

# MULTI-COUNTRY DEMOBILIZATION AND REINTEGRATION PROGRAM

## ADVISORY AND TRUST FUND COMMITTEE MEETING

Paris, France

April 29-30, 2003

### Report of Proceedings

#### I. Background and Introduction

1. The Multi-Country Demobilization and Reintegration Program (MDRP) for the Greater Great Lakes Region is a World Bank coordinated initiative that brings together over 30 donor and UN partners in an effort to address the challenges of demobilization and reintegration of formal and informal armed groups of the countries involved in or affected by the conflict in the greater Great Lakes Region<sup>1</sup>. This initiative is outlined in the document *Greater Great Lakes Regional Strategy for Demobilization and Reintegration*,<sup>2</sup> endorsed by partners and the Board of the World Bank in April 2002. The MDRP Multi-Donor Trust Fund (MDTF), administered by the World Bank, was established in May 2002 in support of the regional program.

2. This report summarizes the proceedings of the second MDRP Advisory Committee (AC) and Trust Fund Committee (TFC) meeting held in Paris on April 29-30, 2003. The purpose of the meeting was to: (i) update donors and partners as to the progress made to date under the MDRP, (ii) discuss a number of thematic as well as country-specific issues with a view to enhancing the MDRP's relevance on the ground, (iii) seek the endorsement of donors on an MDTF grant in support of the Angola national program, and (iv) discuss upcoming plans under the program and specific next steps to follow up on recommendations made by partners in the course of the meeting. *Attachment 1* of the report contains the meeting agenda.

3. The MDRP Partners' meeting was attended by representatives from 9 donors, 11 UN and other multilateral organizations, and representatives from the Technical Coordination Group. The full list of participants is contained in *Attachment 2*. The remainder of the report summarizes the discussions and results of the meeting, and highlights agreed-upon next steps.

4. The MDRP AC and TFC meetings were preceded by a meeting of the Technical Coordination Group (TCG) comprised of representatives of seven of the greater Great Lakes countries. The TCG meeting served to update the members, the MDRP Secretariat, and interested partners on progress made and challenges encountered in the area of disarmament, demobilization and reintegration in their respective countries. Highlights of the TCG meeting were presented to the MDRP Advisory Committee meeting the following day.

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<sup>1</sup> For the purposes of the MDRP these countries are : Angola, Burundi, the Central African Republic, the Republic of Congo, the Democratic Republic of Congo, Namibia, Rwanda, Uganda, and Zimbabwe.

<sup>2</sup> World Bank Report No. 23869-AFR, dated March 25, 2002.

## II. Results of the Meeting

5. *Opening Remarks.* The meeting was opened by the co-chairs from the French Ministry of Foreign Affairs and the World Bank. Both speakers welcomed the partners to the meeting, and saluted the progress made to date in operationalizing the MDRP concept endorsed just one year earlier. They recalled that the ultimate success of the program would depend on the outcome of the political dialogue in the region and noted that, in view of recent developments in the different peace processes, progress under the MDRP was particularly timely. They stressed that the systems put in place would be tested in the months to come and urged the Secretariat and MDRP lead agencies to focus on implementation and speedy and flexible response to windows of opportunity as they opened. The co-chairs also highlighted the key role that the governments of the region play both in the search for peaceful solutions to the conflicts of the region as well as in the implementation of the MDRP. They finally appealed to donor partners to remain actively engaged at such a critical juncture. *Attachment 3* contains the text of the two opening statements.

### Advisory Committee Meeting

6. *Review of On-going Activities.* The MDRP Manager provided an overview of progress to date under the MDRP (see *Attachment 4* for the Overall MDRP Progress Report). He noted in particular the following:

#### National Programs

- Angola: an IDA grant of USD 33 million in support of the Angola Demobilization and Reintegration Program was approved by the World Bank Board of Directors on March 27, 2003.
- Burundi: a series of missions had been fielded resulting in closer MDRP partner coordination, increased leadership on the part of the Government of Burundi, and initial preparatory activities for a national program.
- CAR: a joint UNDP/MDRP/World Bank mission was fielded in February that agreed, with the previous government, on the need to reformulate the UNDP-supported National Disarmament and Reintegration Program.
- Congo: a joint EC/UNDP/MDRP evaluation of DDR activities resulted in recommendations for a process to develop a national program, and a decision by the EC to finance a UNDP project (EUR 731,000) in support of the disarmament and reintegration of militia in the Pool region; a timely development in light of the recent Pool peace agreement.
- DRC: An MDRP partner mission was carried out in February and UNDP has begun drafting an interim DDR strategy as recommended by that mission.
- Rwanda: implementation of the national program progresses steadily, though reintegration is encountering some challenges and social and economic reintegration efforts require strengthening. An MDRP Trust Fund grant agreement in support of the RDRP was signed on April 18, 2003.

- Uganda: a fact-finding mission was fielded in response to a Government request for assistance, and looked at institutional arrangements, the on-going defense review, and possible interim support mechanisms through a special project.

### Special Projects

- The special project procedures were formally approved in April 2003, together with the first special project proposal (for child soldiers in the DRC). It was noted that this process of approving the procedures, and the first project proposal, had taken more time than expected given the unique nature of the special projects. While the MDRP Secretariat could have sought waivers of standard Bank procedures to accelerate the approval of the first project, it was felt that the additional time required to finalize the procedures was warranted to help ensure more rapid processing of future proposals based on a clear process that fulfills Bank requirements for quality and safeguards (see *Attachment 5* for an overview of the special project cycle). However, it was noted that the speed of special project approval was equally dependent on the quality of initial proposals, the responsiveness of implementing partners to proposed revisions, as well as the overall processing procedures.
- Local ad hoc committees (LACs) have been established in Kinshasa, Bujumbura and Luanda, and one is being established in Kampala.
- One special project has been approved and one is in the final review process. Three additional projects have been reviewed by the respective LACs and are undergoing final revisions.

### Staffing

- Four MDRP demobilization and reintegration specialists and a program language assistant have taken up their posts at headquarters and in the field.
- The recruitment of an operations analyst is in its final stage.
- A consultant database has been set up.

### Coordination

- Interagency collaboration has improved through regular dialogue. In particular, DPKO and the MDRP Secretariat have reached a better understanding of the respective responsibilities in the DDR process to facilitate stronger links between the disarmament and demobilization phases. Continued discussions with UNDP have clarified issues of procurement and program support costs under special projects.
- In-country coordination has been enhanced through the lead agencies, especially in Burundi and the DRC.

7. The MDRP manager concluded his presentation stressing that although some substantial progress had been made on both programmatic and technical levels, and coordination had improved, there was no room for complacency given that full-scale implementation of DDR in the region was just beginning. He added that further consolidation of the positive political developments and progress in the general security environment in the region would be needed before substantially expanded programmatic activities could be undertaken.

8. *Comments and Discussion.* In response to the opening presentation, partners:

- welcomed the finalization of a streamlined process for the review and approval of special projects, and expressed their hope that the implementation of this process would prove flexible and allow for prompt and adequate response to emerging needs. It was agreed that the Secretariat would regularly inform MDRP focal points of progress under the special project window through a monthly update;
- suggested that it would be useful to clarify the role of the MDRP regional representatives vis-à-vis the lead agencies and the World Bank field offices;
- requested more action oriented reports focusing on issues and obstacles encountered that are within the scope of the program to address so that these issues can be discussed among partners. Partners also requested that documentation for the AC/TFC meetings be submitted five to ten business days ahead of the meetings to allow adequate time for consultations within their agencies and governments especially for funding decisions; and
- noted that more active involvement of the MDRP on the ground (eg. Burundi) had resulted in a proportional increase in the quality of the analysis, and recommended that this be generalized across all MDRP countries.

9. The first session closed with statements from the representatives of the United States and the African Development Bank. The U.S. representative noted that although the U.S. Government continued to operate under legislative restrictions that affect its ability to contribute to an unrestricted trust fund, it strongly supported reintegration activities in the Great Lakes region and would continue to do so in the future. He added that the U.S. Government would work in close coordination with country-specific programs and that USAID missions were financing activities that would complement trust fund-supported initiatives. The AfDB representative noted that the regional organization had been following closely MDRP activities from the outset and that it intended on getting more involved in the partnership. In this regard, he noted that the AfDB was considering engaging in a DDR related project in Angola.

10. The Advisory Committee meeting proceeded with an open discussion of the following thematic issues.

- *Missions and meetings.* Partners agreed that semi-annual meetings of the Advisory and Trust Fund Committees should be maintained and continue to take place over a two and a half day period, allowing for a first day of TCG-led country focused discussions. Partners decided that there should be only one joint supervision mission per year which will be fielded ahead of the autumn meeting. Other joint missions should be undertaken as needed. It was noted that a number of additional missions linked to program preparation, implementation and supervision cycles, or in support of the work of the lead agency on the ground would take place as required. It was agreed that partners would be notified of these missions with as much lead time as possible and invited to participate as appropriate.
- Proposed *guidelines for lead agencies*, designed to help ensure consistent implementation of responsibilities across MDRP countries, were discussed. It was agreed that final partner input would be provided electronically by May 15, 2003.
- *Discrepancies in information sharing between headquarters and field offices of partners.* To help bridge this gap, the Secretariat will ensure that information flows further improve and

that MDRP focal points as well as their field representatives receive regular country specific information and updates, including advance notice of mission dates and terms of reference, and mission reports. The system used for information sharing on the Angola DRP was recommended for replication for other MDRP countries;

- *Links with political processes.* Partners agreed that technical DDR aspects should be introduced in the peace process as early as possible to ensure that relevant agreements are realistic and implementable. They echoed the chairs' call for strengthened links with other processes running in parallel to DDR activities such as the political dialogue, discussions of disarmament, cantonment, security sector reform and other recovery and reconstruction efforts. It was noted that more in-depth political analysis of the evolution of the situation on the ground, in collaboration with local partner representatives, would further enhance the quality of national programs and other MDRP activities and encouraged the Secretariat to continue strengthening this aspect of its country analyses. The partners also requested that the Secretariat prepare a discussion paper on the linkages between DDR and security sector reform.
- *Program targeting, secondary beneficiary groups, and linkages with other recovery and reconstruction programs.* Partners reconfirmed that the main target beneficiary group of the MDRP should remain ex-combatants as originally defined in the program strategy document and it was recommended that the program should seek to ensure that all combatants are fairly identified as such. However, recognizing the complex nature of other vulnerable groups associated with fighting forces (including non-combatant women, children and disabled), the AC requested that the Secretariat prepare an options paper on how the MDRP might help in addressing the needs of these other groups through linkages with humanitarian, reconstruction and other recovery efforts. In this context, the Angola project just approved for Trust Fund financing was cited as a good example, consistent with MDRP principles, of non-discriminatory practices toward women associated with fighting forces. Members of the AC encouraged the Secretariat to continue supporting such practices throughout implementation of national programs and special projects.

11. The Advisory Committee meeting also discussed the following country-specific issues.

- As agreed to in the **Burundi** partners mission of February, the Advisory Committee recommended that a common position of the MDRP partnership be defined on key issues such as cantonment, sequencing of political and military integration, sensitization, etc. The importance of bi-lateral support to the African peacekeeping mission, the cantonment phase, and assisting Government on the question of security sector reform was also highlighted. The AC further recommended that a permanent MDRP presence be established in the country.
- In response to the Government of the **CAR**'s call for assistance from the MDRP in support a national DRP, it was agreed that UNDP, as lead agency, would consult with Government and partners on the timing and TORs of a technical identification mission as soon as possible.
- It was also agreed that UNDP should serve as lead agency in the **Republic of Congo**, and that its representative in Brazzaville would follow up with Government on the timing and TORs of a mission to look at the preparation of a national program.

- **DRC:** DPKO presented an overview of the role MONUC could play in assisting the Congolese meet the essential objectives of the Transitional Government, highlighting the following four priority areas: i) the consolidation of international political coordination, ii) supporting the establishment of an environment conducive to the holding of elections (security sector reform, DDR, police and rule of law), including the electoral process; iii) an increased military observer and civilian presence in the East to assist local parties in resolving conflict; and iv) the continuation of DDRRR efforts. MONUC complemented the presentation with an overview of status of and challenges for the DDRRR component of MONUC's mandate. Full presentations can be found in *Attachment 6*.

UNDP presented an interim strategy for the development of a national DDR program (see *Attachment 7*), which follows from the recommendations of the February partners mission. UNDP highlighted that the technical preparations would be in harmony with the political efforts to consolidate the transition and guarantee national participation in the preparation process. The strategy would include an assessment of ongoing DDR activities, include a strategy for child soldiers, establish a technical working group, seek to foster a common vision for DDR in the DRC, reinforce the capacity of host communities to welcome demobilized ex-combatants and see to the repatriation of ex-FAZ/FAC from the Republic of Congo. UNICEF informed partners that a seminar had taken place in Kinshasa in April as part of the preparation of an interim strategy for the demobilization and reintegration of child soldiers, adding that a preliminary strategy and associated workplan would be presented shortly.

In response to UNDP's presentation, partners:

- stressed that priority should be given to the development of a national program and highlighted the importance of national ownership and of the role of the government in the process. Partners emphasized that Congolese participation in the Technical Working Group was key, adding that the identification of a single national body by government was necessary to ensure consistent dialogue;
- suggested that TORs for the Technical Working Group be developed and stressed that the group should be technical, and not political in focus;
- noted that UNDP, as lead agency, represented the MDRP partnership and that this should be reflected in the interim strategy document. It was also stressed that the national program should be fully consistent with MDRP funding requirements;
- pointed to the need to examine the situation of the Mai-Mai and propose a strategy to address the issue;
- underlined the importance of establishing links between the interim strategy and MONUC's joint operations plan; and
- noted the importance of close coordination with security sector reform efforts.

UNDP assured partners that they would take their comments into account and that they would remain flexible in their approach. Partners further enquired about the status of the Rapid Response Mechanism UNDP had introduced at The Hague partners' meeting. While UNDP noted that the mechanism was yet to be developed, it was agreed that the initiative could be presented to the DRC LAC as a special project for consideration.

- **Uganda:** A dual approach is being envisaged with the immediate preparation of a special project for irregular forces, while the preparation of a national program would await the conclusion of the defense review currently underway and draw from its findings.

12. A representative of the Special Representative of the UN Secretary General (SRSG) for the Great Lakes provided an update on preparations for the proposed International Peace Conference. The office of the SRSG is working closely with the African Union on this initiative, as well as with MONUC and with UNDP on issues related to the control of small arms. It is envisaged that the conference, which can only be held after compliance with Lusaka and Arusha agreements, will be articulated around three main themes: i) peace and security, ii) democracy and good governance and iii) development and economic integration. Each country in the region is appointing a focal point to advance the conference agenda and to ensure the active participation of the countries concerned in the preparation of the conference. The role that the MDRP could play in this initiative would then be clarified.

### Trust Fund Committee Meeting

13. *MDRP Trust Fund Progress to Date.* The MDRP/TF Administrator provided an update on the status of the Trust Fund and noted that as of the end of March, the Bank has signed agreements with all 11 donors for long-term contributions to the MDRP valued at approximately \$190 million. Based on projected Trust Fund receipts and program disbursements, it was estimated that the MDRP Trust Fund cash-flow (*Attachment 4, Annex 3a.*) would remain healthy through the end of calendar year 2003. However, beginning in 2004, and depending on the speed of national program implementation, the Trust Fund may need to raise additional funds to cover projected commitments.

14. *Discussion and Decisions on MDRP Activities.* In requesting the endorsement of the MDRP Trust Fund Committee (TFC) for a grant of approximately USD 50 million<sup>3</sup> for the Angola Demobilization and Reintegration Program (ADRP), the MDRP Secretariat and the Government of Angola's national program representative presented a summary of the ADRP for TFC consideration. The Trust Fund Committee **endorsed** the MDTF grant for Angola as well as **supported** the speedy processing of the special project designed to assist the reintegration of UNITA ex-combatants while national program implementation mechanisms are being established. Given Government commitment (indicated in its letter of demobilization policy) to shift public sector investment from military to social sectors, coupled with concerns regarding public sector financial management, the partners requested a briefing to be presented at the next meeting of the TFC on progress made in improving Angola's public financial management practices (in particular, budgetary allocations).

### Advisory Committee Meeting (continued)

15. *Discussion of Further Actions to be Taken.* Following the Trust Fund Committee meeting, the Advisory Committee concluded by identifying next steps and agreeing upon the MDRP work program for the next six-month period (*see Attachment 4, Annex 4*). The key activities indicated for the upcoming semester include:

<sup>3</sup> MDRP estimates that the current funding gap for the ADRP is \$53 million of which the special project with UNDP will provide for an estimated \$3 million in reintegration support.

- Support to the Government of Burundi in preparing a national program (May/June) and initiating implementation, current peace initiatives allowing;
- Support to the Government of Uganda in taking stock of lessons learned during previous demobilization and reintegration efforts (June/July);
- Finalization and implementation of the interim DDR strategy in the DRC (May-September);
- Assessment and/or identification missions for a national program in CAR and Congo/Brazzaville (dates to be decided for both missions);
- Review, final approval and contracting for special project activities in Angola (May), DRC (May-June), Burundi (June) and possibly Uganda;
- Support monitoring and evaluation workshop for TCG members (July) and continued support of DRC-Rwanda cross-boarder communications efforts;
- Launch MDRP website (June);
- Recruit new program manager (August/September);
- Joint MDRP supervision mission (September); and semi-annual MDRP Partners meeting (October).

### III. Closing Remarks and Next Steps

16. *Closing Remarks.* The World Bank co-chair closed the meeting with a statement (*see Attachment 8*) summarizing the discussions and agreements of the AC/TFC. The co-chair reiterated the progress made under the MDRP to date while reflecting on the continued challenges in the region and for the program. As part of efforts to further strengthen MDRP efforts, the co-chair highlighted the need to improve information sharing and flow between partners and maintain an annual joint supervision mission schedule. The chair recalled committee support for the early introduction of DDR issues into regional peace processes, maintaining the core target beneficiary group of the program to ex-combatants while seeking ways to ensure that other vulnerable groups are catered for through parallel means, developing a more closely unified vision among partners of likely program design in Burundi, and support for the African peacekeeping force. The co-chair noted the endorsement of the Angola DRP grant under the MDRP Trust Fund, recommendation that a longer-term MDRP presence be established in Burundi, and support to the Governments of CAR and Congo/Brazzaville in national program design. Finally, the co-chair welcomed the actions taken in the DRC by UNDP to initiate the process of developing an interim DDR strategy in close partnership with the Congolese authorities and MDRP partners.

17. *Next Steps.* The chair concluded by highlighting the key actions to be taken as a result of the discussions and decisions made in the meeting. These include:

- Finalize Angola DRP grant agreement under MDRP Trust Fund;

- Expedite special project proposal approval and grant agreements for DRC, Angola and Burundi;
- Undertake assessment and/or identification missions to CAR and Congo/Brazzaville based on final TORs and schedule to be developed by UNDP and MDRP partners in-country;
- Prepare a position paper on the links between security sector reform and DDR, an options paper on supporting other vulnerable groups associated with fighting forces, a report on Government of Angola progress in public sector financial management efforts, and a note aiming at providing a unified vision for Burundi;
- Improve the timeliness of reporting and information sharing among partners regarding MDRP and general DDR initiatives.

18. It was agreed that a follow-up joint MDRP supervision mission would be carried out approximately in September 2003, which would provide an important basis for the next MDRP Advisory and Trust Fund Committee meeting in October. UNICEF reiterated their offer to host this next meeting in Nairobi, provided security conditions allow.

19. As a final note, the World Bank co-chair informed the MDRP Advisory Committee that Markus Kostner would be stepping down as the MDRP Manager as of May 1, 2003, to continue full time in his responsibilities as Lead Specialist for Conflict and Development in Africa. The chair expressed his deep appreciation to Markus for his tireless efforts in making the vision of the MDRP a reality and the partners added their own words of thanks for Markus' unflagging energy and commitment to the process and outcome. The chair assured the MDRP partners that the Africa Region of the World Bank was seeking a highly qualified candidate for the position of MDRP Manager, as a matter of the highest priority, and expected to have someone in post before the next partners' meeting. In the meantime, MDRP Trust Fund Coordinator Sean Bradley would manage the day-to-day operations of the program, while Markus would remain available to advise on key issues.

## Attachment 1

### AGENDA

#### Monday, April 28

**Technical Meeting: Country Progress** (Technical Coordination Group (TCG) and interested MDRP Focal Points)

8:30 Registration / coffee

9:00 Country Reviews - during this session, TCG members will make a short presentation of achievements and challenges in their respective countries. Each presentation will be followed by a short discussion period.

12:30 Lunch break

14:00 Country Reviews - continued

18:00 Session ends

#### Tuesday, April 29

**Advisory Committee Meeting** (MDRP partners)

8.30 Registration/coffee

9.00 Welcome and opening remarks by the chair (Emmanuel Mbi)

9.15 Session 1: Overall review of activities to date

- Programmatic
- Administrative - MDRP Secretariat
- Procedures

10.00 Session 2: Discussion period – review of the last six months; other possible issues for discussion: mission/meeting organization, country coordination/lead agency responsibilities, link to political processes, etc.

12.30 Lunch break

**Trust Fund Committee Meeting** (TF donors)

14:00 Multi-donor trust fund: progress to date

14:15 Actions on national programs

15:15 Update on special projects

16:30 Update on regional initiatives

18:00 Reception for all participants

Wednesday, April 30

**Advisory Committee Meeting** (continued)

8:30 Discussion on DDR issues in the DRC and the greater Great Lakes region

10:30 Work program April – June 2003

11:00 Coffee break

11:15 Any other business

- Strengthening coordination
- Strengthening involvement of regional organizations
- Next meeting – where and when

12:30 Closing remarks

13:00 Lunch

END of MDRP Partners Meetings

## Attachment 2

### LIST OF PARTICIPANTS

#### **Belgium**

Ms. Sophie da Câmara  
Expert, Central Africa  
Director General for International Cooperation

Ambassador Koen Vervacke  
Roving Ambassador for the Great Lakes  
Ministry of Foreign Affairs

#### **Canada**

Ms. Frances Tanner  
MDRP Focal Point  
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Mr. Patrick Hébert,  
Second Secretary of the Canadian Embassy to France

#### **France**

Mme. Aline Kuster-Ménager  
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Direction Générale de la Coopération et du Développement  
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Ministère des Affaires Étrangères

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#### **Germany**

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**United Kingdom**

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**USA**

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**GOVERNMENT PARTICIPANTS**

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Ministry of Defense

**Central African Republic**

Colonel Jules Bertrand Ouande  
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Mr. Aleck Gaspard Soupene  
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**Democratic Republic of the Congo**

Mr. Sébastien Limbaya Kirongozi  
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Mr. Michel Ngakala  
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Haut Commissariat à la Réinsertion des Ex-combattants

Mr. Joseph Mbossa  
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Mr. Valérien Mudoy  
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Mr. Henri Dimi  
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**Rwanda**

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**Uganda**

Major General Emilio Mondo  
Executive Secretary  
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**MULTILATERAL INSTITUTIONS**

**African Development Bank (AfDB)**

Mr. Nadji Safir  
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Mr. Justin Murara  
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**MONUC**

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**United Nations Development Program (UNDP)**

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Mr. Herbert M'cleod  
Resident Representative in the DRC  
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Ms. Judith K. Suminwa  
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Ms. Rajakumari Jandhyala  
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Ms. Marie Dimond  
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Ms. Stéphanie Kuttner  
Regional Focal Point  
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Bureau for Crisis Prevention and Recovery

**UNESCO**

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**United Nations High Commissioner for Refugees (UNHCR)**

Ms. Elizabeth Tan  
Office of the Director  
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**United Nations Children's Fund (UNICEF)**

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Child Protection Section  
Program Division  
UNICEF Headquarters

**World Bank**

Mr. Emmanuel Mbi  
Country Director  
South-Central Africa and the Great Lakes

Mr. Markus Kostner  
MDRP Manager

Mr. Sean Bradley  
Trust Fund Administrator  
MDRP Secretariat

Mr. Gregory Alex  
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Ms. Roisin De Burca  
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Mr. Kees Kingma  
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Mr. Adriaan Verheul  
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MDRP Secretariat

**Attachment 3.a**  
**Opening Remarks, World Bank Co-Chair**

MDRP Partners' Meeting - World Bank Office, Paris, France  
April, 29-30, 2003

Opening remarks by Emmanuel Mbi,  
World Bank Country Director, South-Central Africa and the Great Lakes

Dear Friends and Colleagues,

- **It gives me great pleasure to see so many of you here today** as we meet again to discuss how we can move forward on our common agenda in pursuit of the consolidation of peace and stability in the Greater Great Lakes region. I see many familiar faces, as well as some new ones. Many of you have traveled long distances to get here, particularly our colleagues from the region, and I extend a warm welcome to all of you.
- A year has passed since the launch of the MDRP last April, here in Paris. Looking back, one can see that **the concept we endorsed then has begun to take hold** and that MDRP operations are beginning to take off. At the same time, **we still have a considerable distance to go.**

*Let me start with the progress so far*

- **Since our last meeting in the Hague in November 2002, the Program has continued to make progress** towards achieving its stated objectives, which are:
  - to provide a comprehensive framework for disarmament, demobilization and reintegration for the Greater Great Lakes region;
  - to establish a consistent mechanism for donor coordination and resource mobilization; and
  - to serve as platform for national consultative processes.
- **The MDRP is now active in seven countries**, two of which (Angola and Rwanda) have now met all requirements for support under the MDRP framework. This attests, first and foremost, to the courage and commitment of the Governments involved, but also to the dedication and hard work of all MDRP partners. I congratulate you all on these important achievements. Other countries have taken important steps toward meeting the criteria for support under the MDRP.
- **We have also seen important progress on the administrative and management side** of the Program. To serve MDRP partners better, the MDRP Secretariat is now fully staffed at headquarters as well as in the field with a permanent presence in Kinshasa and Kigali. Allow me to urge you to introduce yourselves to the new Secretariat staff as most of them will be here throughout the meetings on their way to or from the Great Lakes.
- **On the financial side, administrative agreements have now been signed with all eleven donors** to the Trust Fund and approximately **50 million dollars** is currently available for MDRP operations. There will also soon be significant disbursements of resources. Actual

and committed expenses amount to about \$16 million and commitments of an estimated 75 million more are expected by the end of June.

- **The success of the initial resource mobilization effort is a testimony to donors' commitment** to the regional approach for DDR in the Greater Great Lakes. It also makes the MDRP a unique and valuable tool for peace building, serving to take advantage of what are often narrow windows of opportunity with rapidly available financial and technical resources.
- **Coordination amongst partners has improved** and greater transparency surrounding the preparation of DDR activities is noticeable in several MDRP countries. I think that we are developing a greater appreciation of how DDR is linked to peacekeeping and peacemaking, security sector reform, and recovery efforts. In several countries, the Government or the MDRP lead agency on the ground has established effective coordination mechanisms for the specific purpose of enhancing cooperation between partners in the area of DDR.

*But let's be frank, there is still a long way to go...*

- **Clearly, the success of the program is dependent on the success of the political dialogue in the region.** On the ground, important steps have been made towards peace in some countries of the region, especially in Angola, Congo and the DRC. Still, the region remains a scene of immense human suffering and huge development challenges. Well-planned and well-executed DDR programs can make a big difference in removing important sources of instability, and consolidate the various peace processes.
- **To achieve this, a central responsibility rests with the MDRP countries themselves.** At a time when the attention and resources of the international community are focused on the Middle East, it is more important than ever for the countries of the region to show their political commitment to peace and to do so in a tangible manner.
- **But we, on the donor side, also need to step up our efforts.**
- **We need to further strengthen our partnership,** and in particular to arrive at a better common understanding on the way forward and on the most appropriate roles for all parties. Given the challenges of the Greater Great Lakes region, the importance of closer cooperation and collaboration among all partners can not be overemphasized.
- **We need to step up our financial effort,** and to put in place the type of resources that will be necessary to implement DDR, to provide concrete support to the process as the countries are moving towards peace and reconciliation. And I should emphasize here that **timing is of the essence** – belated support will come too late.

**Dear friends,**

- Our meeting coincides with an important juncture in the regional peace process. We have a heavy agenda and I have no doubt that the discussions of yesterday, today and tomorrow have been and will be frank, constructive, and full of new ideas to help tackle the challenges of the region. **I am looking forward to these interactions.**

Thank you.

**Attachment 3.b**  
**Opening Remarks, French Co-Chair**

MDRP Partners' Meeting - World Bank Office, Paris, France  
April, 29-30, 2003

Opening remarks by Aline Kuster-Ménager  
Chef du Département Afrique – Océan indien  
Direction Générale de la Coopération et du Développement  
Ministère des Affaires Etrangères, France

Chers collègues,

Je suis ravie que les circonstances nous aient conduit à tenir cette réunion à Paris et vous souhaite la bienvenue.

Un an après le lancement de notre programme, les conditions sont maintenant réunies pour que nous agissions. L'outil que nous avons patiemment construit, comme nous l'a indiqué Emmanuel Mbi est prêt à fonctionner : les structures ont été posées, les procédures affinées, les bailleurs ont rempli leurs engagements financiers ou s'apprêtent à le faire. Un premier accord de don sur le fonds fiduciaires a été adopté en faveur du Rwanda et le programme national de l'Angola est soumis à notre approbation. Parallèlement, les premiers projets spéciaux ont été approuvés. Tous ces éléments sont très positifs.

Ce passage à la phase opérationnelle vient à point nommé pour accompagner des processus de paix qui ont marqué récemment des progrès porteurs d'espoir ou se sont confortés dans plusieurs pays. En RDC, la signature de l'accord de Sun City marque une étape importante et la mise en place attendue du gouvernement de transition prend de jour en jour plus de réalité. Au Burundi, la concrétisation très prochaine de la passation de pouvoir et la mise en place d'une force de l'Union Africaine confortent les espoirs mis dans le processus de paix. En Angola, le processus s'est affermi et un important travail a d'ores et déjà été accompli en faveur des populations touchées par la guerre. En RCA, où les récents événements ont reporté la mise en place d'un programme de DDRRR dont les premiers fondements avaient été posés, la promptitude à se saisir de ce problème manifestée par la délégation centrafricaine hier témoigne d'un engagement digne de considération, parallèlement aux premiers signes positifs du nouveau gouvernement en faveur de la réconciliation, du dialogue national et du retour à la démocratie.

Ces considérations doivent nous rappeler que le DDRRR n'est pas un programme de développement « ordinaire », mais qu'il est intimement lié à un processus politique issu d'une volonté nationale. Ses modalités touchent très directement aux ressorts des conflits et à la souveraineté des états. Elles supposent, pour qu'en soient posées les bases, un consensus et un engagement fort de toutes les parties, ce qui le lie très étroitement aux calendriers politiques. Il implique également, notamment dans sa phase initiale de désarmement, que les bénéficiaires aient confiance dans le processus de paix, il nécessite enfin, à plus long-terme, un espoir dans l'avenir, c'est tout l'enjeu du dernier « R », peut-être le plus difficile à construire, mais aussi le

plus déterminant pour la pérennité et l'irréversibilité du processus. Il est important que nous concentrons nos efforts dans la durée.

Si la responsabilité première va aux parties au conflit et aux responsables politiques, les bailleurs, à travers leur capacité à mobiliser les fonds en temps utile ont également une lourde charge. C'est le défi qui nous est lancé aujourd'hui alors que le MDRP est « à la croisée des chemins ». L'argent est là, les procédures sont bouclées, nos partenaires sont fortement mobilisés et sont prêts à poursuivre leurs efforts : nous ne devons pas les décevoir ; là où les conditions sont remplies, nous devons rapidement être en mesure de traduire en actions les stratégies qu'ils ont élaborées avec notre appui. Nous devons également savoir trouver la souplesse nécessaire pour nous adapter à des processus évolutifs. L'approche progressive validée à La Haye avec la mise en place de projets spéciaux traduit cette volonté. La stratégie intérimaire que le PNUD nous propose sur la RDC va dans ce même sens. Nous devons également veiller à dispenser équitablement les fonds du programme et préserver nos capacités d'agir en faveur de l'ensemble des bénéficiaires.

Pour terminer ce propos, je voudrais vous faire part d'une vive préoccupation : une inquiétude paradoxale nous a traversé l'esprit hier lorsque nous préparions cette session avec l'équipe de la Banque : et si le processus de paix s'accélérait ? Certains signes avant-coureurs nous amènent à nous interroger... On ne peut bien sûr que se réjouir de cette inquiétude nouvelle qui habite les responsables de la Banque, car elle privilégie le scénario de la paix ; elle doit nous amener à prendre conscience que les fonds actuellement disponibles dans le fonds fiduciaire ne nous permettent pas de répondre à ce scénario optimiste. Il faut souhaiter que la mise en œuvre rapide des premiers projets ouvre la voie à de nouveaux engagements des bailleurs. La communauté internationale doit se tenir prête à soutenir en temps et en heure les processus engagés. Je souhaite que cette réunion nous permette de progresser ensemble vers le succès du MDRP.

# MULTI-COUNTRY DEMOBILIZATION AND REINTEGRATION PROGRAM

## **Attachment 4: MDRP Semi-Annual Progress Report (January – March, 2003)**

### **Multi-Country Demobilization and Reintegration Program**

#### **Progress Report and Work Plan**

**January – March 2003**

*April 21, 2003*

1. This report provides an update of activities carried out under the Multi-Country Demobilization and Reintegration Program (MDRP) since the time of the previous quarterly progress report (January 18, 2002). The report is organized by the four main components of the MDRP, namely: (i) national demobilization and reintegration programs; (ii) special projects; (iii) regional activities; and (iv) overall program management. A revised work plan for the period April - June 2003 is also included in this report.

#### **1. National Programs**

##### *Rwanda*

2. MDRP partners agreed in the Hague on November 8, 2002 that Rwanda met all of the requirements to be eligible for MDRP support, and a grant agreement in the amount of \$14.4 million was signed on April 18, 2003. The Rwanda Demobilization and Reintegration Commission (RDRC) is overseeing all DRP activities and the Technical Secretariat (TS) is leading implementation and support of these activities. The MDTF-financed grant will become effective and available to the Government for the national program once financial management systems and procedures of the TS have been sufficiently strengthened. RDRC discussions with DRC counterparts has led to cooperation on (i) cross-border disarmament, demobilization and repatriation; and (ii) cross-border sensitization. To date, the Rwanda Demobilization and Reintegration Program (RDRP), Stage II,<sup>4</sup> has demobilized and provided assistance to 8,648 RDF soldiers and 2,970 members of Rwandan armed groups, of whom 454 are children. The RDRP has undertaken significant capacity-building activities to help Community Development Committees fulfill their roles in providing reintegration assistance for ex-combatants. The program is receiving additional bilateral support from the Government of the United Kingdom (\$5 million plus an estimated £2 million) and Germany.

##### *Angola*

3. The Angola Demobilization and Reintegration Program (ADRP) was presented to and approved by the World Bank's Board of Directors on March 27, 2003. The World Bank provides \$33 million in grant resources for the project while endorsement for a \$53

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<sup>4</sup> RDRP Stage I was carried out from 1997 to 2001.

million grant will be sought from the MDRP Trust Fund Committee. Currently, bilateral partner funding of the program is projected to amount to at least \$17 million.

4. Earlier MDRP concerns about the Government's commitment and capacity to effectively manage the program have been allayed to some degree. A World Bank post-appraisal mission in February 2003 found that: (i) Government has made significant progress in registering ex-UNITA fighters, providing back-salary payments serving as reinsertion support, and procuring resettlement kits; (ii) progress has been made in strengthening the institutional arrangements and operational readiness of the Government's main counterpart agency, IRSEM; and (iii) Government had extended the deadline for the closure of the gathering areas, releasing pressure on the humanitarian community to cope with large numbers to be resettled. Moreover, by the end of March, IRSEM had taken a number of key actions to meet the conditions of effectiveness (including having initiated evaluation of proposals received for the program's financial management and procurement unit) so that the ADRP could initiate implementation prior to June, 2003.

*Other programs*

5. In close collaboration with partners, the MDRP Secretariat has taken some initial steps in support of other potential national programs.

- Burundi. The Government has confirmed its intention to prepare a national DRP within the framework of the MDRP and has requested the World Bank to lead partner efforts in this regard. An MDRP Joint Assessment Mission in January 2003 and a World Bank Technical Preparatory Mission in February/March 2003 found that the peace process has advanced significantly since the October 2002 Supervision Mission and that national program preparation had become an urgent priority. The Government has established a Program Preparation Committee comprised of members from the ministries of Defense, Planning and Reconstruction, and Finance. Government and the Bank have agreed to the establishment of a Project Preparation Facility to finance program preparatory activities. While plans for an institutional structure have been reflected upon, Government has decided not to move to establish any structure until after the May 1 transfer of power. Government is very much aware of the need to consult with armed groups in the program design phase. Following the presentation, review and revision by UNICEF of one special project proposal, Government has decided not to endorse any further special projects. In the event of urgent funding needs, Government will draw on resources from the existing World Bank Post Conflict Fund grant already available to Government.
- CAR. In response to a Government request for MDRP support for the expansion of the UNDP supported *Programme National de Démobilisation et de Réinsertion (PNDR)*, a mission was fielded in February to analyze the current situation on the ground and inform the preparation of a more comprehensive DDR program within the MDRP framework. The mission clarified the parameters for MDRP support and encouraged the Government to further discuss the modalities for the

demobilization and reintegration of ex-combatants in the context of security sector reform. However, the recent instability, the overthrow of the Government in March and the subsequent formation of a new government will require a new assessment in due course.

- Congo. The recent signing of the Cessation of Hostilities Agreement on March 17, bringing an end to fighting in the Pool Region, presents a window of opportunity for the MDRP. Representatives from both sides are now working on the practicalities of implementing the agreement. An independent joint evaluation was commissioned in February by the EU and UNDP to review the recently completed UNDP/IOM and ongoing IDA funded DDR activities. The MDRP Secretariat joined the evaluation team in order to assess possibilities for MDRP involvement that would complement and build on these past and ongoing initiatives. The evaluation team found that: (i) previous lessons learned and databases of beneficiaries have not been adequately shared; (ii) the establishment of the *Haut Commisariat* has enhanced national ownership of DDR programs; and (iii) an overall national DRP, linked with security sector reform could benefit from MDRP support.
- DRC. The signing of the Final Act of the Inter-Congolese Dialogue in Sun City, South Africa on April 2, 2003, has been a very positive development for the overall regional peace process. With the transitional government now taking shape, the MDRP partners are working, under UNDP leadership, with all parts of the transitional government to continue discussions on DDR in an effort to arrive at a broadly accepted national DDR program that is directly linked to security sector reform. Prior to the signing of the Act, an MDRP joint partner mission took place in February. The mission concluded that there needs to be (1) more structured support of and collaboration with MONUC on DDR issues related to foreign armed groups; (2) more active engagement of national stakeholders and international partners, especially in the area of security sector reform, humanitarian relief and development assistance; (3) better defined methods of engaging local communities to facilitate access to armed groups; (4) greater emphasis on confidence-building; and (5) clarification on the issue of funding of dependents.
- Uganda. The GoU formally requested financial and technical assistance in support of a national DRP, however, plans to launch a program identification mission were postponed due to donor concerns regarding the level of Government military expenditures. In the meantime, Government has taken a number of key steps to promote the formulation of a national program including launching a comprehensive Defense Review with DFID support, and initiating the process of developing an institutional framework that would integrate the work of the Uganda Veterans Assistance Board (UVAB) and the Amnesty Commission for the preparation of a national program. A fact-finding mission carried out in March 2003 called for: (i) closer collaboration between UVAB and the Ministry of Defense in the defense review, (ii) a "lessons learned" analysis of previous demobilization and reintegration efforts, and (iii) the establishment of the local ad hoc committee for the review of the special project proposal which Government

confirmed would be presented to the MDRP Secretariat. The mission recommended that Government and donors support a request for an MDRP special project to provide reintegration support for the Lords Resistance Army assuming that peace talks are concluded successfully. A joint MDRP identification mission is to be discussed during the Advisory Committee Meeting in late April.

## **2. Special Projects**

6. The MDRP Secretariat responded to all special project applications formally submitted to date and a number of proposals are being revised as per comments provided by the local ad hoc committees. In Kinshasa, the second ad hoc review committee met on February 14, 2003, and four revised proposals were reviewed. Two were recommended for approval, another was recommended for approval with modifications, and one was withdrawn by the implementing agency. The first ad hoc review committee met in Bujumbura on February 20, 2003, where one special project proposal was reviewed and returned for revision. The first ad hoc review committee met in Luanda in early March to review one proposal, which was recommended for approval with modifications. Annex 1 provides a more detailed update on the status of special project review.

7. The MDRP Secretariat revised and finalized the special projects procedures and guidelines, including supporting documentation, and submitted these guidelines and the first special project (from the DRC) for approval. The grant agreement for the first special project is expected to be signed by early May, 2003.

## **3. Regional Activities**

### **DRC-Rwanda Cross-Border Sensitization**

8. The initiative gathered momentum with the governments of both countries formally endorsing the joint communication and sensitization strategy finalized in Magaliesburg (December 2002). Progress has been made toward its operationalization, including the preparation of some materials to be disseminated (brochures, leaflets, comic strips, etc.) and campaign logistics planning. However, capacity constraints have resulted in some implementation delays and the MDRP Secretariat fielded a follow-up mission in March 2003 to assist both technical teams with these challenges.

## **4. Program Management**

### **PROGRAM COORDINATION**

9. The MDRP Secretariat participated in a number of meetings during the quarter under review in relation to DDR activities in the greater Great Lakes region. These included the following:

- Meetings on Burundi: MDRP and Great Lakes region staff met with SRSG Ambassador Dinka on April 18, 2003, to discuss recent developments in Burundi,

the challenges facing the deployment of an African peace-keeping force, and MDRP funding of an eventual national program. The MDRP Secretariat also participated in a meeting of UN agencies on April 21, called by DPKO to review progress especially regarding the planning and implementation of the envisaged cantonment process.

- Great Lakes Policy Forum Presentation: On April 3, 2003, the Secretariat presented the MDRP to the Great Lakes Policy Forum. This served to raise awareness about the Program, respond to questions and correct misunderstandings held by some people, particularly among NGOs, about the Program.
- Meeting with UNDP: On March 19, 2003, the MDRP Secretariat met with representatives of UNDP Africa Bureau, BCPR, and the office of Legal and Procurement Support to discuss relevant procurement and budgeting issues in order to harmonize the preparation of and streamline the approval process for projects proposed by UNDP under the MDRP special projects window. The meeting resulted in a general understanding with regard to procurement procedures and program support (overhead) rates to be used under the Program.
- Meeting with UN/DPKO: On March 6, 2003, the MDRP Secretariat met with DPKO to discuss coordination and cooperation within the MDRP framework. A meeting with DPKO management to further discuss these issues is to be scheduled in the near future.
- In-country coordination. The MDRP Secretariat continued to support efforts encouraging close coordination of DDR activities in the individual countries.
  - In *Rwanda*, the Rwanda Demobilization and Reintegration Commission (RDRC) has established a Technical Coordination Group, which serves as a forum to share information with MDRP partners on implementation progress and to discuss opportunities for the provision of assistance.
  - In *Burundi*, a local DDR Coordination Committee (DDR-CC) has been established to coordinate provision of external assistance to the DDR process and has convened several times. It is currently presided by the World Bank, as lead agency, and includes representatives of the Government, the AU, the African Observer Mission, key donors and UN partners. Government will assume leadership once DDR implementation arrangements have been established.
  - In *Angola*, MDRP partner meetings, led by the World Bank as lead agency, were held in February and March 2003 as part of World Bank follow-up post-appraisal missions.
  - In *Uganda*, the Donor Technical Group (DTG) on Northern Uganda, Amnesty and Recovery from Conflict currently serves as the most relevant coordination structure for DDR activities at present. However, alternative arrangements that engage a wider selection of MDRP partners should be considered if deemed appropriate by MDRP partners and Government.
  - In the *DRC*, UNDP as the MDRP lead agency, currently ensures coordination through the inter-agency technical committee that meets bi-monthly and the monthly local Multi-Donor Coordination Committee for DDR.

STAFFING

10. The four demobilization and reintegration experts recruited at the end of the last quarter have now taken up their posts, with two field-based staff in Kigali and Kinshasa and two technical staff in HQ. In addition, a Language Program Assistant has been recruited and the appointment of an Operations Analyst is nearly completed, finalizing the planned staffing of the MDRP Secretariat. Furthermore, a consultant database, containing more than 200 individual DDR consultants, has been finalized and will serve to support MDRP in the provision of key technical assistance to national programs and regional activities.

TRUST FUND ADMINISTRATION AND EXPENSES

11. By the end of the current reporting period, all eleven contributing donor partners pledging support to the MDRP had signed administrative agreements and all but two had finalized their first deposits to the Trust Fund. Outstanding deposits expected to be received by May 2003 will place the total donor income of the Trust Fund at \$53 million.

12. As shown in Annex 2, total MDRP trust funds receipt as of March 31, 2003, including investment income, stand at \$48.4 million, while total disbursements to date are \$903,336. As of April 18, no national program nor special project disbursements had been made, however, \$14.4 million of Trust Fund resources were committed for the Rwanda national program. An additional estimated \$75 million more was expected to be committed for other programs and special projects by the end of June 2003.

13. As shown in Annex 3, current and projected resources will meet the estimated cash flow needs of the program through the end of the current calendar year. However, close attention will have to be paid to resource requirements as programs in the DRC and Burundi come on line in 2004.

**5. Plans for the Next Quarter**

14. The focus of work for the MDRP Secretariat and the Program for the next three-month period (from April to June 2003) will be in the following broad areas. Annex 4 contains a more detailed work plan for the Secretariat.

- *National programs*: finalize grant agreement for Angola, and initiate or continue with actions in support of national program preparation in Burundi, Uganda, Republic of Congo and the DRC;
- *Special projects*: enter into appropriate grant agreements for activities in the DRC, Angola and Burundi;
- *Regional activities*: organize a Monitoring and Evaluation workshop for TCG members and support the implementation of the joint DRC-Rwanda communications program; and

- *Program management:* establish the MDRP website and build on on-going outreach/sensitization efforts to date, and liaise more closely with lead agencies and partners to enhance in-country coordination.

*Annex 1: Status of Special Project Proposals (as of April 2003)*

<i>Proposing Agency/Country</i>	<i><u>PROJECT NAME</u></i>	<i>Date Rcvd*</i>	<i>Proposed Budget (US\$)</i>	<i><u>LOCAL AD HOC COMMITTEE (LAC) FINDINGS</u></i>	<i><u>COMMENTS</u></i>
UNDP DRC	Community Recovery, Re-integration of ex-combatants in Eastern Congo	Nov 02	14,582,035	Recommended for approval with modifications	Awaiting clarifications and modifications from UNDP, including significant budget revision
Save the Children-UK DRC	Support for the reunification and reintegration of former child soldiers in DRC	Dec 02	2,456,178	Recommended for approval	Submitted for approval after receipt of final clarifications.
International Rescue Cmte DRC	Situation assessment and pilot projects for demobilization and reintegration of child soldiers in Orientale, N. Katanga, Maniema	Dec 02	6,297,322	Recommended for approval	Further clarifications being sought by MDRP Sect before being submitted for approval
IFESH DRC					
CARE DRC					
UNDP/GoDRC DRC	Appui Aux Ex-combatants Blesses de Guerre	Dec 02	3,850,000		Project Withdrawn
UNDP (in partnership with OCHA, ILO and FAO) Angola	Joint special Project Proposal to support the Reintegration of Demobilized Soldiers in Angola	Feb 03	4,901,075	Recommended for approval with modifications	Awaiting final clarifications and revisions from UNDP and partners
UNICEF Burundi	Special Project Proposal to support the Demobilization, Reintegration and Recruitment Prevention of Child Ex-Combatants	Jan 03	5,000,000	Requires revision and re-submission to next LAC	Awaiting UNICEF revisions

\* Date of initial LAC receipt

**Annex 2: MDRP Trust Fund (TF 50574) \*  
Unaudited Financial Statement**

Income & Disbursement Categories	US\$	
	as of 3/31/03	as of 12/31/02
<b>1. Receipts to date</b>		
a. Donor contributions	48,263,235	15,280,000
- Belgium **	8,536,000	0
- Canada	3,405,995	0
- Denmark	2,500,000	2,500,000
- EC	10,670,000	0
- France	2,020,000	2,020,000
- Germany	0	0
- Italy	0	0
- Netherlands	10,371,240	0
- Norway	3,510,000	3,510,000
- Sweden	2,250,000	2,250,000
- UK	5,000,000	5,000,000
b. Investment Income	144,999	1,890
<b>Total Receipts</b>	<b>48,408,234</b>	<b>15,281,890</b>
<b>2. Disbursements to date</b>		
a. National Programs		
- Rwanda	0	0
- Angola	0	0
b. Special Projects	0	0
- SCF/UK (DRC)		
- CARE/IRC/IFESH (DRC)		
- UNDP/Angola		
c. Regional Activities	192,046	120,699
d. Program Management	534,261	322,803
e. Trust Fund administrative charge	177,029	49,260
<b>Total Disbursements</b>	<b>903,336</b>	<b>492,762</b>
<b>3. Trust Fund Balance</b>	<b>47,504,898</b>	<b>14,789,128</b>

\* as of 3/31/03 (donor contributions shown as approximate US\$)

\*\* EUR 2,007,937 received held in an interim account, therefore not currently available

## Annex 3.a.: MDRP Trust Fund Cash Flow (2003)

Greater Great Lakes Multi-country Demobilization and Reintegration Program											
Multi-Donor Trust Fund Cash Flow Estimate (US\$) *											
ESTIMATED DISBURSEMENTS											
		2003									
Program Activity	Thru 3/31/03	Apr	May	Jun	July	Aug	Sept	Oct	Nov	Dec	Total
<b>1. National Programs</b>											
a. Rwanda	0	-	-	2,880,000	214,444	3,800,000	214,444	214,444	214,444	214,444	7,752,222
b. Angola	0	-	-	-	5,300,000	1,325,000	1,325,000	1,325,000	1,325,000	1,325,000	11,925,000
<b>2. Special Projects</b>											
a. SCF/UK-DRC	0	500,000			250,000			250,000			1,000,000
b. NGO Consortium-DRC	0		750,000			500,000			500,000		1,750,000
c. UNDP/DRC	0			750,000			1,000,000			750,000	2,500,000
d. UNDP/Angola	0		1,000,000			500,000			500,000		2,000,000
e. UNICEF/Burundi	0			500,000			750,000			500,000	1,750,000
<b>3. Regional Activities</b>	<b>192,046</b>	77,684	77,684	77,684	77,684	77,684	77,684	77,684	77,684	77,684	891,200
<b>4. Program Management</b>	<b>534,261</b>	136,965	136,965	136,965	136,965	136,965	136,965	136,965	136,965	136,965	1,766,947
<b>5. Administrative fee</b>	<b>177,029</b>	12,855	15,269	-	114,698	-	-	-	-	-	319,850
<b>Total Disbursements (\$)</b>	<b>903,336</b>	<b>727,504</b>	<b>1,979,918</b>	<b>4,344,649</b>	<b>6,093,791</b>	<b>6,339,649</b>	<b>3,504,093</b>	<b>2,004,093</b>	<b>2,754,093</b>	<b>3,004,093</b>	<b>31,655,219</b>
PROJECTED INCOME (US\$ estimate)											
		2003									
Source	Thru 3/31/03	Apr	May	Jun	July	Aug	Sept	Oct	Nov	Dec	Total
TF Balance forward		47,504,898	48,919,864	49,527,590	45,233,837	58,256,302	52,298,978	48,794,885	46,790,792	44,036,698	
<b>Donor Contributions</b>	<b>48,263,235</b>										48,263,235
Belgium		2,142,470	-	-	-	-	-	-	-	-	2,142,470
Canada		-	-	-	3,446,256	-	-	-	-	-	3,446,256
Denmark											
EC		-	-	-	10,670,000	-	-	-	-	-	10,670,000
France		-	-	-	-	-	-	-	-	-	-
Germany		-	944,295	-	-	-	-	-	-	-	944,295
Italy		-	1,600,500	-	-	-	-	-	-	-	1,600,500
Netherlands		-	-	-	-	-	-	-	-	-	-
Norway		-	-	-	-	-	-	-	-	-	-
Sweden		-	-	-	-	-	-	-	-	-	-
UK		-	-	-	5,000,000	-	-	-	-	-	5,000,000
<b>Investment Income **</b>	<b>144,999</b>	-	42,849	50,896	-	382,325	-	-	-	-	621,069
<b>Total Income (\$)</b>	<b>48,408,234</b>	<b>49,647,367</b>	<b>51,507,508</b>	<b>49,578,486</b>	<b>64,350,093</b>	<b>58,638,627</b>	<b>52,298,978</b>	<b>48,794,885</b>	<b>46,790,792</b>	<b>44,036,698</b>	<b>72,687,824</b>
(less Total Disbursements)	(903,336)	(727,504)	(1,979,918)	(4,344,649)	(6,093,791)	(6,339,649)	(3,504,093)	(2,004,093)	(2,754,093)	(3,004,093)	(31,655,219)
<b>Balance(\$)</b>	<b>47,504,898</b>	<b>48,919,864</b>	<b>49,527,590</b>	<b>45,233,837</b>	<b>58,256,302</b>	<b>52,298,978</b>	<b>48,794,885</b>	<b>46,790,792</b>	<b>44,036,698</b>	<b>41,032,605</b>	<b>41,032,605</b>
* Per World Bank estimates as of March 31, 2003											
** Estimate based on historical returns of other World Bank Trust Funds											

**Annex 3.b.: MDRP Trust Fund Long-term Disbursement and Income Projections**

<b>MDRP Trust Fund (TF50574): Long-term Disbursement and Income Projections *</b>						
<b>ESTIMATED DISBURSEMENTS</b>						
<b>Program Activity</b>	<b>2002/2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>Total</b>
<b>1. National Programs</b>						
a. Rwanda	7,752,222	6,647,778	0	0	0	14,400,000
b. Angola	11,925,000	16,430,000	16,430,000	8,215,000	0	53,000,000
c. Burundi	0	19,500,000	18,000,000	18,000,000	4,500,000	60,000,000
d. Uganda	0	8,125,000	7,500,000	7,500,000	1,875,000	25,000,000
e. DRC	0	8,000,000	24,000,000	24,000,000	24,000,000	80,000,000
f. CAR	0	650,000	600,000	600,000	150,000	2,000,000
g. Congo	0	2,000,000	2,400,000	2,400,000	1,200,000	8,000,000
						0
						0
<b>2. Special Projects</b>						
a. SCF/UK-DRC	1,000,000	1,092,134	364,045	0	0	2,456,178
b. NGO Consortium-DRC	1,750,000	3,410,492	1,136,831	0	0	6,297,322
c. UNDP/DRC	2,500,000	1,875,000	625,000	0	0	5,000,000
d. UNDP/Angola	2,000,000	2,175,806	725,269	0	0	4,901,075
e. UNICEF/Burundi	1,750,000	2,437,500	812,500	0	0	5,000,000
						0
<b>3. Regional Activities</b>	891,200	1,152,200	1,152,200	1,152,200	1,152,200	5,500,000
						0
<b>4. Program Management</b>	1,766,947	1,648,263	1,648,263	1,648,263	1,648,263	8,360,000
						0
<b>5. Administrative fee</b>	319,850	212,104	216,682	216,682	100,255	1,065,574
<b>Total Disbursements (\$)</b>	<b>31,655,219</b>	<b>75,356,276</b>	<b>75,610,789</b>	<b>63,732,146</b>	<b>34,625,719</b>	<b>280,980,149</b>
<b>PROJECTED INCOME (US\$ estimate)</b>						
<b>Source</b>	<b>2002/2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>Total</b>
<b>Balance forward</b>		<b>41,032,605</b>	<b>1,097,691</b>	<b>(38,327,151)</b>	<b>(65,873,349)</b>	
<b>Donor Contributions</b>						
Belgium	10,678,470					10,678,470
Canada	6,852,250	3,446,256				10,298,506
Denmark	2,500,000					2,500,000
EC	21,340,000					21,340,000
France	2,020,000					2,020,000
Germany	944,295	976,305				1,920,600
Italy	1,600,500					1,600,500
Netherlands	10,371,240	25,928,100	31,113,720	31,113,720	16,709,220	115,236,000
Norway	3,510,000					3,510,000
Sweden	2,250,000					2,250,000
UK	10,000,000	5,000,000	5,000,000	5,000,000		25,000,000
<b>Investment Income **</b>	621,069	70,701	72,227	72,227	33,418	869,644
<b>Total Income (\$)</b>	<b>72,687,824</b>	<b>76,453,967</b>	<b>37,283,638</b>	<b>(2,141,204)</b>	<b>(49,130,711)</b>	<b>197,223,720</b>
(less Total Disbursements)	(31,655,219)	(75,356,276)	(75,610,789)	(63,732,146)	(34,625,719)	(280,980,149)
<b>Balance(\$)</b>	<b>41,032,605</b>	<b>1,097,691</b>	<b>(38,327,151)</b>	<b>(65,873,349)</b>	<b>(83,756,429)</b>	<b>(83,756,429)</b>
* Per World Bank estimates as of March 31, 2003						
** Estimate based on historical returns of other World Bank Trust Funds						

**Annex 4: MDRP Work Plan: April to June 2003**

<i>Components</i>	<i>Actions to be Taken</i>	<i>By When</i>	<i>Responsible Parties</i>	<i>Comments</i>
<b>A. National Programs</b>				
1. CAR	<ul style="list-style-type: none"> <li>▪ Assess situation on ground</li> <li>▪ Depending on situation plan/carry out identification mission</li> </ul>	May-Jun 2003	MDRP partners, coordinated by UNDP	Actions will depend on evolving security situation and progress implementing evaluation recommendations
▪ Burundi	<ul style="list-style-type: none"> <li>▪ Continue supporting preparation of national program</li> </ul>	On-going	MDRP partners coordinated by Bank	Conditional upon current security situation and positive progress in program development
▪ Uganda	<ul style="list-style-type: none"> <li>▪ Plan and carry out joint identification mission</li> </ul>	<i>third quarter</i>	MDRP partners, coordinated by Bank	MDRP to discuss with Advisory Cmte (AC) in Paris
▪ Angola	<ul style="list-style-type: none"> <li>▪ Finalize grant agreement</li> <li>▪ Assist in launching ADRP (joint supervision mission)</li> </ul>	June 2003 June 2003	MDRP Secretariat, GOA MDRP partners, coordinated by Bank	Timing to be agreed upon w/ partners
▪ Congo	<ul style="list-style-type: none"> <li>▪ Plan and carry out joint identification mission</li> </ul>	June 2003	MDRP partners, coordinated by MDRP/UNDP	Lead agency to be agreed upon with AC
▪ DRC	<ul style="list-style-type: none"> <li>▪ Prepare interim strategy</li> <li>▪ Prepare DDR child soldier strategy</li> </ul>	April 2003 May 2003	MDRP partners, coordinated by UNDP UNICEF w/ MDRP partners	Government institutional focal point for DDR identified
<b>B. Special Projects</b>				
▪ Angola	<ul style="list-style-type: none"> <li>▪ Finalize special project</li> <li>▪ Approve and sign grant agreement</li> </ul>	May 2003 May 2003	UNDP MDRP Secretariat	Special Project pending final revisions from UNDP
▪ Burundi	<ul style="list-style-type: none"> <li>▪ Finalize special project</li> <li>▪ Approve and sign grant agreement</li> </ul>	June 2003 June 2003	UNICEF MDRP Secretariat	Special Project pending final revisions from UNICEF
▪ DRC	<ul style="list-style-type: none"> <li>▪ Finalize grant agreement for SCF/UK</li> </ul>	May 2003	MDRP Secretariat and SCF	Proposal submitted for final approval
▪ DRC	<ul style="list-style-type: none"> <li>▪ Finalize grant agreement for NGO consortium</li> </ul>	June 2003	MDRP Secretariat and grant recipients	Further clarifications being sought by MDRP Secretariat before being submitted for approval
▪ Uganda	<ul style="list-style-type: none"> <li>▪ Constitute LAC for possible special project</li> </ul>	May 2003	MDRP Secretariat and partners	Special project preparation linked to progress in peace talks with LRA

**MDRP – Progress Report and Work Plan – January to March 2003**

<i>Components</i>	<i>Actions to be Taken</i>	<i>By When</i>	<i>Responsible Parties</i>	<i>Comments</i>
<b>C. Regional Activities</b>				
▪ Rwanda-DRC cross-boarder sensitization	▪ Continued support provided for joint sensitization strategy	On-going	GOR, GDRC, MONUC, MDRP Secretariat	
▪ TCG meeting	▪ Organize M&E workshop	June 2003	MDRP Secretariat, GTZ, TCG members	Proposed for Rwanda in July
<b>D. Program Management</b>				
▪ MDRP Trust Fund	▪ Call of funds for multi-year contributions ▪ Follow-up contacts with existing and new donors for additional contributions	June 2003  <i>On-going</i>	MDRP Secretariat  MDRP Secretariat	Canada, UK, EC (Netherlands and Germany in 2004)
▪ MDRP website	▪ Establish website	June 2003	MDRP Secretariat	Prototype website already developed
▪ Great Lakes conference	▪ Planning meeting organized	May 2003	MDRP Secretariat, UNDP/RSRG for Great Lakes and interested partners	Advance in the regional peace process

**Attachment 5:  
Special Project Cycle**

<b>ACTIONS</b>	<b>RESPONSIBILITIES</b>
Reception of project proposal	MDRP Secretariat
Initial review	MDRP Secretariat
Review/ evaluation / recommendation	Local ad hoc committee (LAC)
Revision & resubmission	Applicant
Final review focusing on: incorporation of LAC comments, financial management/ procurement assessment*, environmental and social safeguards	MDRP Secretariat & World Bank specialists
Finalization of proposal	Applicant
Approval	Africa Region Vice President, World Bank
Signature of project agreement	Applicant / World Bank Country Director
Disbursement upon effectiveness	

\* UN agencies exempt from financial management and procurement assessment

**Attachment 6a:**  
**Presentation by UN-DPKO**

The Transitional Government in the DRC  
Role of MONUC

In examining a possible role that MONUC could play in assisting the Congolese meet the essential objectives of the Transitional Government, four priority areas were identified:

- Consolidation of International Political Coordination to assist the Congolese move the process forward;
- Identification of key operational goals that must be achieved in order to hold elections. including the holding of elections: Security Sector Reform, including integration and reform of the military, police and support for DDR and the rule of law. MONUC could play a catalytic role in identifying requirements and ensuring needs are met, while carrying out operational work in particularly urgent, politically sensitive areas in coordination with multi- and bilateral partners. The same role could be considered for the holding of elections. MONUC is currently examining its possible role in DDR of Congolese groups within the MDRP approach;
- Local Level Peacemaking. In recognition of the continued difficulties in extending state administration throughout the country, MONUC would expand its military observer and civilian (civil affairs, political, human rights, humanitarian) presence in the east with the view to assisting local parties in resolving conflicts. This work can be pursued in conjunction with community based approaches to reintegration and humanitarian assistance.
- DDRRR would continued to be pursued. In this connection, the first task force (South Africa) is being deployed to Kindu, which will serve as its base in assisting to create a security environment to pursue DDRRR efforts.

While the Security Council has endorsed this approach, two specific, but related issues, have become urgent: Ituri and security for the installation of the transitional government. The parties had called for a neutral force to deploy to Kinshasa to assist in providing the security necessary for the installation of the transitional government. At the same time, a neutral force was called for to enhance security in Ituri following the withdrawal of Ugandan forces from the area. To avoid having several peacekeeping forces in one theatre under different commands, the Secretary-General asked DPKO to explore how MONUC could itself assist in addressing these issues. The status of DDRRR was also discussed at this meeting: despite the slow progress and inherent political difficulties in moving the process forward in present conditions, the necessity to pursue DDRRR as a primary element of the Great Lakes peace process was recognized and it was determined that Task Force One should be deployed as planned.

The concepts for Ituri and security in Kinshasa are presently being examined. However, both are based on support to a political process and both will require coordination of assistance with bilateral and multilateral partners. In Ituri, the goal would be to strengthen the Ituri interim

administration created by the Ituri Pacification Commission. The achievement of this goal would require the deployment of a robust military presence to enhance the security environment necessary for the political work to be undertaken. In Kinshasa, building on the primary responsibility of the Congolese authorities to provide security, and working closely with these authorities and donors, MONUC would deploy troops to assist in the provision of static security at key points, would provide technical advice for the coordination of the local police forces and would work closely with donors in assisting the creation of an integrated police element which could take over MONUC's responsibilities in this regard.

The new activities generally described above will not simply be added to MONUC's old mandate derived from the Lusaka Agreement. It is recognized that the DRC is moving into an entirely new phase in its peace process. Observation and monitoring tasks and the deployment of troops and other personnel have been reviewed and changes are being made to bring MONUC deployment in line with the evolution of the political and military scenarios in the DRC. Hence, to the extent possible, MONUC's new activities will be carried out within its current authorized strength and budgeted resources. Structural adjustments to the organization of the Mission itself are also being made to make it a more effective and responsive peacekeeping operation.

DDR in the context of United Nations peacekeeping is regularly reviewed by the General Assembly Special Committee on Peacekeeping. Particular issues raised this year include the need to include DDR issues in the negotiations toward a peace agreement to ensure that key issues – which are essentially political issues – are agreed upon earlier thus avoiding the possibility of discussions after the fact unraveling what is in its first days a fragile peace. The Committee also highlighted the requirement for an assured source of funding where peacekeeping operations are mandated to carry out DD related tasks. The issue of assistance for combatants before they are disarmed – to avoid hostilities in searching for basic requirements – was also discussed.

Within DPKO and the UN Secretariat itself, police and procedural refinements of the DDR approach continue to be pursued, including means of strengthening partnerships with others, particularly the World Bank, MDRP and UNDP.

One issue that I would like to see pursued in DPKO is the tracking of arms. We keep databases of data on the arms collected during the DDR process. Tracking these arms, if possible, through their various sellers to their manufacturers could help identify requirements related to the flow of arms, the easy availability of which fuels conflict.

**Attachment 6b:**  
**Presentation by MONUC**

**MONUC DDRRR UPDATE**  
**MDRP ADVISORY COMMITTEE MEETING**  
**PARIS, 28-30 APRIL 2003**

1. Over the last 6 months, MONUC has been continuing with its focus on voluntary DDRRR and had so far accounted to close to 1500 repatriations of ex-combatants and dependents to Rwanda. Such results, though relatively modest were achieved in sometimes very difficult conditions on the ground where the armed groups leadership were trying to hijack the process by doing counter-propaganda to our sensitization efforts. MONUC salutes the spirit of good partnership established with UNHCR in the field following the Geneva Meeting in December. More technical issues are being work out between the two institutions (i.e dependents repatriations) for upcoming operations.
  
2. Since the last MDRP partners meeting at the Hague (November 2002) and its subsequent recommendations for a tighter collaboration among partners at the local level, MONUC has been involved in several initiatives within the established framework including the Joint Sensitization Strategy (JSS), the Rapid Response Mechanism and UNDP-administered Community Rehabilitation Project. These actions add to the long-term partnership between UNICEF and MONUC Child Protection Unit (CPU) on child soldier's related issues.
  
3. The current political context characterized by the signing of the all-inclusive agreement on 4 April brings a new dimension to ongoing DDR efforts (WB-ILO pilot projects, BUNADER, Social Fund's *Blessés de guerre* project) with the Disarmament Demobilization and Reintegration of Congolese armed groups and Force. This creates a new environment where DDRRR and DDR will be carried out simultaneously with eventual positive impact of one on the other. MONUC expects the new political environment to eliminate all nebulous military alliances and lead to a more open DDR situation in the entire territory. The best planning scenario would have been for DDR of Congolese to start once all foreign armed groups have left the country as foreseen by the draft *Programme National de Démobilisation et Reinsertion* (PNDR) prepared by BUNADER. However, the inter-Congolese political process has introduced a new challenge for all parties involved in supporting the peace process.

4. MONUC is expected to support the Congolese transitional period in many fronts including Security in Kinshasa (Neutral force) and some degree of involvement in implementing DDR. In addition to qualifying for the disarmament of the major groups (FAC, RCD-G, MLC, RCD-ML, RCD-N) MONUC's already established relationships with Mayi Mayi could be used to facilitate the disarmament and demobilization of these groups while opening the door to other Congolese armed groups, not included in the restructured and integrated army-to-be, and which might feel more comfortable dealing with a neutral entity such as MONUC.

5. As for the DDRRR exercise, it remains the key factor to bringing back and maintaining peace in the Great Lakes in general and in the DRC in particular. Therefore, MONUC intends to build on the momentum that will be created by the DDR of Congolese to achieve its goal of repatriating the remaining foreign groups in the DRC to their countries of origin. However, this could only be done with the full and frank cooperation of all those concerned in order to foster and sustain a climate of confidence and security necessary for the success of the DDRRR program.

6. In this regard, recent fighting in Eastern Congo characterized by RCD's attacks around Lubero (where MONUC's reception center is located) as well as the fall of several villages around Bukavu, jeopardized MONUC's DDRRR sensitization efforts and put its staff uneasy before their intermediaries. It also helped create doubts about DDRRR among targets groups themselves.

7. In addition, it is expected from our Rwandan partners that all Rwandan combatants volunteers to DDRRR be offered a chance to take advantage of the RDRP as stipulated in the program itself. This means facilitating their prompt return with MONUC DDRRR personnel and allowing for flexible procedures to ease trans-border crossing. This is in line with GoR's engagement before the international community and should be given priority should the country really wants to reduce the potential threat of Rwandan fighters at the borders.

8. In parallel, MONUC is advancing its DDRRR agenda with Burundi, which accepted to consider accommodating at least on a transitory basis, dozens of Burundese ex-combatants currently stuck in the DRC and wishing to return. This will be done with the help of the German cooperation GTZ and details are being worked out. Remnants of Ugandans West Nile Bank Front (WNBF) present at Ilebo, Katanga, are also being considered for a swift repatriation. The Ugandan ADF project lead by the Ugandan Amnesty Commission with support from MONUC, is still pending funding decision from the donor technical group.

MONUC  
DDRRR CLU

**Attachment 7:**



**DEMOCRATIC REPUBLIC OF CONGO**

*Interim Strategy*

for

the Development of a National Programme for Disarmament,  
Demobilisation and Reintegration of Congolese Forces  
(NP-DDR)

April – October 2003

**Second Draft**

**PARIS  
APRIL 28, 2003**

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**Democratic Republic of Congo**  
**Disarmament, Demobilisation and Reintegration of Congolese Forces (DDR)**

**Interim Strategy for the Development of a National DDR Programme**

**1. CONTEXT AND RATIONALE**

**1.1 Context**

**Political**

On 2 April, 2003 in Sun City, South Africa, all parties to the conflict formally endorsed and committed themselves to the *“Accord global et inclusif sur la Transition en Republique Democratique du Congo”*, signed in Pretoria on 17 December, 2002. One of the key elements of the agreement for immediate implementation is the establishment of the Transitional Government.

The National Follow-Up Committee, composed of representatives of the signatories to the Sun City Agreement, has been established to ensure the creation of the Transitional Government. Toward this end, the swearing in of Major General Joseph Kabila as President, the adoption and the promulgation of the Transitional Constitution have taken place. It is expected that the first meeting of all the representatives of the Follow-Up Committee will be held on April 25<sup>th</sup>, 2003 with assurances of security for the non-Kinshasa based representatives. The UN Observer Mission in Congo (MONUC) is currently developing the security framework and will institute measures to ensure the scheduled meetings take place.

In addition, the International Committee For the Support of the Transition (ICST), composed of the representatives of the bilateral, multilateral and regional partners has also been formed and will be responsible for assisting the Transitional Government in the implementation of the Accord. The ICST held its first meeting with President Kabila on April 10<sup>th</sup>, 2003 to convey its support to the transition, the Presidency, and the work of the Follow Up Committee, even if all signatories are unable or unwilling to participate at the this time. This has provided momentum to the efforts of the international community to ensure a smooth transition from war to peace. Furthermore, there has been progress in the discussions between the Chiefs of Staff on the restructuring of the National Army with a final agreement to be concluded. This is critical to the installation of the Transitional Government in Kinshasa.

## Security

In general all parties have respected the ceasefire. However, as with any peace process, there have been a few setbacks, including the serious outbreaks of violence in the Ituri region. This has resulted in the acceleration of the establishment of the Ituri Pacification Commission (IPC), which aims to create an interim authority. However, it is expected that within the coming weeks, there will be a deployment of additional troops to reinforce the United Nations Observer Mission in Congo (MONUC) along with local measures instituted by the IPC.

The ongoing presence of the Ugandan troops in the Ituri region continues to create tensions with Rwanda. In addition, the insecurity throughout the eastern region could influence the current efforts to re-establish security within the Democratic Republic of the Congo. One cross-border effort that has been affected is the disarmament, demobilisation and repatriation of foreign-armed groups by MONUC. To this date only 1500 have been repatriated along with the dependents.

Priorities for the Transitional Government would be to ensure the territorial integrity, security for the civilian population, unified under one authority, restructuring of the national army, free movement of people, goods and services and the re-establishment of civilian authority in the consolidation of peace and security.

### 1.2 Rationale

In the coming three to six months, while signatories of the Accord work towards the establishment of a Transitional Government, it is critical to *i)* ensure coherence in the perspectives, objectives and strategy for the development of a national DDR programme and *ii)* promote collaboration among various stakeholders, within and outside the Transitional Government, currently engaged in disarmament, demobilisation and reintegration of the Congolese forces.

To achieve this an interim strategy will provide for common understanding of the issues among stakeholders based on sound information, addressing the needs of the civilian population in parallel to ex-combatants groups, promoting messages of amnesty and reconciliation, credible technical preparations, and trust among the signatories, and more importantly transparency in decision making throughout the process. *National participation and programme ownership are key to the success of the DDR programme, therefore, UNDP has begun consultations with all relevant DDR stakeholders and will work with key focal points until a national institution is established.*

## **2. GUIDING PRINCIPLES AND OBJECTIVES OF THE INTERIM STRATEGY**

### **2.1 Guiding principles**

The commitment of all parties to the Accord on April 2, 2003 and the given the current political situation, an enabling environment has been created to assist the Democratic Republic of Congo in the preparation of a National Programme for DDR. UNDP in consultation with relevant stakeholders has developed an interim strategy for the development of a national DDR programme for Congolese armed forces and groups.

The guiding principles are as follows:

- 2.1.1** Ensure priority is given to preparations for a national DDR programme.
- 2.1.2** Ensure that the process of technical preparations is in harmony with the political efforts to consolidate the transition.
- 2.1.3** Ensure maximum participation of national counterparts in the entire exercise.

### **2.2 Objectives of the interim strategy**

There exists a strong consensus among the Government, other Signatories to the Accord, civil society and the international community, that at this critical juncture in the peace process, full commitment and engagement of all parties is required. Moreover, there is a strong belief that the peace process should not be undermined or delayed by the belligerence of any one party.

Thus, the current efforts of the ICST, Government, Signatories and Donors is to *i)* accelerate the establishment of the Transitional Government, *ii)* provide the necessary security framework, and *iii)* finalise the discussions on the national army. The success of this process will also create the necessary conditions to expand humanitarian assistance to areas previously inaccessible.

As these efforts are underway, it is critical to expedite international assistance in the next three to six months for the preparation and establishment of a comprehensive national DDR programme. In this context, UNDP with support of MDRP partners and UN agencies has begun consultations with representatives of the Government, other signatories to the Accord, as well as relevant stakeholders in the peace process, with a view to:

**2.2.1** Developing a National DDR Programme, comprised of an institutional framework along with a programme strategy for the consideration of the Transitional Government.

**2.2.2** Ensuring a coherent operational framework to adjust and/ or develop special DDR activities in support of child soldiers, vulnerable groups, repatriation of Congolese ex-combatants and communities.

### **3. IMPLEMENTATION FRAMEWORK OF THE INTERIM STRATEGY**

The implementation framework of the interim strategy was developed in consultation with key DDR partners and will be implemented in the coming three to six months.

#### **3.1 Development of a National DDR Programme**

##### **3.1.1 Promote a common vision for a national DDR programme.**

*Dissemination of information, sensitisation, and consultations with all relevant stakeholders to assist the preparatory activities and enhance communication between the stakeholders.*

*During the preparation of the national DDR programme, it is critical to:*

*Assist the Transitional Government to undertake a national information dissemination campaign throughout the country (e.g. community and national level) on the process by which a national DDR programme will be developed. This is to minimise the anxiety and confusion that currently exist within and outside the Government.*

*Identify and facilitate communications amongst the members of the Transitional Government, and other key stakeholders to ensure common understanding of issues, address their concerns openly to build confidence, provide an opportunity to expand their knowledge and to convey the importance of their participation and collaboration for the success of the national DDR programme.*

*Assess the current perceptions, concerns, and information among the combatant groups and identify ways to address them in developing an information sensitisation campaign for the national programme.*

*These efforts aim to build confidence among the various stakeholders and create a common understanding of the national programme's goals.*

### **3.1.2 Assess ongoing initiatives related to DDR.**

Review and assessment of ongoing DDR initiatives and institutional mandates to guide the technical and policy discussions.

It should be noted that given the current politico-military divisions in the country, the responsibilities for the development of a national DDR programme are currently scattered among various individuals, agencies, commissions, and ministries within Government. There are twelve national entities and two coordination forums for the DDR of Congolese forces and a coordination mechanism for foreign-armed groups.

Several international agencies are also involved in planning designing, and implementing DDR related activities. Some of the initiatives were promoted on an ad-hoc basis to address emergencies during the conflict, and they vary in approaches, standards, and procedures. Thus it is critical to review ongoing activities, assess the expectations generated, ensure linkages between the DDR and other processes (e.g. Restructuring of the New Army, National Community Recovery, foreign armed groups, etc), as well as consider political commitments in order to identify and streamline the policy and institutional issues. Ensuring a consistent and well-articulated technical and institutional approach will be essential for the success of the future national DDR programme.

### **3.1.3 Reinforce technical preparations**

Establishment of a Working Group (WG)

The preparatory work for development of a national DDR requires initially assembling a group of technicians from key stakeholders, with experience in disarmament, demobilisation and reintegration, which will be in charge of the planning the national DDR programme. This Working Group will include both national and international partners. A Working Group will be set up to initiate planning and design activities for DDR activities.

The aim of the WG is to review technical and operational issues in detail, propose the necessary guidelines for programme development, and provide credible technical information in order to ensure sound decision-making. The key activities of the (WG) include the formulation of technical guidelines and programme tools, the elaboration of operational frameworks, the development of profiles of the various groups, the assessment of logistical requirements and the establishment of communications networks for informing and consulting with the armed groups.

Furthermore, in the course of preparing a national DDR programme, contingency management capacity will also be developed to respond to DDR emergencies (e.g. the joint intervention to support spontaneous demobilisation of the militia Mai Mai in Kindu). DDR activities in support for the armed groups who present themselves for disarmament and demobilisation, prior to the establishment of a national programme, will be standardised in order to assure future programme integrity.

The WG is **an interim measure** until such time a national institution is established. UNDP will consult with key DDR stakeholders as it develops a plan to transfer/hand over key tasks of coordination and management of the DDR process to the national institution and thereafter explore ways to enhance the latter's capacity. A detailed process for the development of a national DDR programme, along with work plan and schedule is currently being developed and will be discussed within the (WG) and shared with DDR stakeholders in early May.

### **3.2 Ensure a coherent operational framework to adjust and/or develop special DDR activities in support of child soldiers, vulnerable groups, repatriation of Congolese ex-combatants and communities.**

#### **3.2.1 Consolidate the Interim DDR programme activities for child soldiers.**

Support the development and implementation of an interim DDR programme for child soldiers and incorporate the lessons learned and the good practices in the preparation of a national DDR programme.

At present, a number of child soldiers have been demobilised and others are awaiting demobilisation in various camps. In recognition of the urgency and expected incoming caseloads during the next three to six months, UNICEF has been assigned to lead the efforts to coordinate the development of an interim DDR programme and ensure sound linkages between interim activities for child soldiers, children associated with fighting forces and the development of the national DDR programme.

A national workshop has been held with various stakeholders for the development of this interim DDR programme for child soldiers (April 23-25, 2003). The workshop aims to incorporate the lessons learned from ongoing activities, standardise the policies, strategies, technical and operational issues with regards to child soldiers and children associated with war. Based on consultations from the national workshop, and further technical discussions with the child protection organisations and government agencies, an interim DDR programme will be formulated. UNDP and UNICEF will work with the MONUC, MDRP partners, child protection agencies, and key national organisations to jointly identify the support necessary for its

implementation and incorporate the lessons learned into the comprehensive national DDR programme.

### **3.2.2 Strengthen the ongoing initiatives for the reintegration of disabled combatants.**

#### Review the various initiatives for the reintegration of disabled combatants

*As expected, DDR operations will target a significant number of disabled combatants. Supporting this specific target group constitutes a priority in the interim strategy. Their demobilisation and reintegration will require a comprehensive approach in order to deal with the various legal, institutional and rehabilitation dimensions of their reinsertion. Considerable efforts are already being made to assist this specific vulnerable group.*

*Through a pilot programme, the Social Fund of the Democratic Republic of Congo has started to identify and register disabled combatants, including medical screening in areas under Government control. Moreover, the Social Fund has recently initiated contacts with RCD and MLC authorities to identify new groups for assistance. Support to disabled combatants needs to be reinforced and expanded as part of the preparation of the national programme. During the interim phase, technical and operational guidelines for this target group will be reviewed and incorporated into the development of the national DDR programme.*

### **3.2.3 Reinforce and expand the support to host communities in areas severely affected by the conflict.**

#### Continue to review and enhance humanitarian and community reintegration support activities related to DDR.

A national DDR programme is essential, but not sufficient to support the peace process and facilitate social and economic recovery. Additional measures will be required to address humanitarian and to community recovery needs in order to facilitate the return of ex-combatants and other war-affected population. The expected improvement of security conditions, as part of the transitional process, will create the necessary environment to enhance community recovery activities. In this regard, OCHA, WFP, UNICEF and UNHCR, as well as various bilateral and non-governmental organizations, are currently involved in activities to address the needs of the civilian population.

As DDR issues gain prominence in the coming months, it is critical that the needs of the communities be discussed with the same commitment. In recognition that national recovery activities for comprehensive community rehabilitation and reintegration will take time, it is envisaged that humanitarian assistance would need to be reinforced throughout the DDR period.

### **3.2.4 Reinforce cross-border interventions**

#### Promote cross-border stability and security through the demobilisation, repatriation and reintegration of Congolese combatants settled in neighbouring countries

Currently, there are large numbers of Congolese ex-combatants and deserters in the Republic of the Congo as well as in other countries in the region. Their prolonged presence in neighbouring countries constitutes a serious threat to regional security. In order to tackle cross-border instability, these caseloads must be considered as a priority of the interim strategy. The Governments of the Republic of Congo and the Democratic Republic of the Congo through the signing of the Tripartite Accord on the Repatriation of DRC ex combatants and the subsequent setting up of the Shared Border Tripartite Commission have made important progress. The initiative aims to repatriate and reintegrate an estimated 6.300 ex-FAZ/FAC combatants, currently based in the Republic of the Congo.

A project has been jointly prepared by UNDP and IOM in support of this initiative. It is expected that the lessons learned from this initiative will be incorporated into the development of the national DDR programme.

## **4. EXPECTED RESULTS**

On the assumption of continued, political momentum toward the establishment of Transitional Government, improvement in the security conditions, and cooperation of key national and international DDR stakeholders, the expected results of the interim strategy are the following:

- 4.1 An interim DDR programme for Child Soldiers, including operational framework for its implementation developed and endorsed by key DDR stakeholders.
- 4.2 An operational framework to coordinate ongoing DDR activities, special projects and emergency interventions during the interim phase established.
- 4.3 A national DDR programme, along with an institutional framework, formulated and submitted to Transitional Government for consideration.

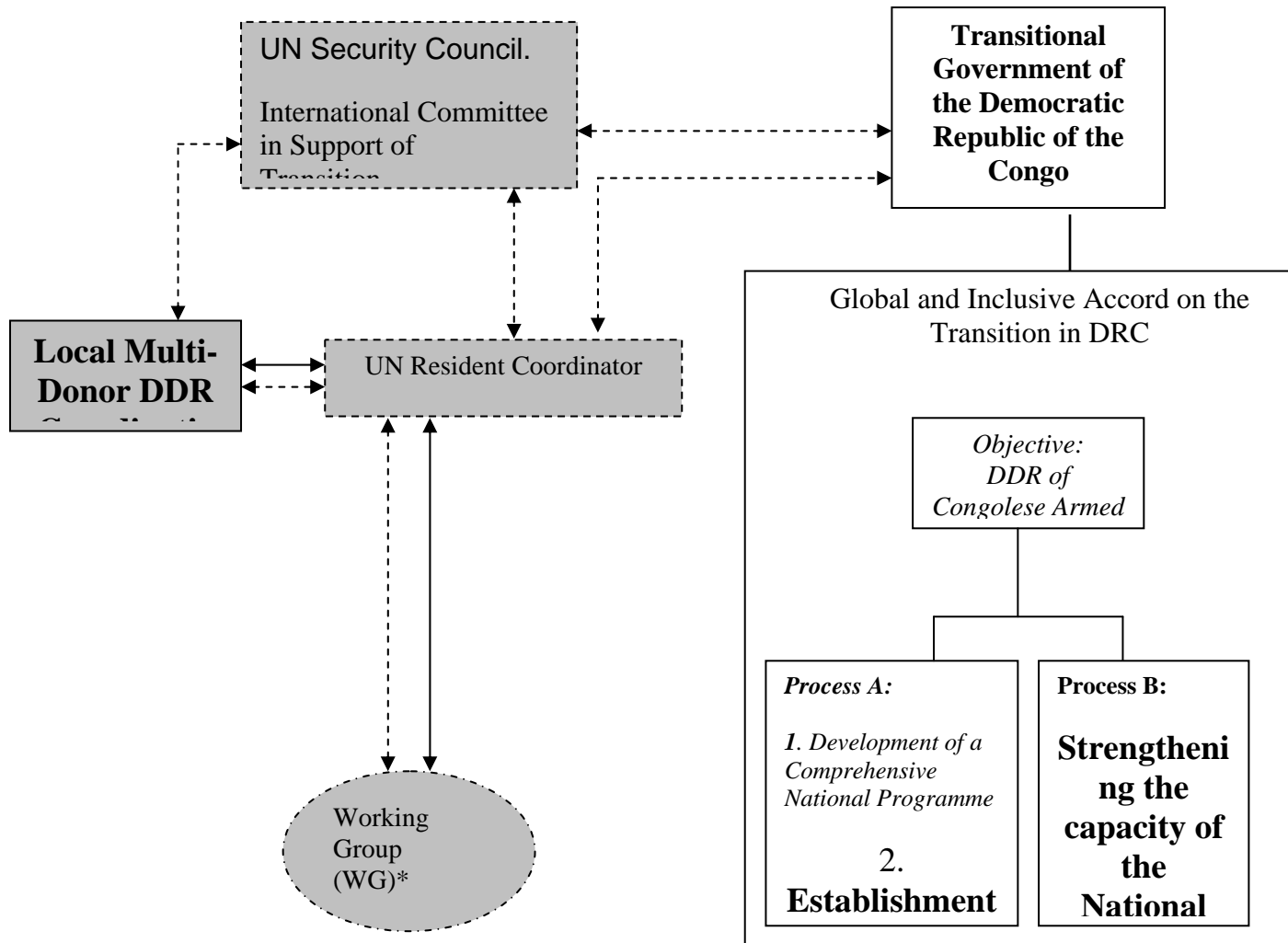
## **5. EXIT STRATEGY**

During the implementation of the interim strategy, UNDP will develop a plan to transfer and hand over key coordination and management responsibilities to the Government institution responsible for DDR once it is established.

## 6. OVERVIEW OF COORDINATED INTERNATIONAL SUPPORT

### 6.1 Information flows and consultations

This diagram reflects the context for DDR preparations in support of the peace process, and the support structures (highlighted in grey) to assist the Transitional Government. It should be noted, that this is an interim arrangement until such time a government DDR institution is in place. It is envisaged that the UN Security Council, ICST and the donor community will work to facilitate the political transition and support the implementation of the Accord. Meanwhile, UNDP in close consultation with the Transitional Government and other partners will coordinate the technical preparations for the development of the national DDR programme. This will form the basis for discussions with the Transitional Government.



*Information Sharing and Collaboration*

**Reporting/oversight**

## **6.2 Linkages**

### **6.2.1 Local Multi-Donor DDR Coordination Committee (MDC)**

The Local Multi-Donor DDR Coordination Committee is composed of in-country representatives of bilateral, multilateral and UN agencies. It is a forum for discussing strategies for coordinating assistance to the Transitional Government, funding, and other issues, which could facilitate the DDR process. Several bilateral and multilateral members of the MDC also participate on the International Committee in Support of the Transition (ICST), thus can also provide guidance on the political conditions, which could influence the development and implementation of the DDR programme.

### **6.2.2 United Nations Resident Coordinator**

The United Nations Resident Coordinator (RC) will continue to be key focal point to link the technical preparations to financial and political discussions for a coordinated international support. Moreover, the RC discussions with key national stakeholders will ensure that national and international DDR partners share common vision for development and implementation of a national DDR programme.

### **6.2.3 Working Group (WG)**

The Working Group would be comprised of individuals with expertise in DDR, representing key national and international partners. These individuals must have DDR programmatic responsibilities within their institutions and decision-making authority regarding all technical matters, and will be the link with their respective institutions. Furthermore, consultations with members of other relevant stakeholders will be held regularly in order to achieve the goals of the WG's work programme. These arrangements will be replaced by those envisaged in the future national DDR programme.

## **7. REPORTING AND INFORMATION SHARING**

### **7.1 Reporting**

The WG will report to the Resident Coordinator, who will discuss the issues identified with the local Multi-Donor DDR coordination committee, the Office of the SRSG, the ICST, and members of the Transitional Government.

## 7.2 Information sharing

The relevant information regarding the preparatory work will be shared with members of United Nations Agencies, the Multi-Donor DDR Coordination Committee, ICST, Transitional Government, and other key stakeholders on a regularly via the Country Update, and Newsletter. Moreover, major decisions/actions will be incorporated into the national sensitisation campaigns as part of the interim strategy and later as part of the national DDR programme.

## **8. RISKS AND MITIGATION MEASURES**

**8.1 Setbacks in the transitional process.** The complexity of the peace process in the DRC (multiple internal conflicts, power sharing modalities, setting up of a transitional government) is symptomatic of the volatile environment in which the interim strategy will be carried out. The delays in the establishment of the Transitional Government will directly affect the programme development. Thus, the absence of a formal national counterpart will undermine the development of the national DDR programme. A major element of the interim strategy is the involvement of the national counterpart to build up ownership and ensure sustainability of the process. Dealing with potential setbacks in the transitional process will require flexibility in order to manage contingencies as well as continued dialogue with relevant stakeholders.

**8.2 Diminishing international Support.** Given the complexity and scale of the DDR process, building partnership with international stakeholders is of utmost importance for the success of the interim strategy. In the event that the transitional process is not consolidated quickly, the lack of their political commitment, lag in the financing of the preparatory activities will jeopardize the process and have negative impact on the timely preparation of the national DDR programme. Continuous consultations and information sharing with the different stakeholders will be essential for the development of the interim strategy, in order to avoid the potential disengagement of international partners.

*Continuous support reinforced at various stages in the transition process will significantly reduce the risk of setbacks and diminished support.*

**9. PROPOSED WORK PLAN (\*)**

<b><u>ACTIVITY</u></b>	<b><u>TIME FRAME</u></b>	<b><u>EXPECTED OUTPUTS</u></b>
Setting up of technical coordination arrangements for the implementation of the interim strategy.	May	A national DDR programme, along with its institutional framework, <u>formulated and submitted to Transitional Government for consideration.</u>
Formulation and implementation of a comprehensive sensitization and communication campaign.	Starting on May	
Technical and institutional assessment of ongoing DDR initiatives.	May-June	
Formulation of possible institutional and legal frameworks for the establishment of the NDDRP	June	
Formulation of NDDRP's goals, strategy, components and their financial implications	May -July	
Consolidation of programme goals, policies and tools for the DDR of child soldiers.	May	An interim DDR programme for Child Soldiers, including its operational conditions for its implementation, <u>developed and endorsed by DDR stakeholders;</u>
Development of an operational framework (coordination arrangements, guidelines, modalities of interventions and funding requirements), for <i>special projects</i> and DDR contingencies during the interim phase.	May-June	An operational framework to coordinate ongoing DDR activities, special projects and emergency interventions during the interim phase, <u>established.</u>

(\*) A detailed work programme and schedule will be shared with all partners following the Paris Meeting.

**Attachment 8:  
Closing Statement**

MDRP Partners' Meeting - World Bank Office, Paris, France  
April, 29-30, 2003

Closing Remarks by Emmanuel Mbi,  
World Bank Country Director, South Central Africa and the Great Lakes

Dear Friends,

The discussions we have had over the past day and a half show that the MDRP partnership is consolidating. The substantial progress achieved on the programmatic and technical levels are very timely in view of the encouraging political developments on the ground which considerably improve prospects for peace in several countries. In the coming months, the systems we have established to operationalize MDRP will be put to the test as full-scale implementation of DDR starts in the region. In this dynamic context, coordination becomes more important than ever.

We have heard your messages loud and clear and we will strive to further build on our achievements to date. Allow me now to briefly review the steps we have agreed to in the course of our deliberations:

The Secretariat will ensure that information flows to focal points further improves by:

- ensuring that MDRP focal points as well as their field representatives receive regular country specific information and updates, including advance notice of mission dates and terms of reference, and mission reports (the system adopted for information sharing in Angola will be replicated in other MDRP countries);
- regularly informing focal points of progress under the special project window through a monthly update;
- submitting background documentation for Advisory and Trust Fund Committees meetings at least five to ten business days ahead of the meetings;

MDRP Partners likewise committed themselves to informing the Secretariat and partners of individual missions and other initiatives related to DDR.

We all further agreed that:

- while bi-annual meetings of the Advisory and Trust Fund Committees should be maintained, there should be only one joint supervision mission per year which will be fielded ahead of the autumn meeting. Other missions should be undertaken on and as need basis;
- technical DDR aspects should be introduced in the peace process as early as possible to ensure that agreements are realistic and implementable;

Partners reconfirmed that beneficiaries under the program should not be extended beyond the primary target group as a matter of policy. Further discussion led to a request to the Secretariat

to prepare a position paper to identify options on how best to accommodate dependents under the program, including through strengthened linkages with humanitarian, reconstruction and other recovery efforts. The Secretariat was requested to prepare another position paper on the linkages between DDR and security sector reform.

Country reviews:

- The Trust Fund Committee endorsed the MDTF grant for **Angola** and supported the speedy processing of the special project designed to support the reintegration of UNITA ex-combatants while national program implementation mechanisms are being established. Partners requested a briefing on progress in the Government of Angola's public financial management (in particular, budgetary allocations) to be presented at the next meeting of the Trust Fund Committee.
- It was suggested that a set of clear objectives spelling out a common position of the MDRP partnership be defined for **Burundi** on key issues such as cantonment, sequencing of political and military integration, sensitization, etc. The importance of bi-lateral support of the African peacekeeping mission, the cantonment phase, and assisting Government on the question of security sector reform was highlighted. And per the recommendation of the Advisory Committee, the MDRP Secretariat will look at strengthening its presence on the ground based on assessed need.
- The **CAR** Government asked for MDRP support in developing a national DRP. UNDP, as lead agency, will consult with Government on timing and TORs of a mission as soon as possible.
- UNDP was confirmed as lead agency in the **Republic of Congo**. It was agreed that the UNDP representative in Brazzaville would follow up with Government on the timing and TORs of a mission to look at the preparation of a national program.
- In the **DRC**, we look forward to the implementation of the interim DDR strategy under the leadership of UNDP, in close partnership with the Congolese authorities and MDRP members on the ground.

Lastly, the MDRP Secretariat will move swiftly with partners on the finalization of special project proposals in several countries. We hope that the implementation of these projects can commence shortly.

Dear friends,

I must say that I am very pleased with the outcome of the last three days of discussions. We come away from these discussions with a better sense of what we've achieved so far, what now needs to be done as a matter of priority to move forward, and how best to improve these actions. In so doing, we've further strengthened the MDRP Partnership to help better guarantee success in this important undertaking.

Thank you.