Operational Strategy for transition and recovery programming in the Kasai region 2021-2024

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I. Context and background

a. The Kasaï Region

As a result of the new administrative division of the Democratic Republic of Congo (DRC) in 2015, the form Kasaï Occidental provinces was divided into the five provinces of Kasaï, Kasaï Central, Kasaï Oriental, Lomami and Sankuru. The Greater Kasaï spans over an area of 325,433 square kilometers and has an estimated population of 13,816,000 people[1]. Both Kasaï and Kasaï Central provinces share their southern borders with the Republic of Angola. Unlike Eastern DRC, the Greater Kasaï does not have a long history of open conflict, but it has traditionally been politically and economically marginalized.

In 2016, customary power manipulation triggered a conflict that led to violent clashes between the security forces and local militias that formed as community self-defence groups mainly along ethnic lines. Following the region's political and economic marginalization due to its longstanding support of the main opposition party[2], the tensions had arisen when government appointees rather than traditional customary powers were appointed to key local positions following the 2011 national elections. Following the killing of local militia leader Kamwina Nsapu by national security forces, his militia members attacked security forces in August 2016 and launched a spiral of violence. While initially a localized issue of customary power in Kasaï Central, the conflict quickly spread throughout the province and then over to the Kasaï province, fuelled by latent inter-ethnic tensions, the instrumentalization of the conflict by the political authorities, and resentment over the economic, political, and social marginalization of young people. The region saw three main clusters of armed groups: Kamwina Nsapu (Kasaï Central and Kasaï), Bana Mura (Kasaï), and Ecurie Mbembe (Kasaï). Many young men and women, sometimes children, were recruited into armed groups, also through mystical-religious recruitment. The security forces (police and military) played a dual role: fighting against armed violence and insecurity and committing extortion and human rights violations against the local population. Although different in its length and form from other parts of the DRC, the nature of the conflict in the Kasaï region is consistent with the conflict dynamics described as an interplay of the four conflict dynamics outlined in the International Security and Stabilization Support Strategy of the United Nations Stabilization Mission in the DRC (MONUSCO): security dilemmas, mobilization around land and identity, the exploitation of natural resources and regional dynamics.

The conflict was finally deescalated by the first peaceful transfer of power since Congolese independence, to the opposition candidate Félix Tshisekedi in January 2019. The fact that Tshisekedi's family is originally from the Kasai region, created hope amongst the formerly marginalized customary rulers and local militias in Greater Kasai and his subsequent call for armed groups to demobilize led to the surrender of Kamwina Nsapu members. Most militia members consequently left the armed group during the post-election period and returned to their communities of origin.

In the aftermath of these surrenders, however, the absence of a coordinated and adequately funded disarmament, demobilization, reintegration, and reconciliation process, means that many ex-combatants continue to face unemployment and poverty, have untreated psychosocial problems, and are faced with social challenges when in multi-ethnic communities. Several mechanisms and interventions for conflict resolution, dialogue initiatives, reintegration and transitional justice by local authorities, UN organizations,

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[1] Annuaire statistique 2017 de la RDC. Ministère du Plan / Institut National de la Statistique.
[2] Union pour la démocratie et le progrès social (UDPS)

donors, international non-governmental organizations (INGOs), and civil society organisations (CSOs) have sought to address these challenges. However, the different interventions remain scattered and insufficiently coordinated to sustainably reintegrate the ex-combatants and address underlying drivers of conflict through an effective humanitarian-peace-development approach (triple nexus).

The conflict has had dramatic consequences on the population: thousands of people have died, and approximately 1.4 million people originally fled the violence, some of whom crossed the border into neighbouring Angola. The conflict aggravated gender-based inequalities in the Kasaï region, and the situation of women and girls significantly deteriorated, particularly due to the sharp increase of sexual and gender-based violence (SGBV) resulting from the conflict. These different factors created an important need for socio-economic (re)integration support, not only for ex-combatants but particularly for internally displaced persons (IDP) / returnees and other vulnerable populations such as children and sexual violence survivors.

Moreover, the destruction of infrastructures linked to the conflict exacerbated the structural lack of investment, and chronic development challenges of the region, which had a critical impact on the economy, access to social services, and governance. Particularly the dilapidated road network poses a significant obstacle to economic recovery and development. Despite the relative security since the end of the conflict, value chains remain disrupted or underdeveloped, and parts of the region suffers from food insecurity. Unemployment rose, and major urban centres continue to be overwhelmed by vulnerable youth, beyond economic absorption capacity. Several justice services are closed pending the (re)construction of infrastructure, in addition to a pre-existing low level of confidence in the formal justice system, due to high costs, perceived corruption, discrimination, and nepotism. The security forces also face a significant lack of capacity in numbers, training, and equipment, limiting their presence, especially in remote areas. The armed groups easily outnumbered state security forces during the violence, and parts of the population consider the police and military a source of insecurity, further compromising their trust in state authority.

Further exacerbating the situation, since October 2018, the Angolan government, in an effort to enforce stricter migration rules, has expelled Congolese migrants, most of which had been working illegally in the mining sector. From January to October 2020, 23,688 deportees from Angola crossed the border, according to the General Directorate of Migrations (DGM) of the province of Kasaï. These deportees were added to the hundreds of thousands of other returnees present in the provinces of the Greater Kasaï region, where more than 516,000 (IOM DTM) people were registered returnees in 2019. Most of the reception areas were the conflict areas of the 2016-2017 crisis, and some of these return areas remain unstable as a result of persistent conflicts over customary powers as well as inter-community tensions against a backdrop of political rivalries and competition over access to resources (land tenure). These conflicts have resulted in more recent additional displacement and a further deterioration living conditions in certain zones. Between August and September 2020, over 43,500 people fled inter-community clashes in the territories of Demba (Kasaï Central), Mweka (Kasaï) and Katanda (Kasaï Oriental) as a result of land conflicts.

Given this advancement of the Kasai and Kasai Central provinces to a post-conflict state, the MONUSCO has already begun to phase out its presence. The UN peacekeeping mission intends to fully cease its operations in the Kasais by June 2021. This transition bears the risk of creating a security vacuum and resurgence of violence if the weakness of state authority and security services persists. It is therefore

essential to systematically strengthen and expand state authority, particularly through a strengthened presence and professionalism of security services such as the Congolese National Police (PNC). The UNPOL contingent in Kasai and Kasai central provinces was therefore temporarily scaled up for the final months of the MONUSCO presence in the Kasais to support capacity building efforts for the local police forces. The UN Country Team (UNCT) has been tasked to take over certain key functions of MONUSCO in Kasai and Kasai Central, including the strengthening of state authority.

This combination of high levels of unemployment and unaddressed drivers of conflict and weak governance, there is a high risk of a return to violence.

Kasaï Central

Kasaï Central covers 59,500 km^2 with one city, Kananga (capital of the province), and five territories: Dibaya, Luiza, Kazumba, Demba and Dimbelenge, 12 communes, 33 sectors and 358 groupings. In 2017, the population was estimated at 3,524,000 inhabitants, with a population density of 59/km^2. The main ethnic group in Kasaï Central is Luba. During the conflicts, part of the population in Kasaï Central considered the state security forces as a source of insecurity and they were targeted by the Kamwina Nsapu, explaining an on-going lack of trust in state agents and local governments, including village and groupement heads.

Security forces, particularly the PNC are largely limited to the urban centres, most notably Kananga city, with little to no officers, infrastructures, or services available to the population in the other parts of the province. This security vacuum continuous to be filled by other actors, while the recruitment into armed groups has largely stopped, certain elements of the militias reportedly retained their arms and remain active as community self-defense groups, particularly in the Kamwina Nsapu *groupement*. The full disarmament of these groups is highly unlikely, specifically given uncertainties around amnesties and eligibility for very limited reintegration support.

The population of large parts of Kasai Central province are reliant on subsistence agriculture. Mostly due to the very poor conditions of its road connections to neighbouring provinces and Angola, Kananga is economically disconnected and prices of the (mostly imported) goods are high. While Kasai Central does reportedly have mineral resources, much of it remains unexploited and is only extracted in an illegal and artisanal manner.

Kasaï

The Kasaï province covers 95,631 km^2 with one city, Tshikapa (capital of the province) and five territories: Kamonyia, Luebo, Ilebo, Mweka and Dekese, 11 communes, 17 sectors, three chefferies and 385 groupings. In 2017, the population was estimated at 2,978,000 inhabitants, with a population density of 31/km^2. The main ethnic groups in Kasaï province are Luba, Pende, Tetela, Twa and Tchokwe. In Kasaï province, divisions are exacerbated along ethnic lines. Due to its geographic location and paved road connection to Kinshasa, Tshikapa serves as the main commercial hub for the Greater Kasai, with the onward roads to the rest of the region being in very poor conditions. Kasai province is wealthy in mineral resources including diamonds and their trade, which is one of Tshikapa's main commercial activities. The sector has little oversight, however, as exploitation is artisanal and government monitoring capacities are

minimal. Overall, economic development is limited and the majority of the population survives on subsistence agriculture which is highly susceptible to outside shocks.

In the province of Kasai, the Congolese National Police (PNC), the Armed Forces of the Democratic Republic of the Congo (FARDC), the General Directorate of Migration (DGM) and the National Intelligence Agency (ANR) are largely concentrated in Tshikapa-ville. The presence of these institutions outside Tshikapa, as well as their staff and their technical and operational capacities, are very limited. The PNC has a staff of only 3,110 agents[3] throughout the province, with the lowest number of police officers per population out of the three provinces. To address these challenges, IOM has been leading a UN Peacebuilding Fund project on community policing, strengthening social cohesion and economic recovery in Tshikapa since September 2020.

Since October 2018, the province of Kasai has witnessed a massive population influx due to the expulsion of Congolese migrants from Angola, mainly through the Kamako border crossing point. Although significantly lower in number compared to the two previous years, the expulsions have continued at a rate averaging 70 people per day in 2020, bringing the total number of people expelled since the beginning of the year to more than 23,600 people, 90% of which have passed through Kamako[4]. This has led to serious humanitarian challenges for border communities and the main population hubs, notably Tshikapa city. A further source of tension at the provincial level is the perceived political marginalization of the province in comparison to neighbouring Kasai Central province, which has a larger presence of international organizations and actors as well as more international aid.

Kasaï Oriental

Kasaï Oriental province covers 9,545 km^2 with one city, Mbuji Mayi (capital of the province) and five territories: Kabeya-Kamwanga, Katanda, Lupatapata, Miabi, and Tshilenge. The total population of the smallest province of the Greater Kasai was estimated at 5 475 398 inhabitants, with a population density of 574/km^2. With a population of approximately 3.5 million people, Mbuji Mayi is the third largest city in the DRC, after Kinshasa and Lubumbashi. The majority population of Kasaï Oriental province are ethnically Luba and the province is extremely resource wealthy, with the area around Mbuji Mayi city holding one of the world's most important industrial diamond deposits. As the main urban centre, Mbuji-Mayi is a diamond mining and sales hub in the Congo, though government oversight remains tenuous.

Like in the other parts of the Greater Kasai, the PNC and other security services are largely concentrated in the provincial capital, Mbuji Mayi. IOM has been implementing a US State Department Bureau of International Narcotics and Law Enforcement Affairs (INL) funded community policing programme in Mbuji Mayi since March 2015 (building on the initial work of a previous project funded by the United Kingdom). The programme has resulted in a significant strengthening of police capacities in terms of professionalisation, infrastructure, equipment, and community engagement. The different phases of the programme have targeted the urban communes of Bipemba, Muya, and Dibindi allowing for the deployment of 669 trained police officers following a 6-months training between 2015 and 2020 as well as the establishment of coaching mechanisms, neighbourhood forums, local security committees (CLSP) and the drafting and implementation of local security plans. An external evaluation conducted in September 2017 found that, the programme resulted in the reduction of perceived insecurity by 66

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[3] UNPOL - TBU

[4] Rapport de l'évaluation pour la mise à jour du contexte humanitaire à Kamako, Lubami et Nsumbula/ Zone de santé de Kamonia – Novembre 2020

percent[5], serving as a strong proof of concept and informing later phases. However, the presence of security services in the territories continue to be a challenge throughout the rest of the province. The expansion of the police professionalisation and community policing principles to the non-urban areas of the province are therefore a key element to ensuring a sustainable and accessible restoration of state authority.

While Kamwina Nsapu conflict also affected Kasai Oriental province with attacks beginning to spill over form neighbouring Kasai Central province in October 2016, the movement and inter-community conflicts did not take hold to the same extent. Additionally, the military response in the relatively small province, was more successful in repelling the uprising. Nonetheless, intercommunity tensions do exist in the province, particularly fuelled by land disputes, and have led to significant displacement in 2020. Social cohesion is fragile, particularly with competition over land, resources and basic services, which remain inadequate, particularly outside of Mbuji Mayi.

b. Frameworks

This Action plan builds upon the IOM operational strategy for stabilization in the DRC. In the context of the joint strategy on the progressive and phased drawdown of MONUSCO in the Kasaïs by June 2021, and in line with the triple Nexus approach, the action plan outlines the contribution of IOM and its partners to address key stabilization and peacebuilding priorities in the Kasaï provinces in support of the governmental authorities. In addition, it is guided by IOM's Progressive Resolution of Displacement Situations framework for supporting Durable Solutions. This framework guides IOM programming to support durable solutions for displaced populations through an inclusive, resilience-based approach, consistent with the triple Nexus.

At country level, this strategy is aligned with, and contributes to, the implementation of the following policy and coordination frameworks:

DRC

- Programme d'Actions 2021 -2023 du Gouvernement de l'Union sacrée de la Nation
- Plan National Stratégique du Développement Économique et Social 2019-2023 (PNSD).
- Programme d'Actions du Gouvernement Provincial du Kasaï Central 2019 – 2024.
- Plan d'action quinquennal de la réforme de la Police 2020-2024 (PAQ-2)

UN

- DRC UNSDCF 2020 – 2024.
- Joint Strategy on the Progressive and Phased Drawdown of MONUSCO.
- HDP Nexus.

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[5] Accordingly, the rate of major part of recurrent crime committed in the town and reported during the local diagnostic exercise decreased in general by 19.6 per cent and approximately: Interpersonal Violence (-40 %), Sexual violence (-35.9 %), Burglaries (-14%). The rate of incivility is reduced by 4.3 per cent and the phenomenon of youth gang has diminished by 33.5 per cent.
Further, The perception of the Police by the population has greatly improved and the police performance is largely more appreciated than before: the trust in Police is improved by 41.3 per cent, and the opinion of the population about Police works increased by 101 per cent.
(COGINTA evaluation, September 2017)

- PBF Priorities / re-eligibility for 2020-2024.
- Programmatic and Implementation Frameworks 2020-2024 of the International Security and Stabilization Support Strategy (ISSSS).

IOM

- Stratégie opérationnelle de stabilisation de l'OIM en RDC.
- Migration Crisis Operational Framework (MCOF)
- Migration Governance Framework (MiGOF) https://www.iom.int/sites/default/files/about-iom/migof_brochure_a4_en.pdf
- MoU between IOM and the PNC.
- MoU between IOM and UNPOL.

II.   IOM's Support to Transition and Recovery in the Kasaï Region
a. Objective and Overall Theory of Change

The overarching objective of IOM's transition and recovery programming in the Kasai region is to contribute to durable solutions for vulnerable populations and communities through the stabilization of the Kasaï provinces. This is achieved by improving coherence and complementarity between the different IOM interventions (i.e., internally), and with other actors (i.e., externally), in line with the implementation of the humanitarian, development, peace Nexus in the DRC and the transition of MONUSCO from Kasai in June 2021.

If (1) conflicts are managed in a non-violent manner, creating the conditions for sustainable conflict transformation;

if (2) socio-economic conditions and social cohesion are improved with lowered risks for armed group recruitment;

if (3) the trust between the police and the population is restored / improved and populations in the Greater Kasaï experience safety and freedom of movement; and

if (4) the State is recognized as a provider of public services, enabling peace and stability,

THEN the State and the communities in the Kasai region will build mutual accountability, address and mitigate existing or emerging vectors of conflict, thereby creating the conditions for peaceful coexistence and stability.

b. Outcome Areas
1. Democratic Dialogue

IOM takes a community-centric approach by supporting the activation and reinforcement of local dialogue structures where drivers of conflict can be openly discussed and addressed. These structures foster greater social cohesion by creating tangible platforms that allow all members of the targeted communities to come together, discuss their priority needs, articulate a collective vision for community security and development and act towards that vision.

To strengthen this process and support the community stabilization objectives, IOM supports the implementation of community-based planning mechanisms. These may lead to community projects, which directly emanate from the priorities set-forth by the communities. Projects are selected and implemented with a focus on addressing conflict drivers and reducing tensions.

If (1) community structures are functional and able to create violence reduction initiatives;

If (2) populations and conflict actors develop a common understanding of the causes of conflicts, identify and implement solutions for conflict transformation;

If (3) institutional actors are formally engaged in implementing concrete solutions,

THEN conflicts will be managed in a non-violent manner, creating the conditions for sustainable conflict transformation and lasting peace.

- Regular gender-sensitive and participatory conflict analyses to ensure conflict sensitivity and the adherence to Do No Harm (IOM) principles.
- Establish complaints and accountability mechanisms.
- Strengthen local dialogue mechanisms, including on the dynamics of conflict.
- Strengthening social cohesion through intra and inter community dialogues initiatives, psychosocial support, strengthening of CSOs, etc
- Implement inclusive and participatory community-based planning frameworks by building the capacities of existing or newly established community structures (Local Security Committees and/or Local Peace and Development Committees).
- Support the development and implementation of community planning mechanisms such as local security and local development plans with the participation of community and local state actors.
- Establish/strengthen/revitalize local structures for conflict prevention, early warning and management.
- Capacity building of local actors (communities, political, administrative and customary authorities, civil society actors, youth groups, women's groups, etc.) on alternative conflict resolution mechanisms and mediation.
- Strengthening of local Medias such as community radios to promote public information, communication and peaceful coexistence.

2. Return, Reintegration and Economic Recovery

IOM uses its Displacement Tracking Matrix (DTM) to identify areas of return in which durable solutions interventions such as socio-economic recovery initiatives are implemented. These activities are closely linked to the democratic dialogue activities, as communities themselves help to identify appropriate socio-economic interventions based on their analysis of local conflict dynamics. This allows for root causes of conflict, such as poverty, socio-demographic pressure and access to land, to be addressed. Interventions target vulnerable individuals (Income Generating Activities) or conflict-affected communities (public infrastructure) to foster social cohesion, community resilience and economic development.

The implementation of community violence reduction (CVR) projects targeting different vulnerable groups within a community such as returnees, ex-combatants, youth and women also provides a community-based approach to spontaneous demobilizations, conflict prevention and sustainable peacebuilding. IOM employs a community-based reintegration approach to ensure that communities benefit from the interventions, thereby preventing the exacerbation of existing grievances and advance social cohesion.

If (1) the economic conditions of the beneficiaries (including in particular at-risk youth, vulnerable women and men, returnees, ex-combatants) are improved;

If (2) basic infrastructure for inter-community connection (markets, bridges, roads, youth centres) are put in place;

If (3) displaced people, refugees, returnees, ex-combatants and youth have access to support services (psycho-social support and reconciliation);

If (4) activities to strengthen social cohesion are organized;

THEN, socio-economic conditions and social cohesion are improved, sustainable (re)integration for displacement and conflict affected populations is facilitated and the risk of at-risk youths joining armed groups is decreased.

Indicative Activities

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- Assessments of local labour markets, value chains and market sustainability as well as the triple nexus needs of the crisis-affected populations (DTM).
- Support to ex-combatants/fighters and their dependents in their transition to civilian life through information and counselling services, vocational, educational, business development and skills training, health and psychosocial support and administrative assistance.
- Construction and equipment of processional training centres and support to income generating activities (IGA) trainings in remote locations.
- Vocational training, seed capital, value-chain strengthening, with examples including agricultural production and marketing, trade and transport, and tailoring cooperatives or associations.
- Creation or strengthening agricultural cooperatives and micro-enterprises that bring community members together to work collectively towards creating sustainable livelihoods.
- (Re)construction and rehabilitation of public infrastructure (roads, bridges, canals, sewage systems) and basic services (water, sanitation and hygiene (WASH), schools, hospitals).
- Training and equipping community-based teams for the maintenance of public infrastructure.
- Supporting the identification of plots for the construction of durable shelters and improve the housing conditions of the most vulnerable through a community approach.
- Creating community support and mentoring systems to ensure the protection and economic empowerment of women and girls.

3. Security Sector and Police Reform

IOM establishes and supports local security committees at the communal level, which link local communities with State authorities. This creates a platform for all security stakeholders to discuss security concerns, as well as identify, plan and coordinate responses. Furthermore, IOM reinforces the committee members' capacities to conduct security diagnostics and develop informed, inclusive and participatory responses. Security action plans are elaborated with local dialogue structures, thereby enhancing the ability and accountability of local authorities in delivering security and justice services.

Through its community policing projects, IOM contributes to improving police accountability and performance. Police officers and officials receive professional training, including on basic police work and on the community policing approach as well as effective communication with the population. Officers interact directly with local security committees and neighbourhood meetings, enhancing their accountability, understanding of community needs and identification of appropriate solutions. In order to enhance the operational capacities, IOM also supports the construction of infrastructure and provision of equipment if necessary and appropriate. To enhance the sustainability of these activities, an assurance of

the PNC to deploy officers to the planned area for a minimum of three years is included in the IOM-PNC Memorandum of Understanding.

> **If** (1) the management of local security becomes more participatory and inclusive,

> **If** (2) security forces receive support to become more professional and accountable, enabling them to implement the principles of protection of the civilian population, property and the defence of the integrity of the territory,

THEN populations in Kasaï, Kasaï Central and Kasai Oriental provinces experience safety, freedom of movement and perceive the police as security providers.

Indicative Activities

- Training for police line-officers on basic police work, community policing principles, human rights, SGBV, protection, prevention of sexual exploitation and abuse (PSEA) and humanitarian principles (6 months) and training of police commanders (3-4 weeks).
- Equipment and deployment of trained police officers (logistical and equipment support).
- Counselling and coaching of recently trained police officers through senior police officers and civil society representatives (internal and external accountability).
- Support to the establishment of outposts of the Inspectoral General of the Congolese National Police (IGPNC) to enhance internal accountability processes.
- Construction/rehabilitation/extension and equipment of police infrastructures (regional/provincial training centres, provincial commissariats, commissariats, sous-commissariats, and police posts) according to gender-sensitivity requirements and the needs of specialized units (child protection, SGBV, rapid response).
- Training on the management and maintenance of equipment and infrastructures.
- Public information campaigns on community policing and key local security issues (child protection / SGBV) and training of local media and members of civil society.
- Establishment and logistical support to neighbourhood forums to facilitate communication between the population and security forces.
- Establishment, training and logistical support to Local Security Committees (Conseils Locaux de Sécurité de Proximité - CLSP) to allow for inclusive and participatory local security management.
- Supporting to the CLSPs to development Local Security Plans based on security diagnostics, as well as Quick Impact Projects (QIPs) to address key security challenges.
- Training and establishment of specialized police units including mining police squadrons, child protection units, counter-SGBV units, etc.
- Support the establishment and/or strengthening of community protection structures (protection monitoring, psychosocial and legal assistance, etc.) in collaboration with partners (state institutions, neighbouring communities, local NGOs, etc.).

4. Restauration of State Authority
a. Responsible Minerals Trade

As part of the efforts to strengthen state authority and promote economic development, IOM works in collaboration with national and provincial mining authorities and their technical services to promote conflict free artisanal mining supply chains (mines free from armed group control, child labour and illegal taxation with regular due diligence activities, risk assessment, management, traceability and certification processes). This is achieved through: (1) an initial mapping of the mining sites and supply routes; (2) support to civil society monitoring, documentation and reporting on trafficking routes and security in and around conflict-free sites; (3) building mining cooperative capacities (artisanal miners); and (4) support to vulnerable populations around artisanal mining sites (IGAs). It is closely linked to the efforts of supporting the Congolese Mining Police to implement community policing approach and restore security in and around mining sites.

b. Migration and Border Management

Further programming targeted at expanding state authority and facilitating economic development seeks to improve capacities to effectively manage migration and the southern border with the Republic of Angola. IOM aims to, strengthen national capacities to manage migratory movements at the Congolese borders, encourage collaboration with neighbouring Angola, and support the implementation of measures to combat smuggling of migrants and human trafficking, and boosting formal cross-border trade flows. This is promoted through Integrated Border Management (IBM) programming, which includes both border management and support to facilitating/easing cross-border economic exchanges of small-scale traders including substantive capacity building, infrastructure and equipment support while promoting the sharing of regulatory facilities and the use of One Stop Border Posts (OSBPs).

> **If** (1) state authority is restored through improvement of transparency and security in the mining supply chain,
>
> **If** (2) local administrations and decentralized services are participatory, transparent, and efficient,
>
> **If** (4) mine site management is transparent and efficient,
>
> **If** (5) border movements and cross-border trade are effectively managed

THEN the State is recognized as a provider of public services, enabling peace, stability and economic development.

Indicative Activities
- Technical and capacity support to local administrations to improve accountability and effectiveness.
- Government / community consultation events.
- Establishment of feedback and complaints mechanisms.
- Strengthening the capacity of the Government to regulate minerals trade (mapping, qualification, and certification of mining sites, supporting negotiations between mining companies, title holders and cooperatives of artisanal miners, monitoring of supply chains, etc.).

- Support the implementation of the Agreement on the movement of people across the border between DRC and Angola
- Mapping/assessment of the cross-border area, supporting the identification of border crossing points
- Supporting the implementation of the token system and the issuance of border crossing ID cards, supporting the set-up of one-stop border crossing points).
- Improvement of data collection at the border/pendula movement of mobile population, MIDAS etc.
- Strengthen the capacities of provincial institutions in the issuance of civil status documents to the populations concerned through a mobile approach in case of non-existence of local institutions.

c. Programming principles

Local Ownership and Community Stabilization Approach
The action plan for transition and recovery programming in the Kasaï region follows a community stabilization approach based on IOM's community-based planning (CBP) methodology. The methodology uses a community-driven, local government-led process supports the transition of impacted communities away from displacement crises through improved stability. The community stabilization approach considers populations in target areas, including women, men, female and male youth, and local authorities, as active participants who can articulate their challenges, opportunities and threats and address them.

Gender
Entrenched gender inequality and pervasive gender-based violence (GBV) underpins the exclusion and subordination of women and girls from the recovery process. These core drivers of conflict constitute a significant barrier to sustainable recovery and stability. Therefore, by addressing patriarchal norms and traditional practices that promote gender inequalities, enabling women's participation in public decision-making including on processes related to conflict transformation and the consolidation of peace and stability, IOM will ensure that its approach is, at a minimum, gender-responsive, and where possible, gender-transformative.

Nexus
The Humanitarian-Development-Peace Nexus approach aims at strengthening collaboration, coherence, and complementarity by capitalizing on the comparative advantages of each pillar – to the extent of their relevance in the specific context to reduce overall vulnerability and the number of unmet needs, strengthen risk management capacities and address root causes of conflict.

The approach is particularly relevant to the DRC and the objective has been to enable a real impact on the reduction of long-term humanitarian needs and an effective articulation between interventions of different nature. The approach is being rolled out in particular in the Kasaï and Tanganyika provinces, taking into account the priority risks and vulnerabilities and using more coherent and convergent programming to address chronic development deficits and the underlying causes of conflict. The Nexus approach is operationalized through the implementation of collective outcomes developed around themes jointly identified with the government, multi- and bilateral donors, (inter)national NGOs and UN agencies: i) food insecurity and malnutrition; ii) access to basic services; iii) forced population movements; and iv) gender-based sexual violence.

Conflict Sensitivity & ISSSS

IOM applies a conflict-sensitive approach, based on the institutions' conflict sensitivity framework, to avoid inadvertently creating or exacerbating tensions that could lead to conflict and preserve the beneficiaries' physical integrity. Applying a conflict-sensitive, "do no harm" approach allows IOM to support environments conducive to recovery and peacebuilding, using culturally appropriate strategies, while ensuring that inequalities in the community are not perpetuated or worsened. To this end, all IOM bases all its projects and activities on robust analysis and understanding of the local context, including existing power relationships, customs, values, fears, systems, institutions, and cross-cutting dimensions such as gender, diversity, and age.

Fostering partnerships through and aligning with the International Security and Stabilization Support Strategy (ISSSS) of the DRC is key to ensuring contextual knowledge, coordinated interventions, the application of lessons learned and improving performance.

Principles for Humanitarian Action

The Principles for Humanitarian Action reaffirm IOM's commitment towards the internationally agreed core humanitarian principles in the delivery of its humanitarian response, and the need for all those engaged in humanitarian action to promote and fully respect these principles: Humanity, Impartiality, Neutrality, and Independence.

III. Implementation modalities

a. Targeting criteria

IOM's work in transition, recovery and stabilization will focus on areas of the country where it can leverage its current operational presence, existing community and partner relationships and contextual knowledge. In addition, to ensure complementarity between stabilization programs and durable solutions for displaced populations, it is essential to target communities in likely return areas. IOM will use the Displacement Tracking Matrix (DTM) tool to identify areas where large numbers of IDPs have recently returned or are willing to settle or opt for local integration, and advocate for this data to be taken into consideration when selecting geographic areas for stabilization programs.

IOM will prioritize affected communities with large numbers of displaced persons, including returning populations that are identified as high-risk for inter-community tensions and conflict in consultation with government, communities, national and international actors. Specifically, IOM has considered the following criteria when targeting programming in communities: (i) areas that were and continue to be affected by violent conflicts; (ii) areas with the highest concentration of displaced persons, including returnees; (iii) areas where per capita access to basic services, access to justice, presence of the State, security forces remain the lowest.

b. Displacement Tracking Matrix

Shared, localized and continually updated evidence is needed to best design and implement recovery and resilience programming by all actors. IOM is committed to contributing to this evidence base and taking advantage of existing work done by partners and in multi-actor forums. In particular, IOM's Displacement Tracking Matrix (DTM), which moves beyond humanitarian needs assessments to identify key areas and components of stability, will be utilized to plan and implement programming and will be shared with partners. IOM Displacement Tracking Matrix (DTM) for the DRC systematically captures, processes, and disseminates information on displacement and returns to provide a better understanding of the movements and evolving needs of mobile populations.

Until 2018, regular assessments were carried out in the Kasaï region, but were interrupted in 2019 when donor focus shifted to other regions in the DRC. DTM activities have resumed in 2020 to assess the humanitarian- development- peace-needs of conflict related IDPs and returnees from Angola. The resumption of the DTM is a crucial tool for evidence-based programming and an opportunity to roll-out other data gathering initiatives such as:

- A return assessment, to assess return areas and with specific indicators the living conditions, access to justice, participatory governance.
- A stability index based on a methodology similar to the DTM mobility tracking one, correlating data available on returnee population to measure the stability of a return area and create a location stability score based on access to livelihoods and basic services, perceptions in terms of social cohesion and security.

c. Partnerships

IOM will engage with partners whenever there is a technical area of expertise outside the scope or the operational competitive advantage of IOM's capacities. Such programmes will maintain clear lines of responsibility between partners, largely along sectors of assistance, while ensuring continuous

coordination and communication so that all activities are complementary. Joint proposals, sub-contracting mechanisms, coordination frameworks and sharing technical expertise are examples of such partnerships. This approach will help communities realize dividends through the clear formulation of objectives, allowing programmes to have maximum impact, while taking advantage of the ability to implement various activities within a short time.

In addition, the specific context of the MONUSCO Transition in the Kasaï region, the roll-out of the Nexus and the nature of stabilization interventions require a particular attention to partnerships. In December 2020, the Security Council; through its resolution 2556 endorsed "the Joint Strategy on the Progressive and Phased Drawdown of MONUSCO and the broad parameters of MONUSCO's transition, as well as its planned withdrawals from the Kasai in 2021 (…)" and demanded the definition of "practical modalities of the transfer of tasks to the Government of the DRC, the UNCT and other stakeholders." This action plan and the interventions developed within its framework will apply the methodology of the Stabilization and Peacebuilding Marker, a self-rating tool available to technical and financial partners in the DRC to assess the extent to which their programming is conflict-sensitive and conflict-responsive, in line with Sustainable Development Goal 16 on peace, justice, and strong institutions as well as aligned with the ISSSS.

d. Communication

IOM will utilize strategic communication strategies to address the importance of creating space for dialogue between communities. Such community dialogue, with their leadership and with each other, will foster mutual understanding and strengthen collective identity. These strategies leverage different forms of communication intended to contribute to the overall objective, with a focus on two-way and participatory communication methods. Projects may be implemented, such as street/community theatre, radio dramas, media equipment or billboards, or to amplify the messaging of other recovery activities. Given logistics and travel challenges in the Kasaï region, using a variety of communications methods can often amplify the impact of interventions and reach different target populations.

e. Monitoring and evaluation

IOM will adopt a mixed-method approach to monitoring, including the utilization of perception surveys and community-based monitoring, to enable an in-depth understanding of the impact of activities on community members. This is a particularly pertinent approach given the sensitivities of interventions aimed at peacebuilding, social cohesion, and governance. This approach will also serve to empower local communities by strengthening their involvement and engagement in project implementation. To respond to shifting dynamics and local needs, IOM will strengthen real-time monitoring, building upon models already utilized by the Mission, to ensure that the information and data gathered is used to inform ongoing programming, and subsequent activities.

When applicable, the monitoring and evaluation frameworks of the interventions developed as part of this action plan will use the recommended standard indicators and methodology proposed in the "Stabilization Indicators Guidelines" of the ISSSS.

f. Accountability to affected populations

The Accountability to Affected Populations (AAP) Framework helps IOM to ensure quality and responsive programming in line with the evolving needs of beneficiaries, affected populations and communities, enforcing the Organization's zero tolerance against sexual exploitation and abuse (SEA) and other

misconduct. The purpose of AAP is to consider and remove the inherent power differential between aid providers (IOM staff members and implementing partners) and the populations and communities they are tasked to assist. It centres on: (a) leadership; (b) information-sharing and transparency; (c) participation; (d) complaints and feedback mechanisms; and (e) partner coordination.

Whenever possible and appropriate, IOM will use field networks and key informants, particularly those employed for the DTM activities, to maintain a direct line for beneficiary feedback and the communication of potential PSEA, fraud or other complaints. Specific phone numbers staffed by dedicated staff outside of the target area, as well as other accountability mechanisms will be communication as part of any project activity to maintain the highest level of beneficiary accountability.