

Multi-Country Demobilization and Reintegration Program

Progress Report and Work Plan

April to June 2003

July 18, 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 (April 21, 2003). 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 July to September 2003 is also included in this report.

1. National Programs

Rwanda

2. Overall progress on the national program has been satisfactory. To date, 8,648 RDF soldiers and 3,480 members of Rwandan armed groups have been demobilized under stage II of the program—including 454 children all of whom have been placed with families. Support for community-level reintegration of these demobilized is on-going. The Rwanda Demobilization and Reintegration Commission (RDRC) is engaged in discussions with the Government of Germany to secure financial assistance for reintegration activities, synergies with other World Bank projects are being explored, and sensitization campaigns have been launched to promote social integration. The RDRC has also worked during the past quarter to strengthen the financial management systems of the Technical Secretariat and has put in place a new accounting system. The Auditor General is currently conducting the required annual audit of 2002 accounts. A capacity building needs assessment conducted in April has resulted in the development of a training plan for the RDRC.

Angola

3. Implementation of the Angola Demobilization and Reintegration Program (ADRP) has progressed during the quarter however not without problems or delays. The Government of Angola indicates that identification and discharge documents have been delivered to approximately 87,000 ex-UNITA combatants and reinsertion support equivalent to five months salary has been paid to those demobilized. Resettlement kits are also being distributed and it is estimated that 55-65% of the total number of kits have been delivered to ex-combatants to date. However, while Government formally announced the closing of all gathering areas for UNITA combatants and family members on June 19, 2003, OCHA estimates that approximately 20% of the ex-combatant population has yet to be transported to their areas of return. These populations remain in either 7 gathering areas or more than 30 transit centers around the country where humanitarian conditions vary tremendously. The pending start, in October, of the second

rainy season in the areas of highest ex-combatant concentration (central highlands) is further cause for concern in terms of food security as well as further complicating existing logistical challenges.

4. Effectiveness of the IDA approved grant in support of the ADRP has also been delayed due to difficulties on the part of the Government's agency, IRSEM, in finalizing the recruitment of the financial management and procurement unit. Current projections indicate that the grant will become effective in October or November, 2003. A Bank supervision mission is currently in the field reviewing progress and constraints and working with Government to address outstanding issues. Also during the quarter, the MDRP trust fund donors endorsed a grant for the ADRP for an estimated \$50 million. The MDRP Secretariat has initiated the process to prepare the grant with the Government.

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 national Demobilization Program document, prepared by the Burundi Ex-combatants Assistant Program (BEAP) Commission in collaboration with the respective Government authorities received written feedback from the World Bank and the MDRP Secretariat. The program document has not yet been finalized owing initially to the lack of a good estimate of the number of rebel combatants to be demobilized and subsequently to procedural delays in establishing the Government oversight committee. A series of DDR Coordination Committee meetings stressed the importance of sharing the principles of the document in its current version with all stakeholders. An MDRP technical support mission was conducted from mid-April through early May, and the MDRP has since maintained continual support and presence in Burundi through its regional DDR specialist based in Kigali. The World Bank signed the agreement that allows an advance to be provided to Burundi (through a Project Preparation Facility) to enable the Government's technical team to finalize the program planning process, initiate institutional strengthening measures, and undertake pilot demobilization and reintegration activities. In light of growing pressures from rebel groups who have signed the ceasefire agreement, and in response to similar pressures from the President of the Transitional Government, the MDRP prepared and circulated a discussion paper analyzing the options for and risks associated with a proposed accelerated cantonment exercise. Preparation of a cantonment site was conducted after which the African Mission in Burundi forces deployed to the identified site, and the initial cantonment of those groups in agreement commenced in early July. Although the Transitional Government has not yet formalized any pronouncement on the required institutional structures to oversee the national program, indications are that this will be finalized early in the next quarter.
- CAR. Following the coup d'Etat on March 15, General François Bozize declared

an 18-month transition period in order to prepare general elections projected for January 2005. A consensus government (including several political parties) and the Commission National de Transition (CNT) – in which civil society has a voting majority – have been set up to lead this transition. At the April 2003 MDRP Partners' meeting in Paris, the new government presented its proposed Letter of Demobilization Policy (LDP). An MDRP mission was fielded in June to assess the new context and feasibility of a DDR program to be supported by the MDRP. The mission met with a wide range of partners including General Bozize and senior government representatives, the CNT, partners from the diplomatic and international community, as well as civil society organizations. The mission made recommendations on the feasibility and timeliness of setting up a DDR program within a broader framework of security sector reform and in line with MDRP principles. Recommendations were also made to finalize current activities of the *Programme National de Démobilisation et de Réinsertion* and address the security issue through a broader community-based approach complementary to DDR. The mission advised the Government to pursue the national dialogue process within which DDR and other policy issues would be addressed, and to finalize the LDP in line with technical and institutional requirements. UNDP will provide additional assistance to the government in this regard on behalf of the MDRP Partnership.

- Congo. The *Haut Commissariat* (HC) has established three commissions which will develop thematic strategies for a National Disarmament, Demobilization, Reintegration and Repatriation Plan (NDDRRP) that would cater for the repatriation of foreign forces present in Congo. The commissions will produce an initial draft NDDRRP and will identify needs for specific expertise to be provided by MDRP partners to finalize the plan. The plan would address security sector reform, disarmament, demobilization, and modalities for support to the social and economic reintegration of ex-combatants. In line with the conclusion of the recent EU/UNDP/WB evaluation, the EU has contributed 731,000 Euros in support of a UNDP-executed emergency program aimed at reintegrating 1,000 ninja ex-combatants from the Pool region. Activities will be implemented jointly by IOM and the HC in accordance with the operational modalities defined by the HC, and as soon as requested by the national "*Comité ad hoc de suivi des engagements pour la paix dans le département du Pool*", which includes government and ex-rebel representatives.
- DRC. Following the MDRP partners' meeting in Paris, UNDP has developed a detailed work plan laying out objectives and activities for the preparation of a National Disarmament, Demobilization and Reintegration Program for Congolese forces. Technical groups have been formed to focus during the interim phase on 1) the development of emergency operational plans for disarmament and community assistance to child soldiers; 2) disarmament and community assistance to adults; and 3) the development of a technical framework for the national program. In the absence of a designated Government interlocutor under the new transitional government, existing MDRP focal points within the Government were informed of progress to date. Following the announcement of the composition of

the government on June 30, the issue of a national institution as well as the principles for DDR of Congolese armed groups will need to be discussed. In order to address emerging issues in Ituri, the technical committee on children developed an “Operational Plan for the demilitarization of children released or voluntarily disengaged from armed groups.” The plan is still undergoing some revisions due to changes in mandate for MONUC. An operational plan targeting adults would cover disarmament and community-based reintegration assistance. A joint mission will travel to Bunia in early July to examine modalities surrounding the implementation of these plans. Clarification will be sought from the Interim Emergency Multinational Forces (IEMF) on the ground regarding their role/mandate in relation to a disarmament process. The Ituri Peace Commission will play a role in the implementation of both plans, with support from the IEMF and MONUC.

- Uganda. In response to earlier requests for financial and technical assistance for a national program, a small World Bank/MDRP technical mission visited the country in April to assess the situation on the ground, strengthen coordination of ongoing and planned activities, and to discuss plans for a special project. A joint World Bank/MDRP program identification mission would be fielded once the initial recommendations of the DFID-supported defense review are made public. In the meantime, the Government, through the Uganda Veterans Assistance Board (UVAB), is preparing to conduct a lessons learned exercise of earlier demobilization and reintegration activities in the country, and a socio-economic survey of those to be demobilized in the future. UVAB also has started to review its institutional arrangements at decentralized levels, and is planning for a modernization of its management, monitoring, evaluation and logistical systems in the course of the preparation of a new national program. In spite of these enabling actions, a number of challenges face Uganda and the MDRP partners in the process of preparing a national program, including the resumption of hostilities in northern Uganda, heightened concerns over Uganda’s relations with Rwanda, and discussions between the GoU and the international community with respect to future Ugandan public expenditure allocations for defense.

2. Special Projects

6. The MDRP Secretariat responded to all special project applications formally submitted to date, several of which are currently being processed.

- Angola: A \$4.3 million special project for the reintegration of ex-UNITA combatants to be executed by UNDP, FAO and ILO was approved by both the World Bank and the Government. The legal agreement between the Bank and UNDP was being finalized at the end of the quarter and preliminary technical assistance and planning activities for economic reintegration work is underway. FAO initiated the procurement of needed seeds in early July.
- Burundi: The special project presented by UNICEF and its implementing Government partner for child soldier demobilization, social reintegration and recruitment prevention in Burundi was reviewed by the Local Ad Hoc

Committee (LAC) on June 19 and recommended for approval, with slight modifications, on June 26.

- DRC: Three proposals have been approved and grant agreements are currently being processed by the World Bank. The DRC LAC met on June 13 to review a UNDP proposal for a Rapid Reaction Mechanism, which was recommended for approval with modifications. A proposal for child soldiers has been submitted by the Belgium Red Cross, which will be submitted to the LAC after initial screening has been completed by the MDRP Secretariat.
- Uganda: A proposal has been submitted by the Amnesty Commission for the Repatriation, Rehabilitation and Reintegration of “Reporters” (surrendered irregular forces). A LAC meeting will be convened during the third quarter to review the proposal.

7. An internal tracking mechanism has been established to better monitor the progress/status of special projects. Based on this, a monthly report has been created for circulation to all partners (see Annex 1).

3. Regional Activities

Monitoring & Evaluation Workshop – Kibuye, Rwanda

8. The MDRP Technical Coordination Group will convene in Kibuye, Rwanda from August 10-13 to discuss DDR Monitoring and Evaluation (M&E) and Management Information Systems (MIS). The three-day workshop will be followed by a one-day field exercise focusing on improving (i) understanding of M&E and MIS solutions for DDR program management, (ii) management of various program components, and (iii) production of relevant monitoring and evaluation data within the MDRP. The agency for German Technical Cooperation (GTZ) will take the lead in conducting the workshop with the support of the MDRP Secretariat.

DRC-Rwanda Cross-Border Sensitization

9. In spite of delays, both the Congolese and Rwandan technical teams have remained committed to keeping this initiative alive. It is expected that the establishment of the Transitional Government in the DRC will help re-energize the stalled process and provide a more enabling environment for the repatriation of Rwandan armed groups from the DRC to Rwanda.

4. Program Management

Program Coordination

10. Coordination of MDRP partners and DDR activities on the ground has, in general, been significantly strengthened during the past quarter due to the efforts of the lead agencies and the two new regional MDRP advisors in Kinshasa and Kigali. More regular

meetings of existing structures have been held and new structures created, in the case of Burundi and DRC, in response to emerging needs.

11. The MDRP website was uploaded on the World Wide Web on July 11. A logo was designed and will be integrated into the website along with relevant links and documents intended to enrich its content and facilitate the dissemination of experience and lessons learned in the area of DDR. To this end, partners are encouraged to share relevant publications, web links, etc., for inclusion on the website.

Staffing

12. The recruitment process for a Program Manager to replace the outgoing manager, Markus Kostner, is underway and final interviews of the short-listed candidates will be completed in July. Selection and appointment of the new manager should take place in August, allowing the selected candidate to assume full responsibilities by September or October.

Trust Fund administration and expenses

13. By the end of the current reporting period, all eleven contributing donor partners had deposited their initial contributions with the MDRP Trust Fund, totaling approximately \$53.3 million (see Annex 2). An additional \$370,000, in investment income brought the estimated total receipts of the trust fund to \$53.7 million by the end of the quarter. Total disbursements to date under the program are \$1,613,163, for regional activities, program management and administration. Delays in negotiating final agreements with Governments, and in arriving at an acceptable form of grant agreement for NGOs and UN agencies under the special projects, has delayed disbursements in these two areas.

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 July to September 2003) will be in the following broad areas. Annex 3 contains a more detailed work plan for the Secretariat.

- *National programs*: support recruitment of the financial management and procurement unit in Angola, conduct technical mission to Burundi, support lessons learned process in Uganda, and continue supporting national and lead agency efforts to develop a program in DRC and Congo/Brazzaville.
- *Special projects*: finalize grant agreements and initiate work in the DRC, Angola, and Burundi; review the Amnesty Commission proposal in Uganda as well as the new proposals submitted in the DRC.
- *Regional activities*: support the conduct of Monitoring and Evaluation workshop for TCG members and the implementation of the joint DRC-Rwanda communications program.

- *Program management*: finalize all outstanding national program and special project agreements to initiate work; organize the upcoming supervision mission (late September) and partners meeting (early November); finalize recruitment and install new Program Manager.

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

	<i>Proposing Agency</i>	<i>Project Name</i>	<i>LAC Review</i>	<i>Proposed Budget (US\$)</i>	<i>Approved Budget (US\$)</i>	<i>Project Status</i>
DEMOCRATIC REP. OF THE CONGO	1. UNDP	Community Recovery and Re-integration of ex-combatants in Eastern Congo	Nov 02	14,582,035	5,000,000	Revised proposal received. Final clearances at Bank HQ underway.
	2. Save the Children/UK	Support for the reunification and reintegration of former child soldiers in DRC	Dec 02	2,862,064	2,456,178	Grant agreement being finalized
	3. International Rescue Cmte	Situation assessment and pilot projects for demobilization and reintegration of child soldiers in Orientale, N. Katanga, Maniema	Dec 02	6,297,322	6,989,340	Grant agreements being finalized
	4. IFESH					
	5. CARE					
	6. UNDP/GoDRC	Appui Aux Ex-combattants Blesses de Guerre	Dec 02	3,850,000		Proposal withdrawn
	7. UNDP	Rapid Reaction Mechanism	June 03	3,265,290	to be determined	Recommended for approval by LAC with modifications
	8. UNICEF	Support the development and implementation of a national program for the prevention of recruitment, demobilization and reintegration of children associated with armed forces.	<i>Expected July 03</i>			Finalizing proposal for review by LAC
	9. Belgium Red Cross	Capacity Building and support to the prevention of recruitment, demobilization and reintegration of children associated with armed forces	<i>Expected July 03</i>			Finalizing proposal for review by LAC

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	<i>Proposing Agency</i>	<i>Project Name</i>	<i>LAC Review</i>	<i>Proposed Budget (US\$)</i>	<i>Approved Budget (US\$)</i>	<i>Project Status</i>
ANGOLA	10. UNDP (in partnership with ILO and FAO)	Joint Special Project Proposal to support the Reintegration of Demobilized Soldiers in Angola	Mar 03	4,809,688	4,336,483	Grant agreement being finalized
BURUNDI	11. UNICEF	Special Project Proposal to support the Demobilization, Reintegration and Recruitment Prevention of Child Ex-Combatants	Jan 03	5,000,000	3,864,102	Revised proposal received and recommended for approval by LAC with slight revisions.
UGANDA	12. MONUC	Demobilization and reintegration support to the Allied Democratic Forces	n/a	700,000		Proposal withdrawn
	13. Amnesty Commission	Repatriation, Rehabilitation and Reintegration of Reporters in Uganda	<i>Expected July 03</i>	3,632,953	to be determined	Undergoing initial screening by MDRP Secretariat. Comments to be sent and LAC to be convened.

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

Income & Disbursement Categories	US\$	
	as of 6/30/03	as of 3/31/03
1. Receipts to date		
a. Donor contributions	53,332,025	48,263,235
- Belgium	10,852,858	8,536,000
- Canada	3,405,995	3,405,995
- Denmark	2,500,000	2,500,000
- EC	10,670,000	10,670,000
- France	2,020,000	2,020,000
- Germany	1,021,157	0
- Italy	1,730,775	0
- Netherlands	10,371,240	10,371,240
- Norway	3,510,000	3,510,000
- Sweden	2,250,000	2,250,000
- UK	5,000,000	5,000,000
b. Investment Income **	369,532	144,999
Total Receipts	53,701,557	48,408,234
2. Disbursements to date		
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	234,263	192,046
d. Program Management ***	1,071,547	534,261
e. Trust Fund administrative charge **	307,353	177,029
Total Disbursements	1,613,163	903,336
3. Trust Fund Balance	52,088,394	47,504,898

* as of 6/27/03 (donor contributions shown as approximate US\$)

** Investment income and administrative charges as of 5/31/03

*** Includes MDRP secretariat input for general program administration, national program and special projects management

MDRP – Work Plan – July to September 2003

Annex 3: MDRP Work Plan: July to September 2003

<i>Components</i>	<i>Actions to be Taken</i>	<i>By When</i>	<i>Responsible Parties</i>	<i>Comments</i>
A. National Programs				
1. CAR	<ul style="list-style-type: none"> ▪ Develop a DDR Policy Letter ▪ Identify Govt. focal point 	July-Sept. 2003 July 2003	GoCAR, MDRP/UNDP GoCAR	
2. Burundi	<ul style="list-style-type: none"> ▪ Support to national program ▪ Support to Joint Operational Plan ▪ Provide emergency assistance for cantonment process 	On-going	MDRP partners coordinated by Bank	Progress conditional on security situation and overall peace process
3. Uganda	<ul style="list-style-type: none"> ▪ Plan and carry out joint identification mission 	<i>third quarter</i>	MDRP partners, coordinated by Bank	Close coordination with ongoing Defense Review
4. Angola	<ul style="list-style-type: none"> ▪ Finalize grant agreement ▪ Supervision mission ▪ Follow-up on FMPU procurement ▪ Supervision Mission 	Aug. 2003 July 2003 July-Sept. 2003 Sept. 2003	MDRP Secretariat, GOA MDRP, Bank, Partners Bank TTL Bank, MDRP, Partners	Mission took place June 29-July 15 Condition of effectiveness Prior to MDRP Joint Supervision Mission
5. Congo	<ul style="list-style-type: none"> ▪ Plan and carry out joint identification mission 	July-Aug. 2003	MDRP partners/GoRoC, coordinated by MDRP/UNDP	The government has taken the lead in preparation of TORS.
6. DRC	<ul style="list-style-type: none"> ▪ Principals meeting on DDR ▪ National/provincial seminars on DDR ▪ Implementation of emergency plan for child soldiers in Ituri 	Aug. 2003 July-Aug. 2003 July-Sept. 2003	GoDRC GoDRC, MDRP GoDRC	
7. Rwanda	<ul style="list-style-type: none"> ▪ 			
B. Special Projects				
8. Angola	<ul style="list-style-type: none"> ▪ Sign grant agreement with UNDP ▪ Follow-up on FAO input procurement 	July 2003 July-Sept. 2003	UNDP, Country Dir. (CD) Bank TTL	Delivery required by end-September
9. Burundi	<ul style="list-style-type: none"> ▪ Finalize special project package ▪ Approve and sign grant agreement 	July 2003 Aug. 2003	UNICEF MDRP Secretariat, CD	Final proposal pending following LAC recommendation
10. DRC-SCF	<ul style="list-style-type: none"> ▪ Signing of grant agreement for SCF/UK 	July 2003	MDRP Secretariat, SCF, CD	Process approaching finalization
11. DRC-NGO Consortium	<ul style="list-style-type: none"> ▪ Signing of grant agreements for NGO consortium 	July 2003	MDRP Secretariat, grant recipients, CD	Process approaching finalization

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<i>Components</i>	<i>Actions to be Taken</i>	<i>By When</i>	<i>Responsible Parties</i>	<i>Comments</i>
12. DRC-UNDP	<ul style="list-style-type: none"> ▪ Finalize grant agreement w/UNDP 	July 2003	MDRP Secretariat and UNDP, CD	Process underway
13. DRC-UNDP RRM	<ul style="list-style-type: none"> ▪ Finalize special project package ▪ Approve and sign grant agreement 	July 2003 Aug. 2003	MDRP Secretariat and UNDP, CD	Final proposal pending following LAC recommendation with modifications
14. DRC-Belgium Red Cross	<ul style="list-style-type: none"> ▪ Convene LAC to review proposal ▪ Finalize special project package ▪ Approve and sign grant agreement 	July 2003 Aug. 2003 Sept. 2003	MDRP Secretariat and Belgium Red Cross BRC and CD	Special Project proposal submitted, awaiting review by LAC
15. Uganda	<ul style="list-style-type: none"> ▪ Constitute LAC for AC proposal ▪ Finalize special project package ▪ Approve and sign grant agreement 	July 2003 Aug. 2003 Sept. 2003	MDRP Secretariat and Amnesty Commission GoU and CD	Special Project proposal submitted, awaiting review by LAC
<i>C. Regional Activities</i>				
16. Rwanda-DRC cross-boarder sensitization	<ul style="list-style-type: none"> ▪ Continued support provided for joint sensitization strategy 	On-going	GOR, GDRC, MONUC, MDRP Secretariat	
17. TCG meeting	<ul style="list-style-type: none"> ▪ Organize M&E workshop in Rwanda 	August 2003	MDRP Secretariat, GTZ, TCG members	Preparations underway
<i>D. Program Management</i>				
18. MDRP Trust Fund	<ul style="list-style-type: none"> ▪ Follow-up contacts with new donors for additional contributions 	<i>On-going</i>	MDRP Secretariat	
19. MDRP website	<ul style="list-style-type: none"> ▪ Finalize and launch website ▪ Revise/update website as needed 	End-June 2003 ongoing	MDRP Secretariat	Launched on July 11, 2003
20. MDRP Secretariat	<ul style="list-style-type: none"> ▪ Final interviews for Prog. Mgr. ▪ Recommendation and approval of selected candidate ▪ Assume responsibilities 	July 2003 Aug. 2003 Sept. 2003	Bank selection committee Sector Board Program manager	