



Original: English

**FIRST MINISTERIAL RETREAT ON IMPLEMENTATION OF THE PEACE,
SECURITY AND COOPERATION (PSC) FRAMEWORK**

OUTCOME DOCUMENT

1. On 10 July 2015, the first Ministerial retreat on the Peace, Security and Cooperation Framework for the Democratic Republic of Congo (DRC) and the region took place in Nairobi, Kenya. It was jointly organized by the United Nations Secretary-General's Special Envoy for the Great Lakes (SESG), the African Union (AU) Commissioner for Peace and Security and the Ministry of Foreign Affairs of Kenya (host). Participants included the Ministers of Foreign Affairs of Angola, Burundi and Kenya, as well as the Minister of Defense of South Africa, and their respective delegations. Delegates from the following Member States were led by senior officials: the DRC (Ambassador), Rwanda (High Commissioner), South Sudan (High Commissioner), the Sudan (High Commissioner), Tanzania (Director, Department of Multilateral Cooperation, at the Ministry of Foreign Affairs), Uganda (High Commissioner), and Zambia (Member of the Technical Support Committee, TSC). The AU Special Representative for the Great Lakes Region and Head of AU Liaison Office in Burundi, the Executive Secretary of the International Conference on the Great Lakes Region (ICGLR), a senior military officer from the Southern African Development Community (SADC) Secretariat and the Director-General of the UN Office at Nairobi were also in attendance.

2. The meeting was chaired by the Minister of Foreign Affairs of Angola (as ICGLR Chair) and jointly moderated by the SESG and the AU Commissioner for Peace and Security. The objectives of the Ministerial retreat were:

- i. To evaluate progress and challenges in the implementation of the PSC Framework;
- ii. To consider concrete measures to improve the functioning of the governing structures of the PSC Framework, namely, the TSC and the Regional Oversight Mechanism (ROM), the two mechanisms mandated to monitor the implementation process; and
- iii. To consider options to increase ownership and deepen the role of signatory Member States in the implementation process of the Regional Plan of Action of the PSC Framework.

3. During the opening ceremony, participants acknowledged the relevance of the 2013 PSC Framework, the 2006 Pact on the Security, Development and Stability in the Great Lakes and other initiatives aimed at promoting peace and prosperity in the region. Participants noted that the PSC Framework has been instrumental in achieving notable

progress in several areas, including: fast-tracking the establishment of the Force Intervention Brigade by the UN Security Council, which together with the *Forces Armées de la République Démocratique du Congo* (FARDC) defeated the M23 rebel movement; strengthening existing partnerships and forging new partnerships among key stakeholders at national, regional and international levels; promoting socio economic activities, such as, support to women and youth empowerment and civil society, as well as promotion of private sector investment.

4. However, participants also noted that despite notable progress in the implementation of the PSC Framework, a number of challenges must be addressed to avoid delaying the region's path toward stability and economic prosperity. They discussed these challenges and noted the following:

- i. The neutralisation of the negative forces operating in eastern DRC remains a key objective of the PSC Framework that needs to be pursued vigorously.
- ii. Despite the commendable efforts by the FARDC against the *Democratic Forces for the Liberation of Rwanda* (FDLR), the FDLR continue their activities and constitute a “nuisance and a source of suspicion” between countries in the region. There continues to be an impasse in military cooperation between United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) and the Government of the DRC with respect to FDLR. This has impacted negatively on the neutralisation of the FDLR.
- iii. The *National Forces of Liberation* (FNL) continue to pose a threat to the peace and security in Burundi following the attack launched against the country from eastern DRC.
- iv. The ex-M23 combatants cantoned in Uganda and Rwanda are still awaiting repatriation. They constitute a heavy burden for these host countries. Meanwhile, the Nairobi Declarations which concluded the Kampala Dialogue in December 2013 have not been fully implemented.
- v. Terrorism and extremism remain a key challenge in the region.
- vi. The Expanded Joint Verification Mechanism and the Joint Intelligence Fusion Centre lack financial resources to effectively carry out their mandates.
- vii. Illegal exploitation of natural resources continue to significantly contribute to regional instability.
- viii. There is a need to find durable solutions for refugees and IDPs.

5. In view of the above, and after frank discussions, participants agreed on the following:

- i. To update the Heads of State at the next meeting of the Regional Oversight Mechanism on operations against the FDLR and plans to resume FARDC/MONUSCO military cooperation.
- ii. To continue effective military actions against FDLR in parallel with efforts to encourage voluntary disarmament.
- iii. To consider creative options in the strategic dialogue between the Government of the DRC and MONUSCO to encourage the early resumption of military cooperation in the operations against the FDLR.
- iv. The repatriation of ex-M23 combatants and the implementation of all provisions of the Nairobi Declarations require strong partnership amongst countries in the region, and the support of the international community.
- v. Ministers of Foreign Affairs and Defense should meet more regularly to assess the implementation of the PSC Framework, exchange information on security issues, including the fight against terrorism and violent extremism, and make recommendations to their Heads of State accordingly.
- vi. All signatory countries to the PSC Framework should play their roles in implementing their commitments under the Agreement, which should be assessed regularly.
- vii. The countries in the region should establish joint bilateral mechanisms to address issues of common interest.
- viii. There is no need to create new mechanisms in the region, but rather support and strengthen the existing ones, with the support of the international community as appropriate.
- ix. The ICGLR Secretariat should develop a communication strategy to sensitize the public and give more visibility to its activities and achievements, in collaboration with the ICGLR National Coordinators.

6. The Ministerial retreat also considered and endorsed the proposals on the strengthening of the PSC Framework process and structures and other measures to enhance regional ownership, as jointly prepared by the UN and the AU as follows:

Technical Support committee (TSC)

- i. The signatory countries should ensure the participation of their duly designated representatives to the TSC meetings to ensure effective reporting to the Heads of State and Government of the region, and receive guidance from them on the implementation of the PSC Framework.

- ii. The signatory countries should host and co-chair on rotational basis TSC meetings to establish and deepen a sense of ownership, as well as to raise awareness of the PSC Framework in the region in order to achieve the desired outcomes in the implementation process. During these meetings, TSC members should report on specific actions they have taken, at the country level, to advance the implementation of the PSC Framework commitments.

Regional Oversight Mechanism (ROM)

- iii. In order to enhance ownership for progress in the implementation process, priority actions deriving from the PSC Framework's regional action plan should be championed by individual Heads of States who may be requested to report on progress at the ROM meetings. In this regard, ROM meetings could be themed on the basis of the regional plan of action and limited to one to three main items for consideration.
- iv. In order to encourage and retain international partner support for the implementation process, attendance at opening ceremonies of ROM meetings shall be open to non-signatory countries (e.g. Security Council members and other international stakeholders). A representative of the partners could be requested to address the opening session.
- v. The opening session shall be followed by a restricted closed-session of signatory countries (1 Principal + 3 delegates).
- vi. In addition to the regular meetings in the margins of the AU Summit and the UNGA, extra-ordinary meetings of the ROM could be convened to consider specific challenges, priority actions, and any other urgent developments related to the implementation process.

Guarantors of the PSC Framework

- vii. The Guarantors should be encouraged to continue with regular meetings to review the progress and challenges in the implementation of the PSC Framework and to maintain impetus in the process.
- viii. The Guarantors should assist in securing the participation of Heads of State, the Secretary-General and the AU Chairperson in ROM meetings.

Role of Ministers

- ix. Ministers of Foreign Affairs have played an important role in the negotiations that led to the signing of the PSC Framework by the concerned Heads of State or their representatives. Their continued engagement is key to the success of the PSC Framework.
- x. The Ministers should facilitate the effective participation of the Heads of State during the ROM meetings.
- xi. The Ministers shall hold regular retreats to discuss the challenges in the implementation of the PSC Framework.

xii. Ministerial segments of the ROM meetings could be held as may be required.

7. The Ministerial retreat recommended that, through the TSC, the outcome of their deliberations be submitted to the Heads of State, the UN Secretary-General and the AU Commission Chairperson at their next high-level ROM meeting, to be held in September 2015 in New York.

Nairobi, 27 July 2015