

demobilization

reintegration

peace



MDRP MEETINGS 2009

Report of Proceedings

March 10 – 12, 2009

Washington, DC



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CHAIRMAN'S REPORT OF PROCEEDINGS
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I. Introduction

1. The Multi-Country Demobilization and Reintegration Program (MDRP) is an initiative bringing together over 40 donor, UN, multilateral and national government, and non-governmental partners to address the challenges of the demobilization and reintegration of members of national armies and armed groups in the greater Great Lakes Region (GLR).¹ This initiative is outlined in the document *Regional Demobilization and Reintegration Strategy for the Greater Great Lakes Region*, endorsed by donors and the Board of the World Bank in April 2002. The MDRP Multi-Donor Trust Fund was established in May 2002 in support of this regional Program.
2. This report summarizes the proceedings of the MDRP Advisory Committee (AC) Meeting held in Washington, DC on March 10 and 11, 2009. The objectives of the meeting were: (i) to provide a final progress report on the program; (ii) to discuss thematic as well as country-specific issues, and (iii) to present plans for transition given the MDRP closing date of June 2009. This year the AC meeting was preceded by a day of reflection of the architects of the program and followed by meetings of the Trust Fund Committee, Technical Coordination Group, and Learning for Equality Access and Peace (LEAP) program, as well as a public disarmament, demobilization and reintegration (DDR) Policy Forum involving academics, practitioners and other experts on DDR..
3. Representatives of seven governments from the greater Great Lakes region, eleven donor governments and nine UN and other multilateral organizations attended the meeting (see Annex 2 for the list of participants).
4. Mr. Jose Luis Irigoyen, Director, Social Development, Sustainable Development Network at the World Bank, opened the AC meeting with remarks centered on the World Bank's strategy to "secure development" in countries affected by conflict. He noted the Bank's call to G20 members to set up a Vulnerability Fund for Africa, which would help the continent weather the effects of the current economic and financial crisis.
5. Ms. Maria Correia, MDRP Program Manager, and Mr. Bernard Harborne, Lead Conflict Adviser, Fragile States, Conflict and Social Development, Africa Region, World Bank, chaired the meeting.

¹ These countries are: Angola, Burundi, Central African Republic (CAR), Republic of Congo (RoC), Democratic Republic of Congo (DRC), Rwanda, and Uganda.

II. Advisory Committee Meeting - Summary of Discussions

A. Country Updates

6. Representatives of national institutions responsible for the implementation of Disarmament, Demobilization and Reintegration (DDR) programs in the seven MDRP countries provided a final report² on the status of their activities and reflected on lessons from the implementation of their DDR operations, from the evaluations of these activities, and from their collaboration with MDRP partners. Each presentation was followed by a question and answer session.

Angola

7. The Angola Demobilization and Reintegration Project (ADRP) closed on December 31, 2008. The project successfully carried out 269 micro-projects benefitting 97,390 ex-combatants. The ADRP achieved important results in reintegration, with 59% of ex-combatants supported now working on their own, and 99% owning farm land.
8. Drawing lessons from the ADRP, the government noted the following factors of success: (a) a sound project approach; (b) a wide partnership framework; and (c) promotion of resettlement of ex-combatants in rural areas. The project also faced challenges, such as: (a) lack of capacity among implementing partners; (b) inadequate performance of the financing and procurement unit; (c) weakness of the monitoring and evaluation system; and (d) delays in decision taking which impaired the project's ability to deliver results.
9. These challenges represent important lessons that will need to be addressed adequately in future DDR programs. For instance, a frank dialogue between the government and its partners, including the World Bank, is essential.
10. The government is preparing a new DDR operation targeting over 150,000 ex-combatants from the FAA under the Lusaka and Bicesse processes, including about 33,000 ex-combatants that could not receive reintegration support before the closure of the ADRP. The government will finance this project on its own funds but will rely on expertise from international consultants in the design of the operation.

Burundi

11. The Burundi national program closed on December 31, 2008, having demobilized 26,283 combatants out of 35,511 identified individuals (revised target). Another important achievement was the disarmament and dismantlement of *Gardiens de la Paix* (GdP) and *militants combatants* (MC), and the reinsertion support provided to 100% of identified individuals.
12. All demobilized adults received the transitional subsistence allowance (TSA) with a mixed satisfaction rate among recipients about the TSA process and the level of support. Eighty three

² In DRC and Uganda where operations are ongoing, the presentations included progress reports on follow-up operations.

percent of ex-combatants benefited from socio-economic reintegration support (income generating activities, vocational training and formal education).

13. Ninety three percent of children released from armed groups have been reunited with their families and most have received their full TSA. The Burundi program also provided support to about half of the identified disabled ex-combatants.
14. A number of challenges faced by the program were identified: (a) difficulty in managing the number of ex-combatants to receive support from the program; (b) insufficient preparation for reintegration candidates to retrain toward employment; (c) missing linkages between the program's reintegration approach and longer-term development initiatives; and (d) lack of preparation and means to support disabled ex-combatants.
15. In retrospect, the government is able to draw important lessons from implementation. Some of the most important ones are: (a) the need to continually sensitize the population on DDR processes to give accurate information and manage expectations; (b) the need to link TSA payments with reintegration training components; (c) the importance of tailoring reintegration activities to participants and to involve other family members; (d) the need to improve psychosocial support
16. The partnership with the MDRP allowed for a better coordination between donors, the government and other stakeholders, which ensured coherent implementation. The project benefited from technical assistance from the World Bank/MDRP, as well as a close monitoring and support from donors and other stakeholders
17. The government is preparing another phase of its DDR program to complete the provision of support to remaining caseloads and to support eligible members of the FNL. The program would target about 20,000 ex-combatants and cost about \$48 million, according to Government estimates.
18. Since the new phase of DDR operations in Burundi may result in an inflation in the size of the armed forces beyond the provisions of the Constitution, the country will address this issue within the security sector reform program being developed. The issue of ethnicity quotas in the armed forces will be managed with a view to phasing out the quotas over time.
19. The new phase of DDR operations was presented by the government to the World Bank for its review. Other activities by UNDP or BINUB are complementary to this project. Lessons from previous phases will be incorporated in the new one, for example improvement of TSA allocation. But care will be given to maintain consistency of reintegration support between phases to avoid disparities between beneficiaries, and eligibility criteria will remain the same. Ex-combatants will be gathered in three sites which will be used for disarmament, verification, demobilization and training. Synergies with other social development programs will be sought to facilitate reintegration.

Central African Republic (CAR)

20. The Central African Republic is engaged in a peace process that has resulted in the signature of four peace agreements between the government and various armed groups since 2007. A follow

up committee is in charge of monitoring the implementation of the agreements and has set up another committee to oversee the DDR process. Security sector reform is also being reviewed. It is led by the Minister of Defense, with close involvement of concerned ministries and external stakeholders

21. The DDR program, PRAC, closed in 2007 and managed to reach 100% of its target. Under the project, many community micro-projects enabled beneficiaries to acquire new competencies, and resulted in a lower level of insecurity, especially in Bangui. The program faced a few weaknesses, among others: (a) lack of capacity development of national authorities; (b) insufficient clarity in the selection process of ex-combatants to be demobilized; (c) lack of information sharing among stakeholders; (d) low level of success of sub-projects; and (e) deficient financial management which resulted in delays.
22. The government is taking these lessons into consideration in the preparation of a new DDR operation, which will focus on disarming combatants and civilian populations and demobilizing and reintegrating ex-combatants (with a particular focus on community rehabilitation). The new program will also seek to reinforce national capacity, develop sensitization campaigns with components of dialogue, national reconciliation and trust building, and will strengthen M&E, including performance indicators.
23. The value of national ownership and capacity was an important lesson from the PRAC implementation. The government also noted that the gender dimension of DDR programs can be an influential factor in the success of reintegration activities.
24. Since several processes are running in parallel in the country – DDR, SSR, social development programs – the government will identify and strengthen synergies between these programs. In particular, DDR and SSR tracks need to run side by side to ensure that they contribute to increasing security.

Democratic Republic of Congo (DRC)

25. To date, the PNDDR has processed 186,000 combatants, of which 102,014 have been demobilized. In addition 30,219 children are certified as released from the fighting forces by child protection agencies. About 61% of the registered 88,055 demobilized ex-combatants have received socio-economic assistance. Projects for those remaining are currently in development under the new additional financing for the project. Over 60,000 combatants remain for army integration and/or demobilization. The deterioration of the security situation in the Kivu's in 2008 led to the postponement of the re-launching of the identification/verification of these combatants and deployment of the mixed mobile teams.
26. Recent developments in the peace process in the Kivus have come to light, however, such as the agreement between the Governments of the DRC and Rwanda on joint operations to take place in the eastern part of the DRC against the FDLR and between the Government of the DRC and the Government of Uganda on joint operations against the LRA. The CNDP have also joined the peace process following the capture of their leader, Laurent Nkunda, by Rwandan forces. The CNDP and the Government agreed that CNDP forces would be 'fast tracked' into the national army; other militia groups operating in the east would be screened for eligibility for

army integration/demobilization and those that were not considered combatants would ultimately benefit from community initiatives currently been launched under the Amani Process.

27. Over 30,000 child soldiers have been assisted through Special Projects and the national program and a further 9,000 who remain with armed groups or who are currently awaiting further assistance will benefit under the new phase of demobilization and reintegration which is supported by the World Bank and the African Development Bank. While gender has not been adequately addressed during the first phase of the project, the pilot project under LEAP (Learning for Equality, Access and Peace program) which was implemented in Kindu and Maniema will be duplicated in other areas under the national program with a special focus on the social and economic reintegration of vulnerable female ex-combatants and vulnerable youth ex-combatants, who were demobilized as children but who are now adults.
28. Progress has been made in establishing the new executing agency of the project and addressing the old caseload for reintegration, but key concerns remain about the proliferation of “combatants” in eastern DRC (Kivus) and coordination and program response between the PNDDR and the Amani process. While the composition and profile of the various armed groups in the east varies, the issue of eligibility under the PNDDR remains; for example, many are ineligible but could pose a serious risk to the security of local populations. In addition questions were raised about the lack of a calendar for the processing of the remaining troops of FARDC (including the first Brigade) under the ‘*Tronc Commun*’ (identification, verification, and integration/demobilization).

Republic of Congo (RoC)

29. The MDRP-supported demobilization and reintegration project in the Republic of Congo closed at the end of February 2009. The project’s original objectives included demobilization and reintegration of 11,000 ex-combatants from the Pool ninjas (5,000) and the *Forces Publiques* (6,000), as well as the provision of reintegration support to 19,000 self-demobilized combatants (*auto-démobilisés*). Due to political reasons, notably a long delay in the readiness of the Pool ninjas to start the DDR process (disarmament of the ninjas began only on February 9, 2009), demobilization of the ninjas and the *Forces Publiques* was not achieved during the life of the project.
30. Nonetheless, significant progress was made in support to the 19,000 self-demobilized beneficiaries of the project, including: (a) 86% of beneficiaries received medical and psychosocial assistance; (b) 99% of beneficiaries received their 1st tranche of financial assistance for developing an income generating activity; 44% received both tranches of financial assistance; (c) 348 child soldiers received specialized support including income-generating activities, literacy training and assistance to acquire identity documents; and (d) 174 communities and over 14,000 people benefitted from conflict-prevention activities.
31. Recent surveys carried out by the Government indicated that 97% of beneficiaries estimated their income to be equal or greater than that of their civilian neighbors, 85% said that their income had improved due to their participation in the project, and 90% claimed to be able to support the essential needs of their families.

32. Several lessons were learned during the implementation of the project, including: (a) the need to take political dimensions into account as a key determinant of the success of DDR projects; (b) complementary financing pledged to projects should be available as early as possible to permit maximum use of this funding; (c) where liquidity is a problem for projects, alternate disbursement arrangements may need to be identified; (d) long delays can occur between the signing of grant agreements and the launching of operations on the ground, thus limiting the time available for project implementation; (e) the World Bank should avoid changing project task managers frequently as this can have detrimental impacts on the consistency of messages and approaches; and (f) the performance of technical assistance agencies brought on to support projects, such as external financial management units, should be carefully monitored and these agencies should be replaced as quickly as possible if they are found to be ineffective.
33. As of project close there remain several activities to be completed, including demobilization and reintegration activities in the Pool, as well as completion of delivery of assistance packages to self-demobilized combatants and follow up of current beneficiaries. The government of the RoC plans to undertake these activities and would welcome the financial support of its partners in this endeavor.

Rwanda

34. The Rwandan Demobilization and Reintegration Program (RDRP) was successful in demobilizing its Rwanda Defense Forces (RDF) and ex-FAR caseloads, but had more limited success in demobilizing armed groups (AG) members. Reintegration reached 88% of the original target of 50,000. The RDRP also implemented complementary activities for some beneficiaries as needs became apparent and specific partnership opportunities arose, including through labor intensive works, training in skills, adult literacy and numeracy, and other areas.
35. The RDRP made strong efforts to address the specific needs of vulnerable groups during this past phase. Access to services for the caseload of 230 women was increased through a strategy of affirmative action. A total of 674 children associated with armed groups received treatment for their physical and psychosocial needs and targeted reintegration support. Meanwhile, 6,740 of a target of 8,482 disabled/chronically ill ex-combatants received a combination of medical and psychosocial support. The RDRP constructed housing for ex-combatants identified as Category 1, or severely handicapped. Vulnerability Support Window grants allowed for specific additional support to applicants on the basis of objective vulnerability criteria.
36. A new phase of the RDRP is under development to: maintain Government capacity to demobilize and support about 5,500 remaining AG members; support reinsertion for up to 10,000 AG dependents; demobilize 4,000 members of the RDF; and complete reintegration support for remaining beneficiaries from the previous phase, and for ex-AGs who repatriated in wake of recent joint military operations between Rwanda and the DRC militaries. The World Bank appraisal for this proposed project is concluded. It will cost an estimated \$19 million over its 3-year lifespan, financed through \$8 million in World Bank IDA funds and \$2 million in Government counterpart financing. The remaining \$9 million will be secured through donor financing to be pooled in a single-purpose, multi-donor trust fund. In the meanwhile, the Government of Rwanda is using a retroactive financing mechanism for some activities and has already demobilized about 1,900 RDF combatants.

37. The new phase will incorporate a number of important lessons generated so far. The program will continue the model of strong national ownership, strong institutional capacities, and close collaboration with the World Bank. The Rwandan government also hopes to continue the exchange among regional stakeholders on issues of common concern that began under the MDRP framework, which the government believes was instrumental in RDRP's successes. At a programmatic level, the government will continue to conduct evaluation and analysis, involve communities in reintegration interventions, and provide specific support to vulnerable groups. Basic skills training, psycho-social support and other aspects will be strengthened.
38. Participants congratulated the Rwandan government, and stated that the program was worthy of study for its strong performance and success. Resolution of the issue of the "ex-FAR/Interhamwe," and the FDLR was a major concern for all participants, particularly in light of the closing of the MDRP. MONUC formally thanked the RDRP for its tireless efforts to receive all AGs that were ready to repatriate following recent military operations. The RDRP reiterated in this context that it continues to be ready to receive AG members at any time, and that strong sensitization efforts targeting these individuals must continue. It also stressed that any Rwandan can return to Rwanda at any time, either to settle, to get a passport and emigrate elsewhere, or to renounce or regain citizenship.

Uganda

39. The Amnesty Commission has learned several lessons during the implementation of the MDRP Special Project which closed in June 2007. Among these, the formal recognition of amnesty proved essential for the reintegration of reporters as it provided them legal and social protection. Reporters were generally positive about the amnesty process. However, the need to strengthen certain areas, such project management, support to women and children, or sensitization, was also identified.
40. Following the completion of the MDRP support, the Government of Uganda requested the World Bank to establish a multi-donor trust fund (MDTF) in support of remaining demobilization and reintegration efforts in Uganda.
41. The Uganda Emergency Demobilization and Reintegration Project (UgDRP) supports the Government's activities and is able to respond to new needs and developments. Particularly gender concerns are being mainstreamed in all activities of the Amnesty Commission.
42. Out of the projected US\$ 8.2 million required for the UgDRP multi-donor trust fund, almost US\$ 5 million have already been paid in by five donors. The Amnesty Commission has received an initial grant of US\$ 2.85 million from this MDTF in August 2008, particularly towards strengthened reintegration support. The MDTF resources are also available to fund demobilization and repatriation activities directly, for both LRA as well as Allied Democratic Forces (ADF). The appropriate UN or NGO agencies would be selected in each case. Procedures for such selection have been agreed upon.
43. The planning figure for the number of rebels and collaborators to be assisted in their return and reintegration by the Amnesty Commission and the broader UgDRP is 5,000. This is obviously an estimate, but unlikely to be too low.

44. DDR still needed in Uganda has been included in the Government's Peace, Recovery and Development Plan (PRDP) for Northern Uganda. The PRDP is being implemented, even though there is no formal peace agreement with the Lord's Resistance Army (LRA), the rebel movement that used to destabilize this region of Uganda. The Amnesty Commission will be responsive to the needs of LRA members as a result of the recently launched joint military operation against the LRA in Eastern DRC.
45. Support to disarmament efforts in the Karamoja region in Northeastern Uganda is part of the PRDP, but would not be included in the work of the UgDRP or the Amnesty Commission in general. The Amnesty Act applies to only those that rebelled against the Government.
46. The Amnesty Commission is planning to meet with MONUC in the near future in order to review current practices of return of the LRA members captured/rescued in the DRC. Some of the repatriations to date have indeed not been conducted through the preferred channels.

B. Conflict in the Great Lakes Region. Keynote presentation by Mr. Anthony Gambino, former USAID Mission Director in the DRC

47. Mr. Gambino discussed the crucial role of outside actors in the Great Lakes Region and gave a historical overview of the situation in the DRC.
48. Some countries have historically perceived the role of outsiders as problematic or even negative. However Mr. Gambino suggested that there is no alternative to ensuring peace and stability in DRC and in the whole region without the involvement of the international community.
49. Studying the history of the conflict in the DRC shows that the mandate of ONUC in the 1960's closely resembles that of MONUC today. In the late nineties, after the end of the Mobutu regime, a new set of international understandings began to take effect in the DRC. The World Bank could not become engaged because of the country's debt and the political unwillingness of Western states. But the lack of interest in stabilizing the Congo changed dramatically in 1998 when the conflict became regional and threatened the Great Lakes' stability.
50. Western countries helped broker a cease-fire at Lusaka in 1999 but in 2001 an intractable civil war with armies from five African states involved still raged. In 2006 DRC President Joseph Kabila initiated rapprochement with other leaders and organized successful elections. The lesson from this is that when the international community was willing to use heavy diplomatic pressure on the Congolese government, it made a difference.
51. Unfortunately donors reduced engagement after the successful 2006 elections although militias remained active throughout the country and especially in the eastern provinces. This partial disengagement proved disastrous. The government lacked capacity and public institutions and the military were weak. MONUC's mandate, which had been to ensure free and fair elections, became unclear. At the end of 2008 heavy fighting, massacres of civilians, sometimes with MONUC nearby, occurred. The UN renewed MONUC's mandate in December 2008 but without clarifying its focus.

52. Mr. Gambino concluded by stating that the engagement of the international community – including western states but also the African Union, the SADC and other African structures as well as international actors such as the UN, the IMF and the World Bank – is ever more needed in the Congo to help the country achieve the necessary progress that will lift it and the whole region out of conflict and poverty.
53. During the ensuing discussion, participants discussed the role of MONUC – to protect civilians and to perform DDR activities – and the need for additional troops and financial backing by the international community for the UN mission. New emerging actors in the country such as China and AFRICOM were evoked.
54. Participants also stressed the urgency to address the violence against women being perpetrated in the country. They noted that the Congolese state must bear responsibility for its civilians and be transparent. Natural resources were cited as the core of the issue in the region. Agriculture could provide the best chance of development.

C. MDRP Programmatic Evaluation

55. The MDRP Secretariat has commissioned a team of consultants to carry out an independent evaluation of the program. Mr. Arne Disch, Managing Partner at Scanteam and leader of the evaluating team, presented the objectives of the evaluation and the proposed process.
56. The evaluation will start with a review of the program's achievements in terms of number of combatants demobilized and reintegrated, and with an assessment of the security and peace situation in the GLR. The evaluating team will study available documentation (MDRP studies, country evaluations, comparative studies) and will carry out interviews with MDRP stakeholders (central and local governments, UN agencies, donors, World Bank staff, program beneficiaries, NGOs).
57. The specific design features of the MDRP will be reviewed to draw out explanatory factors. In particular, the team will assess principles of regional approach, international partnership, national ownership. They will also evaluate the MDRP governance structure, financing mechanisms, capacity and political will. The MDRP's governance structure including the role of the Bank and the MDRP Secretariat will be examined.
58. Finally the evaluation will draw out lessons and recommendations for future DDR programs, and will organize these thematically and by stakeholder. The consultants asked for close cooperation from MDRP partners in order to have access to relevant persons and documents.
59. Participants expressed concerns that the evaluation team would not be spending sufficient time in the field, however, the Secretariat clarified that all MDRP-financed projects would have their own independent evaluations and thus the role of field visits was mainly for SCANTEAM to understand the context under which the MDRP as a framework had operated. The evaluating team was asked to clarify the list of persons they will interview. Gender was suggested as an important topic to cover. MDRP partners asked for an overview of all evaluations that have been or will be carried out. Scanteam clarified that they will use the available independent evaluations to gather results and assess the overall program. Finally, it was noted that the

challenge faced by the evaluation team will be to assess a program that changed over time based on its premises at inception.

D. MDRP Secretariat Report: Closure and Transition

60. The MDRP Secretariat provided a final progress report on MDRP outputs and a retrospective overview of MDRP achievements, and discussed the activities related to the closure of the program (see Annex 3 for the presentation).
61. Out of the original goal of reaching about 350,000 combatants, the MDRP has attained 73% of its target for demobilization, 77% for reinsertion and 60% for reintegration. These numbers change to respectively 74%, 84% and 71% if adjusted figures were used rather than those in legal agreements.
62. **Combatants on foreign soil.** MDRP's role as a platform for various stakeholders to work together on this issue has been important. Despite various constraints, the Program has facilitated the repatriation of foreign armed groups, supported governments to provide reintegration in the countries of origin, built capacity at the local and national levels, and increased the knowledge base on armed groups.
63. **Analytical and Advisory Activities.** Since 2002, the MDRP has produced numerous technical studies and reports on reintegration, SSR, armed groups, child soldiers, gender, HIV/AIDS and psychosocial support to name a few. The amount of analytical work increased in the latter years of the program when the exigencies of establishing projects had decreased. Publications are available on the MDRP website.
64. **Technical coordination group** activities were organized regularly, fostering knowledge sharing and deepening the knowledge base among partners on monitoring and evaluation, gender, reintegration, and other topics.
65. The **Learning for Equality Access and Peace** (LEAP) program, the gender initiative of the MDRP launched in 2007, made important advances on its three main objectives: (a) mainstreaming gender technical assistance to MDRP clients; (b) establishing pilots and subprojects (e.g. support to economic and social reintegration of vulnerable female ex-combatants in Kindu; or training on trauma counseling and gender based violence in DRC); and (c) carrying out studies on gender. (See paragraphs 94 to 100 for further reporting on the LEAP meeting)
66. **Financial status.** Total contributions from donors to the MDRP multi-donor trust fund reach \$260.2 million. With disbursements projected to be \$260.5 million by the closing date, a small financing gap of \$300,000 remains. Co-financing from IDA amounted to \$192.9 million.
67. **Closing activities.** In order to finalize the closing of the Program, a few remaining activities need to be performed, i.e. to gather the last completion reports for national programs and special projects; finalize trust fund reporting; carry out the programmatic evaluation of MDRP (Scanteam); do an impact evaluation at country level, and close down the Secretariat.

68. In retrospect, the MDRP achieved very good results based on what it set out to do in 2002. The Program delivered on its partnership promise with several joint partner missions, 90% of DDR resources channeled through the MDRP trust fund, and 25 to 30 partners consistently engaged at country level. Knowledge generation, information sharing, technical support were also important achievements.
69. The Program experienced difficulties in certain areas, such as the definition of roles among partners, the way to address the political dimensions of DDR, the relationship between the World Bank and UNDP, the harmonization of databases, and the funding gap, which was eventually resolved
70. ***Moving forward.*** The results of the strategic review of 2008 led to addressing remaining needs through two channels: (a) single purpose trust funds to continue DDR activities in certain countries, and (b) a regional facility (the Transitional Demobilization and Reintegration Program - TDRP) to continue to accompany countries, consolidate MDRP results, and provide advisory services, technical assistance and a coordination framework.
71. ***Comments and Discussion.*** The regional approach of the MDRP was praised by several partners, with the acknowledgement that the Program had achieved significant results that would continue to bear fruit and promote stability in the region in the years to come. Some even suggested that the MDRP approach of donor coordination in support of peace processes should be replicated in other regions of the world.
72. It would be unfair to evaluate the MDRP based on unreasonable expectations that may have prevailed in its early days that DDR was to provide a solution to a range of issues. It is important to note the limits of DDR programs.
73. The MDRP was not able to establish a regional harmonized database of ex-combatants as it had set out to do initially. The techniques available then were not as advanced as biometric tools are now; moreover two programs (Angola and Rwanda) had already set up their own systems, which would have made retrofitting difficult. Finally, it appeared unlikely that countries would have willingly shared information about their ex-combatants caseloads. The negative impact this shortcoming may have had on the Program, with ex-combatants being processed more than once, was minimal thanks to the clear eligibility criteria established to increase the transparency of DDR processes.
74. Meeting participants welcomed the TDRP and the single purpose trust funds. They agreed that some countries would continue to need technical assistance and wondered whether sufficient funds would be available in the TDRP. However, it was explained that the objective of the TDRP is to remain small and would be a fund of last resort. It will aim to bolster national capacity and linkages with other development initiatives to ensure that once it closes in 2012, remaining needs can be addressed through the broader development agenda.
75. National ownership for implementation of DDR programs was deemed essential, and some wondered whether granting representatives from beneficiary governments a seat in the new trust fund governance structure would result in an increase in ownership. Participants also stressed the importance of the political dimension in DDR processes, and asked that the TDRP facilitate

this essential inter-country dialogue, especially for combatants on foreign soil, and associate NGOs into the process.

76. Some voiced concern that establishing LEAP II as a separate trust fund outside of TDRP may lead to some of the issues encountered before LEAP I existed, notably the difficulty to retrofit gender aspects in ongoing DDR operations. Gender disaggregated data for all countries, although not available in the presentation, are routinely provided in the MDRP status reports available online. Potential synergies between the future TDRP and the UN agencies on analytical work were underlined.
77. The technical team for the TDRP will be housed where the MDRP Secretariat currently resides, in the World Bank Africa Conflict and Fragile States unit. The MDRP Secretariat will work diligently to set up the new trust fund over the next months. It will provide a timeline to partners as requested.

III. Conclusion

78. Challenges remain in the Great Lakes region despite the excellent results achieved by MDRP partners. Lessons, notably those drawn from the MDRP evaluations, will need to be taken into account in emerging partnerships. The World Bank and United Nations framework agreement already represents an important step forward for close collaboration at the policy level. The TDRP and LEAP II programs will also continue on the path set by MDRP.
79. The chairs thanked all participants for their presentations and contributions and closed the Advisory Committee meeting.

IV. Eastern DRC Side Meeting

80. The current situation in relation to the armed groups and the national program (PNDDR) was presented by the UEPN. In addition an overview and analysis of the current profile of the armed groups operating in the Kivu's were presented by the MDRP Secretariat following a mapping exercise it has been carrying out since late 2008.
81. While the term "Eastern DRC" has been used widely in relation to reports on the conflict in the eastern part of the country, the national program has highlighted that in fact, Eastern DRC includes north and south Kivu, Ituri, Maniema and parts of Katanga and that globally these areas have vast amount of natural resources which in themselves contribute to the ongoing problems that they are facing today.
82. While a number of armed groups are currently active in North and South Kivu, many more were "born" with the Goma conference on peace and development. In relation to the national program and the eligibility issue, following the signing of the Goma peace agreement (Amani process), the CNDP (previously under the leadership of Nkunda) has been allowed an accelerated process to join the army while all other eligible groups will be processed according to the criteria outlined in the PNDDR and the Joint Operations Manual (in relation to weapon/man ratio). An estimated 2,000 individuals will be demobilized.

83. In addition, new agreements have been signed between the government of the DRC and the Governments of Rwanda and Uganda on joint military operations to address respectively the problem of the FDLR and LRA.
84. The mapping exercise has allowed for a more realistic overview of the composition of the armed elements in the east. The current findings highlight that there are approximately 10,653 combatants of whom 156 are women and 492 are children. Of this number only 6,762 would be eligible to be processed under the *Tronc Commun* for army integration/demobilization. As with the analysis of the UEPN, it is estimated that just over 2,000 will be demobilized.
85. The key concerns highlighted during the meeting were the following: (a) identification and arrest of those accused of human rights abuses – including the recruitment of children; (b) the continued abuse of human rights especially the rape of women; (c) ongoing insecurity and access by humanitarian agencies to certain areas where IDP numbers remain high; (d) commitment by the groups to refrain from violence against local populations; and (e) launching of the stabilization plan to provide assistance to targeted communities.

V. Trust Fund Committee Meeting

86. The MDRP Secretariat reported on MDRP finances as of March 2009, with a review of total contributions to the MDTF (\$260.2 million), and status of current (\$244.1 million) and future (\$16.4 million) disbursements. A small financing gap of \$300,000 will remain at the time of MDRP closure in June, which will be covered by a pledge from Finland to the transition program.
87. The MDRP Secretariat presented an analysis of how MDTF contributions and disbursements changed over time, a breakdown of IDA and MDTF contributions in countries that received resources from both sources – thus pointing to how the MDTF has leveraged IDA; a breakdown of all funding sources for MDRP operations (MDTF, IDA and bilateral) – thus demonstrating synergies across funding; and an overview of funds leveraged by the MDRP for follow-up operations in Uganda, DRC, Burundi and Rwanda.
88. The follow-up program, the Transitional Demobilization and Reintegration Program (TDRP), is in the process of being established. The fund would total approximately \$32 million, mostly from AfDB (\$21 million) and other MDRP donors. It is expected that the TDRP become operational in May/June 2009.
89. A full summary of the TFC meeting has been prepared for TFC members.

VI. Technical Coordination Group Meeting

90. The MDRP Technical Coordination Group (TCG) met with members of the evaluation team (*Scanteam*) who has recently started the independent evaluation of the overall MDRP. Scanteam outlined the purpose and methodology of the evaluation and circulated the terms of reference of the exercise.

91. TCG members shared with the team some general concerns and challenges in the implementation of the MDRP in their countries. They also indicated their interest in being more involved in the various evaluation processes. They noted that many evaluation teams have already visited their countries.
92. TCG members then reviewed in turn the results and objectives planned in their national projects. They stressed that evaluating projects against current results was sometimes inadequate considering the general economic situation of the country or the political processes. They welcomed the opportunity to provide necessary documentation for the evaluation team and to introduce Scanteam to key stakeholders in their respective countries
93. Scanteam indicated that it would share the inception report with the TCG members before their field visits planned for April 2009. It confirmed that the evaluation will be independent and that the final evaluation report would reflect possible differences in views on certain issues. The draft final report would be circulated to TCG members for comments.

VII. LEAP Meeting

94. Pia Peeters, Task team Leader for LEAP, reported on the progress of the first phase of LEAP activities and presented a new follow-on program to be established as a free-standing multi-donor trust fund. LEAP II would support gender-sensitive activities related to insecurity and violence in conflict-affected and post-conflict countries in Sub-Saharan Africa (SSA).
95. Key results of LEAP I include: (a) improved programmatic responses of ongoing MDRP projects at all levels; (b) identified innovative ways to strengthen gender approaches in DDR; and (c) improved understanding of gender and DDR through empirical data and evidence. Key constraints of the first phase include limitations to address gender in already developed DDR programs (with limited or no attention to gender and/or budget), and the presence of gender and conflict issues beyond the scope of DDR programs, such as gender-based violence (GBV), women associated with fighting forces (WAFF), and vulnerable male youth.
96. LEAP II would address the above-mentioned key constraints of LEAP I. The objectives of LEAP II are to mainstream gender in DDR programs in the GLR being supported by the TDRP; to support innovative gender approaches to address gender issues related to conflict and post-conflict settings, with a focus on GBV, WAFF, and young men at-risk; and to generate knowledge and good practice on addressing gender and conflict issues in SSA. Activities will focus on: mainstreaming gender in DDR programs from their inception; supporting projects on GBV in DRC and young men-at-risk in Uganda; and generating knowledge on gender and DDR and gender and conflict through impact evaluations as well as national and international workshops. LEAP II will be funded under a separate multi-donor trust fund from the TDRP due to its different scope in terms of beneficiaries (beyond ex-combatants), geography (SSA with a focus on the GLR), and timing (potentially beyond TDRP).
97. The next steps for LEAP II include: conducting an internal review meeting at World Bank; setting up the trust fund; mobilizing donor support (agreement from Denmark confirmed); and

launching activities, expected by July 1, 2009. The MDRP/World Bank will follow up with donors separately.

98. Donors raised questions about whether LEAP II would be duplicating current efforts in GBV programming, particularly in DRC where numerous agencies are already working on this issue. Pia Peeters confirmed that a mapping study of national and international organizations working on GBV in eastern DRC was conducted in 2008 under LEAP I to identify gaps in GBV programming and prevent a duplication of efforts. This mapping study, along with identification missions to Kinshasa, Maniema and South Kivu, identified critical gaps to address gender and violence in eastern DRC (such as psychosocial support for victims of GBV) and helped inform the World Bank programming on this issue.
99. Donors raised further questions about whether LEAP II would encourage regional knowledge sharing on gender & conflict. It was confirmed that LEAP II foresees a number of knowledge sharing activities, such as a regional workshop on GBV co-financed with the AfDB.
100. It was confirmed that the World Bank is also funding gender and conflict programming in Africa (i.e. pilot project on GBV in eastern DRC funded by the State and Peace Building Fund). Finally, there was a general discussion on the need to go beyond remedying the symptoms of GBV in DRC to get to the root of the problem. Among other ideas, donors and AFTCS staff discussed creating a dialogue across disciplines for knowledge sharing.

VIII. DDR Policy Forum

101. On the last day of meetings, MDRP Partners were joined by DDR experts and practitioners to discuss the MDRP in the context of current thinking on DDR. About 100 participants came together to discuss their experiences, in particular how programs such as the MDRP fit into the broader context of peace and state building, regional stabilization, and acted as a response in post-conflict settings.
102. The forum was organized in two parts, with the morning focused on the evolution of the policy environment as it pertains to DDR and the MDRP, and the afternoon centered on specific design features of the MDRP. The first session presented a retrospective of work in post-conflict recovery and DDR over the past 15 to 20 years, as well as a review of the linkages between DDR and security sector reform. The second session addressed how DDR programs interlink with early recovery processes and transitional justice. As illustration to the theory, the process that led to the recovery strategy for Northern Uganda was presented. The third session was on the ongoing debate between community-based versus individual approaches to reintegration. The fourth and final session dealt with the design features of MDRP as a regional program and how these could apply to other regional initiatives.
103. A full report of the DDR forum is available in Annex 4.