

# Multi-Country Demobilization and Reintegration Program

## Progress Report and Work Plan

*October 31, 2002*

1. This report provides an update of activities to date for each of the four MDRP components: (i) national programs; (ii) special projects; (iii) regional activities; and (iv) program management. The progress report summarizes activities during the period April-October 2002, the work plan covers the period November 2002-April 2003.

### **1. National Programs<sup>1</sup>**

#### *Rwanda*

2. The World Bank's Board of Directors approved the IDA credit in support of the Rwanda Demobilization and Reintegration Program (RDRP) on April 25, 2002, together with the MDRP. The IDA credit became effective on September 23 after the government of Rwanda had met all conditions, including general and country-specific eligibility criteria under the MDRP. With government and bilateral funding, almost 10,000 combatants from the Rwanda Defense Force and armed groups returning from the DRC have been demobilized since December 2001.

3. The government has established a Technical Coordinating Committee comprising various government departments, civil society and local non-governmental organizations, international NGOs, and UN and donor partners. Meetings take place monthly and are chaired by the Rwanda Demobilization and Reintegration Commission. Intensive efforts are underway between the governments of the DRC and Rwanda to plan for the repatriation of Rwandese armed groups from the DRC to Rwanda and their demobilization and reintegration under the RDRP. These activities have been supported under the MDRP (see below).

#### *Angola*

4. Preparation for the Angola Demobilization and Reintegration Program (ADRP) started in May 2002, one month after the Luena agreement. Four missions comprising key bilateral and multilateral partners were carried out between May and October 2002. In addition, DFID fielded a programming and technical assistance mission to Angola in August-September. The European Commission hosted a meeting of interested partners in Brussels in July to discuss the findings of the identification mission of May/June and provide recommendations for further program preparation. In September, MDRP partners carried out an electronic discussion about alternative reintegration options. The World

---

<sup>1</sup> There are no national programs currently active within the MDRP framework other than in Rwanda and Angola. Ongoing program activities in the CAR and Congo-Brazzaville are being brought under the MDRP framework as a result of the joint supervision mission.

Bank has completed appraisal of the IDA credit in support of the ADRP in October and will negotiate the credit with the government of Angola in November.

5. The government of Angola has at times been reluctant to engage MDRP partners in comprehensive program planning. Its policy and technical capacities are limited. In addition, the government's distribution of planning and implementation responsibilities for policy guidance (National Commission for Reintegration), demobilization (Angolan armed forces), reinsertion (MINARS), and reintegration (IRSEM) has been plagued by a lack of effective collaboration. It should be noted that the government has decided to finance the demobilization and reinsertion phases on its own account and to ask for MDRP financing for the reintegration component only. MDRP partners have raised concerns that the lack of proper planning especially for demobilization (e.g., identification system, counseling) may negatively impact the implementation of reintegration activities. These concerns have been conveyed to government but remain unresolved. In the meantime, government has started the demobilization process from the quartering areas.

**2. Special Projects (draft guidelines attached)**

6. A total of nine proposals have so far been received, one for Uganda and eight for the DRC (six of which are for child ex-combatants). The MDRP Secretariat undertook a fact-finding mission to Uganda in July to discuss the proposal with the Government, MONUC and interested partners. An interim solution, whereby the local Donor Technical Group might cover urgent small-scale DDR activities pending the elaboration of a national program, has been identified by the joint supervision mission.

7. The DRC proposals have been screened and their feasibility (given the security context) has been reviewed by the joint supervision mission. Annex 1 summarizes the status of the screening process for each of these proposals. The MDRP Secretariat will respond formally to applicants once agreement on the guidelines for special projects has been reached. The draft guidelines are being submitted to Trust Fund Committee members for review before clearance by World Bank management.

8. It became clear during the joint supervision mission, as well as from the proposals received, that the parameters for special projects merit review, especially with respect to the financing of small-scale activities in countries where a national program has not yet been put in place. The MDRP Secretariat has therefore consulted with donor partners and added a section on small-scale (pilot) projects implemented by government agencies pending the elaboration of a national demobilization and reintegration program. This new category of special projects complements those to be implemented by UN and non-governmental agencies.

9. The MDRP Secretariat recognizes that the expanded special project definition could entail a risk of compromising national ownership of special projects and of a proliferation of special projects in some countries, leading to the complication of national program preparation. The MDRP Secretariat proposes the following mitigation mechanisms: (i) all

such special projects would have to be approved by the respective government(s), (ii) all such projects would include provisions for their incorporation into a national program once it is in place, and (iii) all such projects would include provisions allowing governments to terminate such projects in the event that a national program is put in place and the respective government no longer perceives a need for the special project.

### **3. Regional Activities**

*TCG meeting* (proceedings attached)

10. The MDRP Secretariat organized the first meeting of the regional Technical Coordination Group (TCG) in Cacuaco (outside Luanda), Angola, from July 30 to August 2, 2002. Representatives of national demobilization and reintegration programs from Angola, Burundi, Congo, Democratic Republic of Congo, Namibia, Rwanda, and Uganda attended the meeting, as did representatives of international partners (World Bank, MONUC, ILO, UNICEF and UNDP) and resource persons from three ongoing demobilization and reintegration programs (DRPs) in Africa (Chad, Ethiopia and Sierra Leone)

11. The objectives of the workshop were to (i) deepen national policy makers' and program managers' understanding of key demobilization and reintegration program concepts, (ii) draw on lessons learned from DRPs in Sierra Leone, Chad and Ethiopia, and (iii) strengthen the MDRP regional network. The meeting provided an opportunity to discuss issues relevant to the design and implementation of national activities supported by the MDRP.

12. Participants valued the opportunity to meet among themselves. The workshop enabled them to learn from each others' experiences and to better appreciate the similarities and differences between their own and their neighbors' programs. Furthermore, the discussions helped participants to exchange ideas on the challenges associated with the management of international assistance to DRPs. Participants confirmed that the meeting was a successful first step in the process of building a "network of practitioners" in the region and confirmed their interest in continuing with TCG meetings in the future. In this respect, participants indicated that the issues of social and economic reinsertion and reintegration and implementation arrangements should be deepened in future TCG meetings.

*DRC-Rwanda seminar* (proceedings attached)

13. Upon request by the governments of the Democratic Republic of Congo and Rwanda, the MDRP Secretariat organized a meeting for technical delegations from these two countries in Nairobi, Kenya, from September 16-20, 2002. The meeting was facilitated by the MDRP Secretariat and included representatives of UNDP and MONUC. The objectives of the meeting were to (i) develop a technical outline for the comprehensive implementation of the disarmament, demobilization and repatriation of Rwandese armed groups from the territory of the DRC to Rwanda, (ii) identify obstacles to the rapid

implementation of the Pretoria accord and explore strategies both governments could adopt to overcome these obstacles, and (iii) agree upon specific follow up steps to be taken by both governments.

14. The delegations agreed on a number of joint recommendations. National ownership of the peace process is critical to its implementation. In this context, the technical input of respective government organizations is essential to ensure the timely and effective implementation of related activities in both countries. The speedy and efficient implementation of disarmament, demobilization and repatriation activities requires improved technical collaboration between the two governments, and between the two governments and MONUC/Joint Military Commission (JMC). In this regard, it was deemed critical that the two governments systematically participate in all aspects of planning and implementation.

15. The delegations suggested that it would be prudent to prepare contingency plans for disarmament, demobilization and repatriation in the event that (i) some Rwandese armed groups refuse to participate in voluntary disarmament efforts, and/or (ii) MONUC is unable to provide adequate and timely security and technical support for related activities in the DRC. As a follow-up event, the Rwandan government invited the DRC government to visit Rwanda, in order to familiarize themselves directly with demobilization and reintegration assistance being provided to returning members of armed groups within the framework of the Rwanda Demobilization and Reintegration Program (RDRP). This visit is taking place from October 30 to November 4, 2002.

#### **4. Program Management**

*Joint Supervision Mission* (aide-mémoire attached)

16. A joint donor/agency supervision mission visited Angola, Burundi, the CAR, Congo, the DRC, Rwanda and Uganda from September 23 to October 4, 2002. The mission objectives were to (i) assess MDRP implementation progress to date, (ii) explore opportunities to enhance coordination within the MDRP framework and (iii) identify activities that should be considered for MDRP financing. The joint mission provided a valuable opportunity to strengthen the MDRP partnership effort and afforded partners as well as national stakeholders concerned an opportunity to deepen their shared understanding of disarmament, demobilization and reintegration (DDR) issues on the ground and of the need for effective coordination at both national and regional levels.

17. The mission found the general and country-level eligibility criteria appropriate. All governments strongly emphasized the need for national ownership and the development of comprehensive frameworks for DDR. The mission reaffirmed the MDRP principle that no other trust funds be established to finance DDR activities in the region yet noted that an expansion of the definition of special projects may be justifiable in certain situations. The mission also noted that coordination was improving but it remains an implementation challenge.

*Meeting on Central Africa at the Security Council*

18. On October 22, 2002, the Security Council held a public meeting on the strengthening of cooperation between the United Nations system and Central Africa in the maintenance of peace and security. Foreign Ministers from the region, interested member-states, UN agencies, regional organizations and the World Bank were invited to participate in this meeting. This public meeting provided a unique opportunity for national, regional and international actors to reaffirm their commitment to supporting Central Africa's emergence from conflict at a hopeful, yet challenging juncture for the sub-region. It also allowed the World Bank to introduce the MDRP to Security Council members in its broader regional context.

*Planning and Management Task Force on the DRC*

19. The Department of Peacekeeping Operations (DPKO) convened a meeting of the Planning and Management Task Force on the DRC on October 23 to discuss implementation issues related to the mandate of MONUC. The working-level meeting was devoted to the subject of DDRRR, and was, in addition to regular participants, also attended by members of the Security Council and representatives of prominent donor states. Briefings were given by DPKO and the World Bank. Areas of complementarities between MONUC and the MDRP in the DRC and Rwanda in relation to the disarmament, demobilization and repatriation of foreign armed groups to their countries of origins were discussed.

20. DPKO recalled the proposal put to the Security Council in the Special Report of the Secretary General on MONUC of September 10, 2002 that MONUC receive the funding required for the mission to carry out its disarmament, demobilization and repatriation mandate from assessed contributions exclusively, highlighting the outstanding need to secure funding to finance the repatriation of dependents. It was agreed that the latter would be further discussed at the upcoming meeting of MDRP partners in The Hague.

*Staffing*

21. Recruitment of the core staff of the MDRP Secretariat was launched first in June by consulting MDRP partners, and second in July, by requesting expressions of interest in several international journals and websites. By August 31, the World Bank had received over 650 applications for four long-term and several short-term positions. Interviews for the long-term positions (regional DDR specialists west and east, demobilization specialist and reintegration specialist) were held in October. Qualified candidates for these positions have been identified and final reviews are underway. It is expected that the selected candidates would take up their posts in early 2003.

22. In addition to these positions, a Senior Operations Officer (Trust Fund Administrator) and a Communications Officer have been recruited. A Language Program Assistant will be recruited shortly to support the team in all administrative and client matters. As an interim measure before the regional DDR specialists are deployed, the MDRP Secretariat

is fielding staff to the region (especially to the DRC) to work with national governments and MDRP partners on urgent DDR matters.

*Trust Fund administration* (model administrative agreement attached)

23. A draft model administrative agreement was prepared and sent to MDRP partners for comments in July 2002. Based on responses from donors a final model agreement was prepared in September. While the MDTF donors generally agreed with the draft text, concerns raised by some donors regarding eligible countries led to delays in finalizing the model agreement. However, the Bank, in keeping with the regional spirit of the MDRP and its commitment to dealing with the program in a comprehensive fashion, concluded that such concerns are best addressed through indications of preference as proposed in the covering letter of the model agreement. While most donors have not expressed preferences, those that have such concerns are currently negotiating appropriate language with the World Bank. The re-definition of the special projects category also required additional World Bank internal clearances as well as donor approval.

24. The World Bank has signed three administrative agreement with donors as of October 31, 2002, and expects to finalize three more by early November. The World Bank also expects that the first grant agreement, with the Government of Rwanda, will be finalized in December. Further grant agreements would follow based on special projects and national program preparation and appraisal.

*MDRP financing*

25. Since April 2002, when the MDRP was endorsed by partners and the World Bank's Board, the MDRP Secretariat has been operating with an interim budget of \$500,000 advanced to the Trust Fund by the World Bank. As of October 28, about \$205,000 have been used for program management and regional activities. Annex 2 details the current status of Trust Fund receipts and disbursements. With the signing of the three administrative agreements with France, Sweden and the United Kingdom, it is expected that approximately \$9 million worth of contributions will be available under the Trust Fund by early November. Expected finalization of three more agreements during November should put the balance of available resources in the MDRP Trust Fund at around \$50 million by the end of 2002 (Annex 3).

## **5. Work Plan**

26. The focus of work for the MDRP Secretariat and the Program for the next six-month period (from November 2002 to April 2003) will be in the following broad areas:

- *National programs*: to finalize grant agreements in Rwanda and, possibly, Angola, and assist in preparing programs in CAR and Uganda;
- *Special projects*: to finalize guidelines and enter into appropriate grant agreements for activities in the DRC and Burundi;

- *Regional activities*: to facilitate a study tour of the national program coordinators, organize the next TCG meeting, and continue to provide support to cross-border DDR initiatives between interested governments as opportunities arise; and
- *Program management*: to finalize all outstanding administrative agreements, deploy all newly hired Secretariat staff, strengthen MDRP coordination at the national level, establish the MDRP website and other communication initiatives, and undertake the next six-month supervision mission with MDRP partners.

27. Annex 4 presents a more detailed work plan for the Secretariat and Program.

## Annex 1: Status of Special Project Proposals

Agency / Country	Project name	Date Rcvd	Initial Screening				Amount	Comments
			F	L	G	N	US\$	
MONUC UGA	Support to demobilization, repatriation and reintegration of Ugandan Allied Democratic Forces combatants present in the DRC	Jun 02	Yes	Yes	No	No	700,000	Withdrawn after fact finding mission; interim solution via Donor Technical Group identified.
UNDP DRC	Community Recovery in support of the peace process in DRC	May 02	Yes	Yes	No	?	10,000,000	Withdrawn; to be replaced by new proposal (currently being finalized); ongoing discussion with UNDP.
Safe the Children Fund – UK DRC	Support for the demobilization of former child soldiers	Aug 02	Yes	Yes	No	?	1,375,000	Withdrawn; replaced by new proposal.
SIK DRC	Socio-economic study	Aug 02	?	?	No	No	470,777	Rejected after initial screening; activities part of MONUC's core mandate.
International Rescue Committee DRC	Evaluation of Child Soldiers in Orientale	Aug 02	Yes	Yes	No	?	279,683	Following initial screening, clarification requested on coordination arrangements, timing and implementation capacity; draft Memorandum of Understanding on coordination among these four NGOs received.
Save the Children – UK DRC	Support for the reunification and reintegration of former child soldiers in Rwanda and the DRC	Oct 02	Yes	Yes	No	?	2,820,348	
IFESH DRC	Situation assessment: prospects for demobilization and reintegration of child soldiers in northern Katanga	Oct 02	Yes	Yes	No	?	257,456	
CARE DRC	Evaluation of child soldiers in Maniema province	Oct 02	Yes	Yes	No	?	260,607	
World Vision DRC	Child Soldier Reintegration and Resettlement Project	Oct 02	Yes	Yes	No	?	3,104,224	Under review; ongoing discussion with World Vision.

F= Financial probity

L= Legal status

G= Government endorsement.

N= Fit into national Program.

? = uncertain.

**Annex 2: MDRP Trust Fund (TF 50574)**  
**Unaudited Financial Statement – October 28, 2002**

Income & Disbursement Categories	US\$	
	as of 10/31/02	as of 3/31/02
<b>1. Receipts to date</b>		
a. advance from World Bank	500,000	0
b. Donor contributions	0	0
- Belgium		
- Canada		
- EC		
- France		
- Germany		
- Italy		
- Netherlands		
- Norway		
- Sweden		
- UK		
c. Investment Income	0	0
<b>Total Receipts</b>	<b>500,000</b>	<b>0</b>
<b>2. Disbursements to date</b>		
a. National Programs		
- Rwanda	0	0
- Angola	0	0
- DRC	0	0
- ...		
b. Special Projects	0	0
- ...		
c. Regional Activities	62,133	0
d. Program Management	142,095	0
e. Trust Fund administrative charge	0	0
<b>Total Disbursements</b>	<b>204,227</b>	<b>0</b>
<b>3. Trust Fund Balance</b>	<b>295,773</b>	<b>0</b>

**Annex 3: MDRP Trust Fund (TF 50574)  
Status of Agreements – October 31, 2002**

Donors	Funding support pledged		Estimate US\$ value of pledge	Special Conditions or Characteristics	Current Status	Next Steps	Estimated completion date
	Currency	Value					
1. Belgium *	EUR	2,000,000	1,953,400		- awaiting final information from donor	- finalize agreement - sign/counter-sign - request full disbursement	8-Nov-02 22-Nov-02 29-Nov-02
2. Canada	CAD	15,000,000	9,594,474	- fund disbursed over 3-yr period	- awaiting final language for agree'm't	- finalize agreement - Bank clears agreement - sign/counter-sign - request disbursement of CAD 5 m	8-Nov-02 22-Nov-02 6-Dec-02 13-Dec-02
3. EC	EUR	20,000,000	19,534,000		- draft agreement being prepared	- Bank clears agreement - sign/counter-sign - request full disbursement	15-Nov-02 29-Nov-02 6-Dec-02
4. France	EUR	2,000,000	1,953,400		- agreement signed by Bank	- France to countersign agreement - request full disbursement	8-Nov-02 8-Nov-02
5. Germany	EUR	2,000,000	1,953,400	- funds disbursed over 2-yr period	- awaiting final information from donor	- finalize agreement - sign/counter-sign - request disbursement of EUR 1 m	1-Nov-02 15-Nov-02 22-Nov-02
6. Italy	EUR	1,500,000	1,465,050		- awaiting final information from donor	- finalize agreement - sign/counter-sign - request full disbursement	18-Nov-02 2-Dec-02 9-Dec-02
7. Netherlands	EUR	108,000,000	105,483,600	- funds disbursed over 3-yr period	- awaiting final language for agree'm't	- finalize agreement - Bank clears agreement - sign/counter-sign - request disbursement of EUR 35 m	8-Nov-02 22-Nov-02 6-Dec-02 13-Dec-02
8. Norway	NOK	25,000,000	3,302,074		- awaiting final information from donor	- finalize agreement - sign/counter-sign - request full disbursement	15-Nov-02 25-Nov-02 29-Nov-02
9. Sweden	USD	2,000,000	2,000,000		- agreement signed by Bank	- Sweden to countersign agreement - request full disbursement	8-Nov-02 8-Nov-02
10. UK	USD	25,000,000	25,000,000	- funds disbursed over 5-yr period	- agreement signed by Bank	- UK to countersign agreement - request disbursement of \$5 m	8-Nov-02 8-Nov-02
		<b>Total US\$</b>	<b>172,239,397</b>				

\* Belgium has made an additional, informal, pledge of approximately 8 million Euros

**Annex 4: MDRP Work Plan 1/  
November 2002 – April 2003**

<i>Components/Activities</i>	<i>Performance Indicators</i>	<i>Timeframe</i>	<i>Responsible Parties</i>	<i>Preconditions</i>
<i>A. National programs</i>				
1. Rwanda	Grant agreement signed	December 2002	World Bank and Government of Rwanda	Administrative agreements signed with MDTF donors; TFC endorsement.
2. DRC	Agreement on technical support to Government agency in charge of national DDR program	January 2003	MDRP partners, coordinated by UNDP	Request by Government of DRC; Government institutional focal point for DDR identified.
3. CAR	Preparation mission undertaken	January 2003	MDRP partners, coordinated by UNDP	Request by Government of CAR; depending on evolving security situation.
4. Uganda	Preparation mission undertaken	February 2003	MDRP partners, coordinated by World Bank	Request by Government of Uganda.
5. Angola	Grant agreement signed	March 2003	World Bank and Government of Angola	All eligibility criteria met; ADRP approved by the Bank's Board; TFC endorsement.
<i>B. Special projects</i>				
6. Burundi	Grant agreement for child soldiers project signed	February 2003	World Bank and UNICEF	Proposal submitted by UNICEF and approved by MDRP partners per procedures; administrative agreements signed with donors.
7. Burundi	Grant agreement for vulnerable soldiers project signed	March 2003	World Bank and Government of Burundi	Proposal submitted by Government of Burundi and approved by MDRP partners per procedures; administrative agreements signed with donors.
8. DRC	Grant agreements signed	Within eight weeks of formal submission	World Bank and grant recipients	Approval proposed projects per procedures; administrative agreements signed with donors.

**MDRP – Progress Report and Work Plan – October 31, 2002**

<i>Components/Activities</i>	<i>Performance Indicators</i>	<i>Timeframe</i>	<i>Responsible Parties</i>	<i>Preconditions</i>
9. Other projects	Grant agreements signed	Within eight weeks of formal submission	World Bank and grant recipients	Approval of proposed projects per procedures; administrative agreements signed with donors; submission of proposals.
<i>C. Regional activities</i>				
10. TCG meeting	Meeting organized, including study tour	January 2003	MDRP Secretariat, TCG members and key partners	Location identified.
11. Cross-border planning	Meetings organized	Within four weeks of request	MDRP Secretariat with participating governments and key partners	Applicable for DRC and CAR and neighboring countries; upon government request.
12. Cross-border sensitization	Sensitization activities carried out	Within six weeks of request	MDRP Secretariat, MONUC, relevant governments, other partners	Applicable for DRC and neighboring countries; upon government request.
<i>D. Program Management</i>				
13. Administrative agreements	Agreements with donors signed	December 2002	World Bank and MDTF donors	Donors provide relevant information; final language of agreements agreed upon.
14. Staffing	Recruitment completed	January 2003	MDRP Secretariat	Availability of selected candidates.
15. MDRP website	Website established	January 2003	MDRP Secretariat	MDRP communications strategy elaborated.
16. Great Lakes conference	Planning meeting organized	February 2003	MDRP Secretariat, UNDP/PA/SRSG for Great Lakes and interested partners	Advance in the regional peace process.
17. Joint supervision mission	Mission undertaken	March 2003	MDRP Secretariat and partners	Advance planning in-country.
18. In-country DDR coordination	Meetings organized regularly	Once every 1-2 months	Governments, lead agencies, interested MDRP partners	Format provided by MDRP Secretariat.

1/ Other activities would be identified depending on the evolving situation in the region.