nature. Furthermore, reporting and referral mechanisms for women and girls are non-existent in internally displaced persons camps and, in rape cases, the absence of Government health facilities to issue the legally required medical certificate to the victim is a significant obstacle to reporting and investigations." (P14)

"There continues to be a need to develop a credible and attractive disarmament, demobilization and reintegration programme that could help the Government of Uganda address the needs of former combatants, particularly women, minors and people with disabilities. In doing so, it is necessary to ensure that such assistance will promote full reintegration of LRA ex-combatants into



the communities of return and not alienate them further by privileging them over other vulnerable groups not associated with the fighting forces." (P39)

- **13 June 2006** - The Democratic Republic of Congo will hold elections in the upcoming months and an electorate of 25.5 million will be requested to cast their votes for the first time after 45 years in what is considered, "the most challenging electoral process ever conducted with the United Nations support." The Secretary-General stressed the importance of maintaining transparent and credible electoral process managed by the Independent Electoral Commission. Further, he encourages the Congolese authorities to maintain current security measures in order to prevent an outbreak of possible violence and that European Union support the UN in maintaining the security of the elections. "Despite some progress, the political and security situation in Ituri, the Kivus and Katanga remains tenuous. Militia fighting continues to affect negatively the lives of civilians". "The humanitarian crisis in the Democratic Republic of Congo remains severe, with a large number of internally displaced persons and other vulnerable populations."

"According to figures from the Independent Electoral Commission, about 50 per cent of the registered voters are women. MONUC is continuing to work with the Commission, The United Nations Development Fund for Women (UNIFEM), the United Nations Development Programme (UNDP) and national and international non-governmental organizations to establish and strengthen women's networks, platforms and consultation frameworks and to launch media campaigns, training and sensitization sessions nationwide. Four women have registered as candidates for the presidential elections, while 1,305 (13.5 per cent) of the 9,406 legislative candidates are women, with representation from all provinces. The electoral law, however, did not provide a requirement for gender parity in the submission of electoral lists." "MONUC continues to enhance the population's understanding of the electoral process through the use of its public information assets and by targeting specific groups, including youth and women."

- **26 September 2005:** The Secretary-General reported on developments in the DRC and the implementation of MONUC's mandate. Mayoral appointments are in place in several key cities, as well as significant progress has been made in voter registration. Ituri military groups continue to commit human rights violations on local population; in addition to, these activities continue to stall movement of Transitional Government. Joint forces between FARDC and MONUC were able to suppress some activities of Ituri militia groups. DDR efforts faced impediments toward demobilization payments to ex-combatants, causing protests and discontent. Micro-projects have been thwarted by both banking limitations in region and by Ituri militia group activities. Tensions remain in Kivu and Katanga. In Kivu, clashing persisted with Mayi-Mayi presence against ex-Rassemblement congolais pour la democratie-Goma (RCD-G). Both Mayi-Mayi and the RCD-G have not participated in the brassage process. In Katanga, security is still lacking. In mid July, meetings took place concerning forceful disarmament of FDLR, simultaneously encouraging FDLR combatants to voluntarily return to Rwanda, in accordance to Rome Declaration of 31 of March. UNHCR is assisting approximately 400,000 Congolese refugees displaced in nine countries, bordering DRC. In both Kivu and Katanga MONUC has investigated civilian murders by armed groups, **mostly women and children**, with some 3,000 displaced in the attack. Mounting confrontation between FARDC troops and armed personnel have led to many casualties among villagers.

MONUC has also investigated rapes, abductions and murders of civilians. High rates of sexual violence against women and girls remain a serious problem. MONUC continues to raise awareness of gender based violence among judicial authorities in attempts to bring perpetrators to justice. Great challenges remain in bring perpetrators to justice, in climate inimical to jurisprudence. Many of the attackers are military based and roam freely within community. Protection for witnesses and victims, and judicial review of cases are virtually non



existent, with community authority undermined by military commanders who allow for assailants' actions to go with impunity. Children remain vulnerable to armed groups' recruitment. Reports of **rape among very young children continue. MONUC has participated in commissions on gender based violence, in attempt to increase awareness of the crime and to provide support to victims. Most rape cases are not pursued, and if so, are settled out of court. In either case, perpetrators are overlooked and/or not pursued with seriousness.**

MONUC will report all allegations of **sexual abuse and exploitation**, as well as its capacity in addressing and handling these matters. MONUC's Office for Addressing Sexual Exploitation and Abuse and the office of Internal Oversight Services will work closely on managing these data. In December, the Office for Addressing Sexual Exploitation and Abuse will be replaced by the Conduct and Discipline Unit in dealing with cases of sexual abuse, exploitation and other violations of the code of conduct. The Office for Addressing Sexual Exploitation and Abuse has conducted and submitted to the Department of Peace keeping Operations (DPKO) over 100 investigations on acts of sexual exploitation and misconduct among its staff. Subsequent disciplinary actions have been taken. DPKO has overseen disciplinary actions taken toward military/police personnel, based on charges of sexual exploitation within respective units. MONUC will continue to monitor and address all allegations of sexual abuse/exploitation in all its facets. Continued progress is being made in voter registration in the DRC, and calls for donor support toward this agenda. The Secretary-General highlights much work is still needed in stopping human rights violations, especially among the civilian population in Katanga, Ituri, the Kivus and DRC, and incorporating these areas into the democratic process via DDR efforts.

- **2 August 2005:** The Secretary-General reported on progress on electoral planning since the special report on elections in the DRC (S/2005/320 of 26 May 2005) and covered major developments in the UN Mission since the last regular report of 15 March 2005. The Secretary-General recognized the relatively peaceful situation of the Transitional Government in the last few months. The National Assembly adopted the draft Constitution and it will be submitted to a referendum on 27 November 2005. The current electoral process also has been successful. More than 2.7 million voters have already registered by the end of July. According to the Secretary-General, "**women's groups are advocating for an increased role for women in the electoral process, and the Association of Women Lawyers is implementing a strategy for monitoring the voter registration process.**"

Through the disarmament and community reintegration programme, 15,607 combatants of various militia groups, including 4,395 children, were disarmed. **840 of them were girls.** In South Kivu, killing, rapes and kidnappings by armed groups have caused 59,000 internally displaced persons (IDPs). In the village of Ntulamamba located in South Kivu, 47 civilians, mostly **women and children**, were killed by an unidentified militia group on 9 July 2005. Militia groups also attacked the villages in Ituri in June 2005 and **raped local women.**

The Secretary General reported that, "**the MONUC Office for Addressing Sexual Exploitation and Abuse was established on 1 March, with the primary responsibility of addressing all matters relating to sexual exploitation and abuse in MONUC. The Office comprises five international civilian staff, eight investigators and one civilian police officer with specialized expertise in sexual exploitation and abuse.**" MONUC activities relating to sexual exploitation and abuse encompass three key areas, (a) conducting investigations into allegations of sexual exploitation and abuse involving all categories of MONUC personnel; (b) developing and implementing policies, with particular emphasis on the prevention of sexual exploitation and abuse in the broader context of sexual violence in the DRC; and (c) providing training to all MONUC personnel on sexual exploitation and abuse, and raising awareness of the issue among the Congolese and the general public.



From 25 December 2004 to 30 June 2005, 77 investigations were completed. Of the completed investigations, approximately 40 percent involved civilian personnel while 60 percent involved military personnel. The types of allegations included rape (9 percent), sex with minors (29 percent), sex for employment (7 percent) and sex with prostitutes (38 percent). 20 percent of the investigations also involved paternity claims. 17 military personnel have been repatriated on disciplinary grounds, for offences including sex with prostitutes, engaging in a sexually exploitive relationship, assault, and failure to prevent sexual exploitation and abuse.

In March 2005, an inter-agency sexual exploitation and abuse focal points network, chaired by MONUC, was established in Kinshasa. A first priority of the network is to strengthen linkages with agencies, coordinate victim assistance and referral initiatives on sexual violence, and develop a common code of conduct and guidelines for investigations and training. The Mission conducts regular training on sexual exploitation and abuse for all new civilian personnel, military observers, staff officers and civilian police. At the end of June 2005, 400 persons of all categories of personnel attended training on sexual exploitation and abuse.

- **26 May 2005:** The Secretary-General, based on the findings from a UN mission conducted in April 2005 to assess electoral preparations, outlines the current progress towards holding elections in the DRC, including the legislative and operational framework, the political situation, and the security environment. It also identifies key challenges for the forthcoming elections, which includes the logistical issues to reach all eligible voters, a lack of identity cards among the majority of the population, and the insecurity from armed groups. Thus, this report calls for strengthening the transitional agenda, particularly integration and reform of the army and police, the legislative agenda, the extension of State administration, and the financial management of the country.

The report also includes the plans of MONUC for the assessment of Congolese people to achieve a democratic electoral process. To promote a better understanding of democratic process of the election among the political parties and electorate, and to improve popular participation in the election, this report recognizes the important capacities of MONUC. It says, "In accordance with the mandate of MONUC, the Mission's capacities in the areas of political affairs, human rights, civilian police, the rule of law and **gender** can play an important role in monitoring the overall environment surrounding the elections, and in supporting and protecting the rights of the electorate and political parties."

- **15 March 2005:** The Secretary-General updated the Security Council on developments in the electoral process, including the possibility of postponed elections, and efforts to improve regional relations. The security situation remained extremely precarious and perhaps even worsened during the reporting period. On 25 February, nine MONUC peacekeepers were killed in a well-coordinated ambush. The Congolese Supreme Defence Council has begun the process of opening 10 brassage centres before the end of March. The Secretary-General noted that doubts have been raised as to the extent of the political will of the parties towards DDR.

The Secretary-General reported that 11,410 foreign combatants and their dependents have been repatriated to Uganda, Rwanda and Burundi, despite insecurity in the Kivus that has impeded the voluntary DDRRR. According to the Secretary-General, no noticeable improvement has been made in the areas of human rights and child protection and **"sexual violence, mainly acts of rape, has also been widely reported in these areas... In Ituri, arbitrary killings, sexual violence and abductions continued to take place on a daily basis, as a result of raids carried out by militia groups. Villagers, included women and children, have also been abducted and held for ransom in militia camps."**



Amongst other abuses against children, **“widespread rape of minors”** has been particularly troubling. The humanitarian situation has remained precarious, as the security situation has impeded access.

The Secretary-General reported that MONUC had increased measures to prevent sexual exploitation and abuse (SEA) by UN personnel and to improve response as well. At headquarters level, a senior task force has been established in addition to the existing task force that meets bi-weekly. The Secretary-General summarized key findings from the report of the Office of Internal Oversight Services, emphasizing that the **“pattern of sexual exploitation by uniformed personnel involving women and girls is a source of major concern.”** New measures taken include briefings to contingent commanders, senior managers, heads of offices, site visits to MONUC regional offices, the development of a model complaint form, a website, a hotline, the establishment of a strict non-fraternization policy and a curfew.

- **31 December 2004:** The report submitted was pursuant to resolution 1565, which expanded MONUC’s mandate and requested the Secretary-General to keep the Security Council informed. The Secretary-General reported that the security situation in the east was particularly fragile, despite the progress achieved in the implementation of the transitional agenda. More than 11,000 foreign combatants and their dependents have been repatriated to Burundi, Uganda and Rwanda. Donors are providing assistance for the integration of the armed forces. Belgium and South Africa have agreed to a joint training project for the Congolese armed forces. However, DDR has yet to be implemented despite having been launched in June 2004. In addition to numerous advances in the implementation of MONUC’s mandate, MONUC has established formal relations with ONUB. The Secretary-General reported that the human rights situation has not improved. According to the Secretary-General, **“the population of Ituri continues to be subjected to killings and widespread violence, especially of a sexual nature, at the hands of virtually all the militias operating in the region... Sexual violence is rife, and returning Banyamulenge and other refugees have been arbitrarily arrested and detained. [MONUC] has organized seminars, workshops and training sessions to sensitize the Congolese population and authorities on human rights issues, including training sessions on rape and sexual violence in Goma and Lubumbashi, on the administration of justice in Kalemie and on the participation of women in the forthcoming elections.”**

The humanitarian situation remains dire, with many people moving around the country inaccessible to aid workers. MONUC’s Information Department co-produced a film on **sexual violence in the DRC and produced a video to help sensitize personnel on its code of conduct and zero-tolerance policy towards sexual abuse.** According to the Secretary-General, **“the OIOS investigation into sexual misconduct in Bunia revealed that 8 of some 72 allegations could be corroborated. The majority of these allegations pertain to soliciting the services of prostitutes, which is a violation of the code of conduct... A number of staff have been placed on suspension, pending the completion of investigations. In addition, an international civilian staff member was removed from Mission in late October and is facing judicial hearings in his home country on charges of rape, sexual aggression, corruption of female minors and possession of pornographic pictures of female minors.**

As a consequence of these deplorable events, an interdepartmental task force has been established at United Nations Headquarters to coordinate actions and responses to allegations of sexual exploitation and abuse against peacekeeping personnel and to address prevention, advocacy and long-term policy issues. I have made it clear that my attitude to sexual exploitation and abuse is one of zero



tolerance, without exception, and I am determined to implement this policy in the most transparent manner. With this in mind, in July I requested the Permanent Representative of Jordan, Prince Zeid Ra'ad Zeid Al-Husseini, to serve as my Adviser in addressing sexual exploitation and abuse committed by all categories of personnel in peacekeeping context. He visited the Democratic Republic of the Congo in October to gain a first-hand understanding of the nature of the problem and will continue to assist me in developing a comprehensive strategy to prevent and respond to exploitation and abuse not only in MONUC, but in all peacekeeping operation around the world.

- **16 August 2004:** The Secretary-General, pursuant to resolution 1555, reported on the implementation of the mandate of MONUC. Key areas of discussion were the electoral commission, extending the authority of the state, security sector reform, and DDR. The Secretary-General reported that the situation in Ituri remained tense and unstable as armed groups continue to harass the community.

The Secretary-General reported that **“serious allegations of sexual exploitation and misconduct by MONUC civilian and military personnel in Bunia were uncovered by the Mission during May, including sexual exploitation of under-age girls and women and the camp for internally displaced persons and other locations, consisting mainly of prostitution but also including incidents of rape. The United Nations has a policy of zero tolerance for such abuses, which are in clear violation of the MONUC Code of Conduct, a copy of which is provided to every staff member and military contingent. The allegations are under investigation by the Office of Internal Oversight Services. Any civilian staff member found to be responsible for misconduct will be strictly disciplined by the Organization. Military contingent members found to be responsible will be repatriated. The Department of Peacekeeping Operations has urged the troop contributors concerned to ensure that the necessary disciplinary follow-up action is taken once the formal investigations are completed. In the meantime, MONUC, in coordination with United Nations bodies and local authorities has launched a public education campaign in Bunia. Moreover, to deter such misconduct in other areas of the Mission, MONUC has established a rapid response action plan, with involved action on four levels: investigation; deterrence; the creation of an emergency task force; and the launching of an extensive public relations and information campaign.”**

The Secretary-General outlined the role of MONUC in several processes, including the DDR process, which will disarm 330,000 combatants. The Secretary-General recommended that MONUC's strength be expanded to 23,900 troops and 507 civilian police personnel.

- **25 March 2004:** The Secretary-General reported on the progress of the transitional administration. Overall, the Secretary-General reported slow implementation and rising tensions within the Transitional Government. The Secretary-General laid out the status of the disarmament, demobilization and reintegration (DDR) programme and the various responsibilities of MONUC therein.

According to the Secretary-General, **“rape and sexual violence against women and young girls is perpetrated with impunity throughout the Democratic Republic of the Congo. Given the extensive nature of such abuses, MONUC is undertaking a comprehensive study with a view to issuing a report on sexual violence in the country in the coming weeks. While the vast majority of perpetrators of sexual violence are not held accountable, one rare exception was the action of a military court in Mbandaka that sentenced an FAC soldier to 36 months' imprisonment for raping a five year old girl. In Beni, Kalemie and Kisangani, MONUC has set up mixed**



commissions to address sexual violence and to provide medical, legal and psycho-social assistance to victims. It has also organized training seminars in Kisangani and Kalemie aimed at reinforcing local capacity to assist victims. On 8 March, military and civilian MONUC personnel took part in various activities in support of the national campaign against sexual violence...

MONUC continued to monitor and promote women's effective participation in the Transitional Government and Congolese society as a whole. Although increasing attention is being given to women's issues by the Transitional Government, one of the few female ministers was recently replaced by a male after only six months in the Transitional Government. Within MONUC, an appeal to increase the percentage of women serving in military and civilian components has yielded a slight increase, and the number of women serving in the Mission is as follows: civilian police 4 out of 117 officers (3.4 per cent); military observers, 31 out of 736 (4.2 per cent); and formed unites, 146 out of 10,008 (1.5 per cent)... In Bunia and Kalemie, MONUC, through its quick impact projects, in partnership with specialized international NGOs, assisted 1000 female victims of sexual violence and trained local NGOs and women leaders in preventive measures."

- 17 November 2003:** The Secretary-General reported that despite significant advances made in DRC, namely the assumption of power by a transitional government, the security situation has remained tense and unstable in much of the country. The Secretary-General commented that without the resolution of internal conflicts, much of MONUC's DDR work was ad hoc and insufficient. Nonetheless, child soldiers were demobilized in several areas and efforts to improve relations between neighbouring states improved. Several donors began funding UN projects focused on improving rule of law, security sector reform and the human rights situation. The Secretary-General reported that **"Despite the fact that article 51 of the Transitional Coalition calls for the 'meaningful representation' of women at all decision-making levels, the Transitional Government includes only six female ministers out of 36 and two vice-ministers out of 25. The Bureau of the National Assembly has two female representatives out of eight, while no women sit on the bureau of the Senate. The eight-member Independent Electoral Commission includes one woman and another two are members of the Truth and Reconciliation Commission. A seminar on gender issues organized by MONUC in Gbadolite on 22 July for women participants at the ministerial level, those charged with with the running of local non-governmental organizations and others in key positions in civil society highlighted the necessity to include women in the transitional process. The MONUC gender unit is working to ensure that the capacity for female political leadership is reinforced and that all forms of sexual violence, to which so many Congolese women have fallen victim, are brought to an end. The mission's gender unit has actively promoted support for the capacity of women political leaders through conferences, including a major session in Kisangani, attended by politicians, senior military and civilian authorities, and non-governmental and religious groups. The gender unit also participated in the training of members of the Interim Observatory on Human Rights in Bunia on ways to help combat sexual and gender-related violence, and discussed the issue with judicial police trainees at training sessions in Bunia."**
- 27 May 2003:** The Secretary-General reported that the final act of the ICD was signed in April 2003. The signatories formally endorsed a package of agreements for the restoration of peace and sovereignty over two years. Joseph Kabila was signed in as interim president in April. Since February 2003, Lendu and Hendu militias have been massacring each other. The



withdrawal of Ugandan troops from the Ituri province precipitated the atrocities. The persistent outbreaks of violence undermined MONUC's DDRRR efforts throughout DRC, but especially in Ituri, which remains the most lawless province. MONUC, working with OHCHR, is strengthening its capacity to support the building of human rights' infrastructure within DRC. Long term priorities include strengthening the rule of law, supporting elections, DDRRR, , child protection and **gender affairs**. **The Secretary-General said that "the already robust involvement of the MONUC gender affairs component with civil society and political parties will also be instrumental in capacity-building to allow women leaders and women's organizations to play a greater role in the democratic process."** The Secretary-General maintained that after five years, DRC found itself at a crossroads between war and peace and support was critical for the nation to follow the right path. The Secretary-General called on the Security Council to consider a rapid deployment of troops to Ituri. The Secretary-General also expressed serious concern over the egregious human rights violations reported by MONUC.

- 21 February 2003:** The Secretary-General reported that the Global and All-Inclusive Agreement on the Transition in the DRC (All-Inclusive Agreement) was signed on 17 December 2002. The Secretary-General highlighted the main components of the All-Inclusive Agreement, the elements of which provide for elections at the end of a 24-month period and a power-sharing government with four vice presidencies to be given to opposition factions. Despite these political gains, a multidisciplinary team from MONUC traveled to the Mambasa region and interviews 350 eyewitnesses, revealing **"a pattern of looting, killing and violence against women, including rape, by MCD/RCD and National military forces.... Eyewitnesses also reported several cases of mutilation followed by cannibalism."** The security situation in the Ituri region also remained dire and, as a result, humanitarian assistance was restricted. MONUC also continued to investigate the presence of foreign troops, despite their alleged withdrawal. MONUC received strong evidence that Rwandan troops remained in the Kivu region. The Secretary-General reiterated that the main operational activity of MONUC is DDRRR, rather than security operations. The Secretary-General reported that, **"the Office of Gender Affairs focused its work on mainstreaming gender issues within MONUC and local outreach and capacity building. On the former matter, the Office worked closely with the Disarmament, Demobilization, Repatriation, Resettlement or Reintegration Unit to ensure that the Lubero Center had made adequate preparations to receive women and children accompanying ex-combatants who wished to be repatriated to Rwanda. The Office worked closely with the political component to ensure regular information gathering and intervention on gender issues. It continued to hold regular training seminars for military observers and civilian police to sensitize them to the importance of communicating with women when collecting information and gathering gender-disaggregated data in relation to human rights abuses. On outreach to Congolese women's organizations, the Office of Gender Affairs gave technical support to a local women's NGO network (Reseau Action Femmes) in launching a media campaign to eliminate violence against women in the Democratic Republic of the Congo, disseminated copies of Resolution 1325 (2000) in Kinshasa at a peaceful demonstration of women's groups committed to the Pretoria peace process and initiated action towards launching a series of seminars on CEDAW at academic institutions and universities in Kinshasa."** The Secretary-General continued that the humanitarian situation in DRC remained difficult and challenged and that civilians, **"especially...vulnerable groups such as women, children and the elderly"** continue to suffer most gravely.
- 15 July 1999:** The Secretary-General reported that on 10 July 1999 representatives of the six concerned states met in Lusaka, Zambia, to agree on the cessation of hostilities between all belligerents in the DRC. The Heads of State of the DRC, Namibia, Rwanda, Uganda and



Zimbabwe and the Minister of Defence of Angola signed an agreement stipulating that all attacks are to stop within twenty-four hours of the signing and forces are to disengage immediately.

Letters from the Secretary-General to the Security Council

▪ **9 February 2005:** The Secretary-General wrote a letter to the President of the Security Council referring to resolution 1565, which expressed grave concern at allegations of sexual misconduct on the part of MONUC peacekeepers. The Secretary-General remarked that “the unconscionable conduct of a small number of peacekeepers now clouds this distinguished record of collective achievement and individual sacrifice.” The Secretary-General reiterated the zero-tolerance policy of the UN. The Secretary-General outlined core initiatives being undertaken by DPKO and other responsible entities in headquarters and in the field. Furthermore, the Secretary-General noted that the success of these measures will be indicated by an increase in allegations. The Secretary-General concluded that “reform in this area will not be without pain, but we are presented with an opportunity we cannot afford to miss.

General Assembly:

- Interim Report of the Special Rapporteur on the situation of human rights in the Democratic Republic of the Congo, Note by the Secretary-General: 24 October 2003
- Letter from the Permanent Representative of DRC to the Secretary-General: 17 May 2002
- Resolution on the Situation of Human Rights in DRC: 28 February 2003
- Resolution on the Situation of Human Rights in DRC: 27 February 2002
- Resolution on the Situation of Human Rights in DRC: 12 March 2001
- Resolution on the Situation of Human Rights in DRC: 24 February 2000
- Resolution on the Situation of Human Rights in DRC: 9 February 1999

Commission on Human Rights:

- Report on the situation of human rights in the Democratic Republic of the Congo. 10 March 2004.
- Situation of human rights in DRC: Note by the Secretary-General: 9 July 2003
- Report on the Situation of Human Rights in DRC: 15 April 2003
- NGO Statements to the Human Rights Commission in 2003:



- Report of mission of the Special Rapporteur on Extrajudicial, Summary or Arbitrary Executions: 4 November 2002 Situation of human rights in DRC: Note by the Secretary-General: 26 August 2002
- Resolution adopted by the General Assembly on the situation of human rights in DRC: 27 February 2002
- Resolution 2002 / 14
- Situation of human rights in DRC: Note by the Secretary-General: 31 August 2001
- Report of the HCHR: 2001
- Report on the Question of Violations of Human Rights and Fundamental Freedoms in Any part of the world: 27 March 2001
- Report on the Situation of Human Rights in DRC: 1 February 2001
- NGO Statements to the Human Rights Commission: 2001

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