

**Eastern Democratic Republic of Congo Stabilization Project for Peace (STEP)
Prevention and Conflict Management in the Province of Bas-Uélé**

Final Report

April 2018 – April 2020

Original French Report¹ written by Eustache Zigashane and Manya Riche Moupondou

Executive summary

The current report presents the activities of the Conflict Prevention and Management project in the Bas-Uélé Province, Eastern Congo. It is part of the World Bank's country assistance strategy in collaboration with the Democratic Republic of Congo's government to achieve peace in the region through the Eastern DRC Stabilization Project for Peace (STEP Project. Project activities have been aimed to create conditions to enable diverse groups to live together in communities without violence. Democratic community dialogues were undertaken to establish mechanisms for consultation and conflict management among conflict actors.

The intervention has focused on four of the six territories of the Bas-Uélé province, namely Aketi, Bambesa, Bondo, and Buta. The territories of Ango and Poko have not been covered due to inaccessibility and insecurity. However, part of Poko was covered by the project during the second year to support the STEP sub-project actors. This intervention allowed the Congo Peace Center to achieve four results:

1. Conflict maps are created which provide information on (i) the context of the area, communities' composition, conflicts type and nature, their causes, their intensity, their impact frequency and degree; and (ii) major conflicts in which intervention is necessary to reduce or control their negative impact on the environment and community development activities.
2. Community structures for conflict prevention and management are put in place and/or revitalized.
3. Capacity-building actions for members of community structures, community leaders, and local authorities are carried out.
4. Members of community structures and local authorities are supported in conflict prevention and management actions in the area and around STEP projects.

The activities that led to the following results took place in varying contexts, particularly from a security, political-administrative, and socio-economic perspective. The activities were carried out

¹ Nicaise Sheila Sagbo, Eustache Zigashane and Edwin Price, Associate Research Scientist, Research Assistant, and Director, respectively, at the Texas A&M University Center on Conflict and Development translated and prepared this English Language summary.

in a relatively stable security context in much of the area. Only the territories of Ango, Bondo, and Poko had a few instances of tension. The politico-administrative context in the area was marked by the presidential and legislative elections in December 2018 and other local political events. Finally, surging and unstable fuel prices, food, and other necessities markedly characterized the area's socio-economic context.

1. Results monitoring table

Table 1 summarizes all activities planned, conducted, and their performance indicators.

Table 1: Project activities and results monitoring

| Planned activities | Achievement indicator | Activities performed | Results achieved |
|--|---|---|---|
| Overall objective: Create favorable conditions for communities to live peacefully together and establish mechanisms for conflict management through democratic community dialogues among actors in conflict | | | |
| Specific objective I: Conduct a conflict analysis and produce conflict maps in the intervention area | | | |
| Result 1: Conflicts' map produced through the analysis of recurrent conflicts in Bas-Uélé | | | |
| Activity I.1.1: Train four researchers and 12 enumerators on the evaluation methodology and data collection in the Province's capital in Buta. | <ul style="list-style-type: none"> - 4 Researchers (3 M and 1 F) and 12 Investigators (10 M and 2 F) trained, - 2 data collection tools developed, including one questionnaire for quantitative data and one questionnaire for qualitative data, - 1 report produced | Training of Researchers and Enumerators on the evaluation methodology and data collection in Buta, the province capital | Researchers and Enumerators trained on the evaluation methodology and data collection in Buta, the province capital |
| Activity I.1.2: Collect and analyze cartographic data in Aketi, Bambesa, Bondo, and Buta territories | <ul style="list-style-type: none"> - Fieldwork done in 4 territories, including two field visits to Aketi territory, 1 to Bambesa, 1 to Bondo, and 1 to Buta, - 300 semi-closed questions questionnaires distributed, - 8 Focus Groups conducted with 80 participants, - 20 individual interviews conducted, - 1 data report produced as a first version of the conflict mapping | Collection and analysis of map data in the territories of Aketi, Bambesa, Bondo, and Buta. | Map data from the territories of Aketi, Bambesa, Bondo, and Buta collected and analyzed. |
| Activity I.1.3: Hold six | - 6 workshops held with 98 | Holding of 6 workshops for the | Workshops for the presentation |

| | | | |
|--|--|---|--|
| workshops for presentation and validation of the mapping results at the local, territorial, and provincial levels. | participants, including 75 male and 23 female as well as the permanent members of the CCP; - 4 reports of the results adoption workshops done at the regional level validated | presentation and the validation of the mapping results in the territories of Aketi and Likati, Bambesa, Bondo, Buta in Likati, and Buta's town. | and the validation of mapping results held in Aketi, Likati, Bambesa, Bondo, Buta/Titule, and Buta's town. |
|--|--|---|--|

Specific objective II: Reinforce and/or create community institutions for the prevention and management of conflicts

Result 2: Local conflict prevention and management institutions put in place and/or reinstated

| | | | |
|---|--|--|---|
| Activity II.2.1: Organize a work planning session and staff capacity building | 4 Experts from Congo Peace Center attended, including three male and one female | Organization of a work planning session and staff capacity building in Goma | Work planning session and staff capacity building organized in Goma |
| Activity II.2.2: Reinstate and/or create local institutions for conflicts prevention and management in 4 territories | Five local conflicts prevention and management institutions put in place and/or reinforced | Reinforcement or creation of the five local conflicts prevention and management institutions in Aketi, Likati, Bambesa, Bondo, and Buta. | Local conflicts prevention and management institutions (CCI/CLPD) reinstated and/or put in place. |
| Activity II.2.3: Hold five workshops for participatory planning of conflict response, community reconciliation, and strengthening of early warning systems (EWS) in the context of conflict prevention | - 5 Planning workshops held, - 1 model of Peace Action Plan adopted by four territories | Holding of five workshops for participatory planning of conflict response, community reconciliation, and strengthening of early warning systems (EWS) in the context of conflict prevention in Aketi, Likati, Bambesa, Bondo, and Buta | Workshops for participatory planning of conflict response, community reconciliation, and strengthening of early warning systems (EWS) in the context of conflict prevention held in Aketi, Likati, Bambesa, Bondo, and Buta |

Specific objective III: Build the capacities of community institutions' members, community leaders, and local authorities

Result 3: Capacity building actions carried out for members of institutions, community leaders, and local authorities

| | | | |
|---|--|---|--|
| Activity III.3.1: Train members of local institutions for conflict prevention and management in Conflict Transformation techniques: mediation, negotiation, advocacy, and conflict | - 82 members trained, including 67 male and 15 female across the area; - 1 training report produced | Training of 82 people in conflict transformation techniques: mediation, negotiation, advocacy, and conflict sensitivity in Aketi, Likati, Bambesa, Bondo, and Buta. | Members of community conflict prevention and management institutions trained in conflict transformation techniques: mediation, negotiation, advocacy, and conflict sensitivity in Aketi, Likati, Bambesa, Bondo, and Buta. |
|---|--|---|--|

| | | | |
|---|--|--|---|
| sensitivity. | | | |
| Activity III.3.2: Organize five awareness-raising sessions linked to conflict sensitivity in favor of the five community institutions for conflict prevention and management in the territories of Aketi, Bambesa, Bondo, and Buta | 69 participants trained, including 55 men and 14 women | Organization of five awareness-raising sessions related to conflict sensitivity with members of conflict prevention and management structures in Aketi-Likati, Bambesa, Bondo, and Titule. | Awareness-raising sessions related to conflict sensitivity organized with local conflict prevention and management institutions. |
| Activity III.3.3: Organize five awareness-raising and discussion sessions with five conflict management and monitoring institutions in the territories of Aketi, Bambesa, Bondo, and Buta. | 76 participants trained, including 57 men and 19 women | Organization of five awareness-raising, discussion, and follow-up sessions with members of local conflict prevention and management institutions in Aketi-Likati, Bambesa, Bondo, and Titule. | Awareness, discussion, and follow-up sessions organized with members of local conflict prevention and management institutions |
| Activity III.3.4: Organize a coordination and information session with 15 provincial authorities in Buta | - 1 session organized with 14 participants, including 12 men and two women; - 6 adopted resolutions | Organization of a coordination and information session with 14 provincial authorities in Buta | Coordination and information session with provincial authorities organized for one day in Buta |
| Specific Objective IV: Support conflict institutions' members and local authorities in conflict prevention and management actions in the intervention area and around sub-projects | | | |
| Result 4: Community institutions' members and local authorities supported in conflict prevention and management actions in the area and around STEP sub-projects | | | |
| Activity IV.4.1: Organize sessions for analyzing potentially conflicting situations and final updating of the Conflict Mapping with local conflict prevention and management institutions | Sessions held with 82 participants from community institutions, including 61 men and 21 women | Organization of 5 sessions for analyzing potentially conflicting situations and final updating of the Conflict Mapping with 82 members of CCI/CLPD in the territories of Aketi, Bambesa, Bondo, and Buta | Analysis sessions of potentially conflictual situations and final updating of the Conflict Mapping organized with local conflict prevention and management institutions |
| Activity IV.4.2: Put in place | Four organizations set up, | Creation and reinforcement of four | Local conflict prevention and |

| | | | |
|---|---|---|---|
| <p>and/or reinforce conflict prevention and management sub-institutions around STEP project subdivisions</p> | <p>including:</p> <ul style="list-style-type: none"> - the CLD/Bondo with 23 members, including 15 men and eight women, - CLD/Buta with 23 members, including 19 men and four women, - CLPD/Dingila with 23 members including 17 men and six women, - CLPD/Kobokobo with 23 participants, including 18 men and five women | <p>conflict prevention and management local organizations around:</p> <ul style="list-style-type: none"> - STEP project subdivision in CS BOMEA with the construction of fountains in the city of Buta, - EP LOSAMO in Dingila in the territory of Bambesa; - EP DEKEDE and CS EFOLU in Bondo territory and, - EP KOBOKOBO in Amadi in Poko territory | <p>management institutions set up reinforced around STEP project sub-divisions in Bas-Uélé</p> |
| <p>Activity IV.4.3: Train actors involved in the STEP sub-projects in conflict analysis, prevention, and resolution.</p> | <p>One hundred actors (82 men and 18 women) involved in the STEP sub-projects in Bas-Uélé trained.</p> | <p>Organization of four training workshops in conflict analysis, prevention, and resolution for 100 actors (CLD/CLPD/ALE/Companies) involved in the STEP sub-projects CS BOMEA with the Construction of fountains in the city of Buta, EP LOSAMO in Dingila in the territory of Bambesa, EP DEKEDE, and CS EFOLU in Bondo territory and finally EP KOBOKOBO in Amadi in Poko territory</p> | <p>Actors involved in the STEP sub-projects in Bas-Uélé trained in conflict analysis, prevention, and resolution</p> |
| <p>Activity IV.4.4: Organize awareness-raising and discussion sessions with conflict management and monitoring organizations</p> | <p>Five sessions held with 87 participants (64 men and 23 women), all CCI/CLPD members of conflict prevention and management institutions in Bas-Uélé</p> | <p>Organization of 5 awareness-raising and discussion sessions with 87 CCI/CLPD members in the territories of Aketi, Bambesa, Bondo, and Buta</p> | <p>Awareness and discussion sessions organized with conflict management and operational monitoring institutions in Bas-Uélé</p> |
| <p>Activity IV.4.5: Organize awareness-raising sessions</p> | <p>- 3 awareness-raising sessions organized with 73 stakeholders,</p> | <p>Organization of 3 sessions to raise awareness related to conflict</p> | <p>Awareness-raising sessions related to conflict sensitivity, CMM, and</p> |

| | | | |
|---|---|---|---|
| <p>related to conflict sensitivity, Complaint Management Mechanisms (CMM), and Early Warning System (EWS) with actors involved in STEP sub-projects</p> | <p>including 55 men and 18 women involved in the STEP sub-projects in Bas-Uélé, - 5 complaints Management Committees set up around the STEP EP Losamo, EP Kobokobo, CS Efolu, EP Dekede, and CS Bomea sub-projects</p> | <p>sensitivity, complaint management mechanisms (CMM), and Early Warning System (EWS) with 73 actors involved in the STEP EP Losamo sub-projects in Dingila in the territory of Bambesa, EP Kobokobo in Amadi in Poko territory, CS Efolu, and EP Dekede in Bondo territory.</p> | <p>EWS organized with the actors involved in the STEP sub-projects</p> |
| <p>Activity IV.4.6: Organize assessment and strategy proposal sessions related to (i) corrective measures to strengthen conflict prevention and management institutions, (ii) development of a plan to gradually disengage and close the Conflict Prevention and Management Project in the territories</p> | <p>- Sessions held with 32 members of CCI committees, including 26 men and six women, - 4 project closing reports validated, and 5 CCI survival strategies adopted for each territory</p> | <p>Organization of 4 evaluation and strategy proposal sessions related to (i) corrective measures to strengthen conflict prevention and management institutions, (ii) development of a plan to disengage gradually and close the Conflict Prevention and Management Project in the territories with 32 members of the conflict prevention and management committees (CCI/CLPD) in the territories of Aketi, Bambesa, Bondo and Buta</p> | <p>Assessment sessions organized on strategies and corrective measures to strengthen existing structures, disengagement plan developed, and Conflict Prevention and Management Project closed in the territories of Aketi, Bambesa, Bondo, and Buta</p> |
| <p>Activity IV.4.7: Organize an exchange and information session with the provincial authorities in Buta</p> | <p>Session held with ten provincial authorities including nine men and one woman</p> | <p>Holding of a discussion and information session with ten members of the provincial government in Buta</p> | <p>Exchange and information session organized with the provincial authorities in Buta</p> |

2. Difficulties and constraints encountered

During the implementation of the project, some difficulties and constraints were encountered. Three major difficulties can be cited.

- The bad conditions of roads obliged the project personnel to use motorbikes to access all territories of intervention;
- Regular internet and telephone network disruptions in the region sometimes complicated communication with the CPC Office in Kinshasa and the Fonds Social's in Kisangani; and
- Covid-19 pandemic, followed by restrictive measures from the government, impeded the organization of the closing activity planned.

3. Lesson learned and success stories

The most remarkable success story experienced by Congo Peace Center is the interest and enthusiasm that the communities and authorities of Bas-Uélé have shown towards this project, especially the territorial authorities. In all four territories, the local population never ceased to express their satisfaction with Fonds Social of the DR Congo starting a project in their area, intending to help them prevent and manage the various conflicts that plague their society.

Thus, the lessons learned during this intervention are at two levels. On the one hand, there are the lessons learned during the analysis of the overall context of the intervention area with the production of the conflict mapping, and on the other, lessons learned in the daily implementation of activities.

3.1. Lessons learned during conflicts mapping

Customary conflicts

- Developing a citizen-based approach would significantly help manage customary conflicts throughout the Province
- A shared vision of decentralized territorial entities between traditional chiefs, groups, and sectors would facilitate the harmonization of customary and administrative powers.
- The customary-administrative rapprochement would allow customary chiefs to become opinion leaders transformed into Actors of economic development or leaders and managers of collective productions in the form of community enterprises (such as cooperatives) and no longer only as traditional chiefs, leaving the policy of corrupt governance for the productive economy in their chiefdoms, sectors, groups, and villages
- Customary leaders have community land heritage, which is a significant untapped material base. Converting customary chiefs into traditional local authorities, supporting

them financially to adopt community development plans, and seeking support and investment funds for these plans would considerably de-escalate the conflicts

Land disputes

- The lack of delimitation of chiefdoms by state authorities fuels most boundary disputes between various chiefdoms.
- The non-anticipation of conflicts related to creating new towns and municipalities following provinces' dismemberment would be at the origin of the existing disputes between some chiefdoms or villages.
- The persistent challenge to define the role and limits of customary power regarding land tenure has a very negative impact on managing land disputes in many groups.

Farmers - (Mbororo) Herders' conflicts

- The absence of a grazing area and pastoral corridors defined by the Ministry of Agriculture, Fisheries and Livestock contributes to intensify conflicts between the Mbororos and local communities.
- The lack of dissemination of existing laws regulating small and large cattle husbandry intensifies conflicts between farmers and herders in the area.

Religious conflicts

- The extreme poverty in which most of the Province's population lives is fertile ground for the proliferation of sects and the exploitation of followers, which feeds religious conflicts and mysticism.

Politico-administrative conflicts

- The imperfect definition of roles, along with the mistaken understanding of each other's prerogatives, pushes towards ethnic instrumentalization and sectarian sensitization for political and electoral purposes.
- The Administration's politicization creates mistrust within itself and causes the Public Administration's offsetting, allowing all kinds of abuses.

3.2. Lessons learned during the project intervention

- During the two years of intervention in the area, 45 conflicts were locally managed amicably through mediations led by members of the newly created peace committees. Peace action plans adopted by the communities and validated by the political and administrative authorities seem to prove their effectiveness.
- The commitment of the local institutions' members (CCI and CLPD) supported by CPC means that they have become a reference for consultation on conflicts and development issues in the area.

- The full-scale printing of territorial and provincial conflict maps, as identified by territory, chiefdom, sector, and group, has contributed to developing the provincial security plan for the Province of Bas-Uélé. It has also facilitated a better understanding of the Province's conflicts, particularly in the territories of Aketi, Bambesa, Bondo, and Buta, where the intervention was centered.
- The choice made by the Congo Peace Center to involve politico-administrative, customary, and religious authorities in setting up conflict prevention and management committees (CCI and CLPD) was worthy. In fact, most community conflicts are now brought to the committees and members of the CCIs and CLPDs for peaceful settlements, which are preferred to the types of settlements often recommended by the OPJs, making the parties in conflict pay fines even when unnecessary.
- Field visits done by the Congo Peace Center team on the worksites of the sub-projects allowed to better understand the community's struggles with the ongoing sub-projects and encourage actors to get more involved in the success of the sub-projects.
- The participatory development of project exit strategies with the territorial authorities and the CCI/CLPD committees was an excellent strategy that enabled local authorities and CCI/CLPD committees to become aware of the need to keep the project's achievements for better social cohesion in the area.

3.3. Exit Strategies

Overall, five exit strategies have been developed to allow members of local peace committees to pursue social cohesion activities in the region even after the project. These exit strategies are the following:

- i. Continually rely on the politico-administrative authorities whose moral support is essential for the continuity of the activities of the CCIs and CLPDs in the territory concerned;
- ii. Encourage sustainability through a monthly contribution of local peace committees' permanent members for the functioning of the institutions;
- iii. Request financial support from local authorities (customary, political-administrative, and religious) for activities requiring resources above members' contribution;
- iv. Extend the actions of local peace committees to other chiefdoms, sectors, villages, etc.
- v. Keep in touch with ConDev-Congo Peace Center for remote support and carry out lobbying and fund raisings with provincial or even national authorities as well as other present or future partners in the area.