



Status Report n° 3
Trust Fund and Advisory Committees Meeting
Brussels, May 2004



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1. Introduction

1. This report highlights progress in the implementation of MDRP activities since last partners meeting in Kinshasa, in November 2003. Since no Joint Supervision Mission preceded the forthcoming meeting, the current report is based on reviews and assessments undertaken by the MDRP Secretariat and other partners in individual MDRP countries following the Kinshasa meeting.

2. The period under review generally benefited from favorable political and security developments in the overall environment of most countries as well as the MDRP region as a whole. However, recent developments in the eastern DRC, CAR and Burundi point to the fact that significant ground remains to be covered before peace is effectively consolidated in the region. These developments have also underlined the importance of regional approaches to the resolution of the conflicts in the Great Lakes.

3. The relatively favorable environment of the past six months facilitated the completion of the preparation of national DDR programs in Burundi, the CAR and the DRC, and the establishment of respective governing structures for the implementation. Furthermore, significant progress has been made in the operationalization of special projects. Twelve special projects in the amount of US\$48 million have been approved to date. To enable more timely implementation of special project activities, the MDRP Secretariat has worked closely with relevant World Bank departments and UN partners to review respective World Bank and UN procedures. Finally, the MDRP Secretariat has worked closely with partners engaged in security sector reform (SSR) efforts in Burundi, the DRC and Uganda respectively, with a view to ensuring their synchronization with MDRP activities.

4. Preparation progress and positive momentum notwithstanding, the period under review also revealed key challenges the Secretariat and partners must address, as most DDR programs and special projects gear to move into large scale implementation in the months ahead. Thus the current report reflects on these challenges and outlines relevant remedial suggestions and pro-active steps as an input to the discussion and final recommendations by the MDRP Trust Fund and Advisory committees.

2. Regional context

5. Since the last MDRP Joint Supervision Mission of October 2003– the political and security environment for demobilization and reintegration preparation and implementation has generally continued to improve in the greater Great Lakes region. In Angola and the DRC, there is increasing confidence that their conflicts have come to an end. In Burundi, the ceasefire signed in November 2003 between the Transitional Government and the largest armed opposition group, and the subsequent integration of the leadership of that group into Government structures, has increased prospects for sustained peace. Moreover, the recent declaration of a unilateral cease-fire by the sole

remaining armed opposition group, FNL (Rwasa), further enhances the prospects for peace and should make for a more conducive environment for the implementation of DDR activities. Nevertheless, occasional violent clashes and other types of organized violence still occur in parts of Burundi, CAR and DRC. Recent attacks by Rwandan armed groups from the DRC and Burundi into Rwanda have provoked a forceful response from the Rwanda Defense Force (RDF), including incursions into Burundi and the DRC. The lack of cooperation from certain leaders of the *Forces de la Libération du Rwanda* (FDLR) has continued to impede this process considerably. In response, Rwanda reportedly massed troops on its borders with these countries. Furthermore, although the relationship between Uganda and its neighbors has continued to improve, its internal war in the North continues to cause large numbers of casualties and significant population displacement.

6. Central to the general improvement of regional prospects for peace and security are the national political processes in the DRC, the improved bilateral relations in the region, and the rapid and effective response of the international community in Ituri. The relative stability of the DRC's broad Transitional Government, its policy statements as well as the measures it has undertaken since its appointment in June 2003 have contributed to increased confidence among domestic and international investors, neighboring countries and the country's development partners. Initial steps towards the creation of a new national army in the DRC is an important factor in this increased confidence. The economic costs of the war and preceding period of poor governance are still enormous in terms of the destruction, lack of social and physical infrastructure and appalling poverty. Progress in the political transition would help economic recovery, but significant economic assistance would be most important to ensure the success of the political transition, as has been shown elsewhere. Potential for cross border trade is improving. Donors confirmed that they generally share this positive assessment of the evolution of the situation in the DRC during the Consultative Group Meeting that took place in Brussels in December 2003.

7. Bilateral relations between countries in the region have improved over the past period. Diplomatic and technical exchanges between the various governments have contributed to this improvement. The countries of the region are actively participating in the preparation for the International Conference for Peace, Security, Democracy & Development for the Great Lakes region planned by the United Nations and the African Union for November 2004. MONUC's continued efforts to disarm and repatriate foreign forces from the DRC have both benefited from, as well as contributed to, the confidence building.

3. National Programs

8. Over the past six months, considerable progress has been achieved in the preparation and implementation of national programs.

- In **Angola**, of the 97,136 demobilized UNITA combatants about 46,000 have received resettlement kits and over 33,500 have received contingency allowances. In addition, they have received the equivalent of five months salary of the *Forças Armadas Angolanas* (FAA) from the Government as well as food aid.
- In **Rwanda**, 15,202 members of the Rwanda Defense Force (RDF) have been demobilized since April 2002. However, the rates of repatriation from the DRC has been slower than anticipated. Only 4,534 members of armed groups have returned and been demobilized (including 454 children) to date. The RDRP has provided reinsertion and reintegration

assistance to those demobilized in the current phase, as well as to 12,258 members of the former *Forces Armées Rwandaises* (FAR) demobilized during the first stage of the Program.

- In **Burundi**, a US\$33 million IDA grant in support of the national program prepared by the Burundian Government was approved by the World Bank Board in March 2004. The Executive Secretariat of the National Commission for Demobilization, Reinsertion and Reintegration is preparing for program implementation. At this time, Government is drawing upon resources of the Preparation Facility (PPF) to finalize preparatory activities.
- In the **DRC**, a national program has been developed by the Transitional Government in collaboration with MDRP partners, and will be presented to the World Bank Board for IDA grant support in May 2004.
- In **CAR**, as agreed during the Kinshasa MDRP partners meeting, a national program has been developed by the Government of CAR and UNDP for funding under the MDRP special projects window. The World Bank approved the project in March 2004. UNDP, responsible for its implementation, has already started to recruit staff and set up satellite offices.
- In both the **Republic of Congo** and **Uganda**, discussions with the respective Governments are ongoing on the need and requirements for potential MDRP support to national demobilization and reintegration programs. In both countries, any MDRP assistance would be linked with security sector reform efforts.

4. Special Projects

9. Since the previous partners meeting in Kinshasa, the MDRP special project window has recorded substantial progress with regard to disbursement to existing projects, many of which had already begun activities under retroactive financing clauses. Over US\$ 12 million of an approved total of US\$ 47.5 million (see Annex II for details) has been disbursed to date¹. An additional special project focusing on child-soldiers in the DRC, to be implemented by the Belgian Red Cross, should receive its first disbursement around the time of the Brussels meeting.

10. With regard to the projects to be implemented by UNICEF in Burundi and DRC, there have been significant delays due to negotiations related to audit and procurement clauses in the grant agreements. In particular, it has proven difficult to find the appropriate balance between the fiduciary responsibilities entrusted to the World Bank by MDTF donors and UNICEF's rules and regulations. Partners have been kept up to date on developments and issues in this regard most recently in a note attached to the MDRP Biweekly Report n°7 (March 1-15, 2004). Discussions between the MDRP/World Bank and UNICEF are continuing at senior level.

11. In addition to the CAR national program, one new special project has been reviewed and recommended for approval by the Local Ad Hoc Committee in Uganda to support the repatriation, rehabilitation and reintegration of "reporters" that will be implemented by the Amnesty Commission. It is expected that this project will be approved by the World Bank before the end of April 2004. In accordance with the freeze on special projects in the DRC, no new special projects have been processed in that country. At the time of writing, discussions are in course with the recently appointed national DDR coordinator in the DRC on the relationship between special projects and the national program.

¹ The approved figure includes US\$ 9.8 million for the national program in CAR, which is being financed under the special project window.

National Demobilization and Reintegration Programs As of April 15, 2003

Identification:

- ❑ **Republic of Congo:** Independent experts evaluation completed in April 2004
- ❑ **Uganda:** Defense review completed and results being reviewed by Parliament

National DDR Institution Building:

- ❑ **Burundi:** Executive Secretariat set up and staffing underway
- ❑ **DRC:** Established by decree in Dec. 2003. National Coordinator appointed in March 2004. Other staffing underway

Negotiations:

- ❑ **DRC:** Program negotiations in progress

MDRP

Implementation & Evaluation:

- ❑ **Rwanda:** Effective as of Sept. 2002. Demobilized: 19,282
- ❑ **Angola:** Effective as of March 2004. Demobilized 97,136, with over half receiving reintegration support

Effectiveness:

- ❑ **Burundi:** Need – (i) decree defining combatant status and criteria; (ii) Ministerial order defining militia status and criteria; (iii) PIM

Approval:

- ❑ **Burundi:** Approved by the World Bank Board on March 18, 2004
- ❑ **CAR:** Project approved
- ❑ **DRC:** To be presented to the World Bank Board in May 2004

5. Regional MDRP Activities

Reintegration study tour to Sierra Leone

12. Members of the Technical Working Group participated in a study tour that the MDRP Secretariat organized to Sierra Leone (February 9-16, 2004) to review the strategies for and outcomes of reintegration efforts targeting ex-combatants in Sierra Leone. The Sierra Leone national Disarmament, Demobilization and Reintegration Program is widely considered a success by the Government of Sierra Leone, the UN, and the international development community. The program is currently coming to a close after successfully demobilizing approximately 70,000 combatants, and providing social and economic reintegration assistance to almost 60,000 ex-combatants. The Sierra Leone experience holds many lessons related to reintegration program design, the challenges implementing agencies may face, the provision of assistance to special target groups. The tour provided an opportunity to directly assess the results of such interventions on the lives of ex-combatants and the communities to which they return.

13. Participants from Angola, Burundi, CAR, Republic of Congo, Rwanda and Uganda met with representatives from relevant government and UN agencies, implementing partners and community-based organizations and ex-combatants. These actors shared their observations and experiences with the group, including the need for a robust political process behind the DDR efforts and good coordination between all actors in the process; the challenges of depending on organizations with very low capacities; the importance of having parallel programs for other war-affected populations; and the need to manage expectations and separate the reintegration support from the disarmament phase.

14. The participants compiled and discussed these and many more key observations resulting from the study tour, relating to program design, policy and implementation issues, and reflected on their relevance in their own individual country programs.²

Support to cross-border initiatives

15. The generally improved regional political environment, MONUC's continued efforts, as well as the platform the MDRP has provided for dialogue at a technical level have resulted in the gradual delineation of a clearer picture of numbers and locations of foreign armed groups in and around the greater Great Lakes region. While most Rwandan combatants are in the eastern DRC, numbers of members of the ex-FAR and Interahamwe can also be found in the Republic of Congo, the Central African Republic, Burundi, Angola, Namibia, Zimbabwe, and other countries outside the geographic scope of the MDRP. There are also a smaller number of Ugandan combatants in the DRC and the Sudan, and Burundian combatants in the DRC and Tanzania.

16. Following the signing of the Pretoria agreement in July 2002 by the Governments of the DRC and Rwanda, the Congolese and Rwandan focal points asked the MDRP Secretariat to facilitate technical discussions on the operationalization of this agreement. The Secretariat organized a series of three workshops (in Kenya, Rwanda and South Africa), which resulted in the preparation of a joint sensitization strategy to provide correct and consistent information on the DDR process in both countries, taking into account preoccupations of Rwandan armed

² A full report of the study tour, including contributions of the country participants, was distributed to MDRP partners on March 30, 2004 and is available on the MDRP website.

groups still in the DRC. Both governments endorsed this joint strategy in early 2003. However, implementation has been limited so far, due to the closing of the Commission responsible for the sensitization campaign in the DRC, and the transfer of the responsibility for foreign combatants to a special unit created within the Ministry of Foreign Affairs following the installation of the new Transitional Government of the DRC. Discussions were held between the unit, MONUC and the MDRP Secretariat in late February 2004 in order to establish an action plan for further cooperation. As a priority the unit was requested to:

- i) officially inform the Rwandan Government of the unit's establishment and its mandate, and establish direct contact with the RDRC;
- ii) propose a plan for site visits to familiarize unit members with activities on the ground;
- iii) develop in conjunction with MONUC priority next steps following the site visits;
- iv) request existing materials from the Commission that have been developed as part of the joint sensitization campaign.

Work on these issues is ongoing and it is also expected that the recruitment of additional field-based MDRP Secretariat staff will enable the Secretariat to lend stronger support to this operation.

17. Furthermore, the Rwandan Government will be able to use the material developed to date through the joint sensitization strategy where and when appropriate to support efforts to repatriate members of Rwandan armed groups from other countries of the region. The MDRP has also helped facilitate initial contacts between the Governments of Rwanda and Angola and stands ready to lend support to Rwandan efforts to encourage the repatriation of approximately 300 Rwandan ex-combatants in Angola. Similar support was provided to the Governments of Rwanda and of the Republic of Congo.

Knowledge sharing and cross-fertilization

18. Personnel of the Executive Secretariat of the National Commission for Demobilization, Reinsertion and Reintegration in Burundi have made three visits to Rwanda since October 2003 in order to learn more about the Rwanda Demobilization and Reintegration Program's approach to demobilization and reintegration activities, including the structure, logistics and management of demobilization centers. The MDRP Secretariat facilitated the participation of members of the African Mission in Burundi on one of these visits.

19. The World Bank/MDRP facilitated reciprocal visits of personnel of the Rwanda Demobilization and Reintegration Commission and the Federal Project Management Unit of the Ethiopia Emergency Demobilization and Reintegration Program in December 2003 and March 2004 respectively. These visits largely focused on social and economic reintegration and institutional capacity-building issues. Mission reports are available to MDRP partners upon request.

6. Program management

Actions taken as follow up to Kinshasa meeting in November 2003

19. Table 1 provides an overview of the actions undertaken as follow-up to the recommendations of the Trust Fund and Advisory Committees at the conclusion of the Kinshasa meeting.

Table 1. Actions taken as follow-up to Kinshasa meeting (November 2003)

Recommendation	Status
<p>Burundi</p> <p>Finalize and circulate a note on the lessons learned from cantonment in Burundi, relevant for other similar demobilization exercises.</p>	<p>Briefing note circulated to partners on November 28, 2003.</p>
<p>CAR</p> <p>Keep partners closely informed on progress on the national program implemented as a special project.</p>	<p>LAC minutes and project proposal shared with partners in Feb 2004. Project approved by WB regional VP in March 2004.</p>
<p>Congo – Brazzaville</p> <p>Support the proposal made by the Government to review and appraise the Letter of Demobilization Policy and draft national program as soon as possible.</p>	<p>An independent team of experts assessed beneficiary estimates and proposed eligibility criteria of national program; conclusions presented to MDRP partners on April 15. MDRP options note on next steps to be discussed at Brussels partners meeting.</p>
<p>DRC</p> <p>1. Clarification by the Government of the steps and timeline to finalize the definition of the institutional structure and nominate coordinator.</p> <p>2. MDRP partners take stock of institutional arrangements and the national program planning process in the DRC by mid-December in a meeting at Ambassadorial level.</p>	<p>1. Decrees on institutional structure issued in December 2003, National Coordinator and Deputy nominated in March 2004</p> <p>2. Discussions are on-going within the CIAT</p>
<p>Special Projects</p> <p>1. Provide more regular information on status of special project processing and develop a monitoring tool to report on periodic implementation progress.</p> <p>2. Prepare and circulate for MDRP and implementing partners guidelines outlining the reasons for and exceptions to the proposed freeze on special projects in the DRC.</p> <p>3. More speed and flexibility in processing and implementation of the special projects and more timely information on status and delays.</p>	<p>1. In Nov 2003, the MDRP Secretariat started sending a bi-weekly report to partners, which provides updates on program activities, including special projects.</p> <p>2. Rationale for the freeze and criteria for accepting new special projects in DRC were circulated on December 15, 2003. No new special projects have been accepted in the DRC since.</p> <p>3. More than \$12 million have been disbursed to special projects to date. Five more special projects are being processed by the World Bank. Negotiations on financial management and procurement issues continue to delay finalization of UNICEF agreements.</p>

Recommendation	Status
<p>TCG</p> <p>Identify and plan specific training/knowledge sharing events based on TCG input and seek partner interest in participating or facilitating.</p>	<p>Though the Sierra Leone reintegration study tour received very positive feedback, TCG members have provided no specific inputs to date. Future TCG work program will be discussed in Brussels.</p>
<p>Staffing</p> <p>1. Recruit additional staff for Burundi and the DRC.</p> <p>2. Participate in the review of the proposal for a “donor facilitator”</p>	<p>1. Burundi interviews completed. Selected candidate expected to take up post in June 2004. DRC interviews completed. Selected candidates are expected to take up their posts in Kinshasa & Goma by June 2004.</p> <p>2. “Donor facilitator” TORs circulated and commented upon. Awaiting further action from proposing partner.</p>
<p>Lessons learned</p> <p>Draw up the lessons learned from MDRP project preparation and implementation experiences to date and use for new program preparation processes, especially the DRC</p>	<p>Lessons learned from Angola, Burundi and Rwanda processes passed on to partners in the DRC. MDRP Secretariat staff actively participated/s in technical discussions and negotiations.</p>
<p>Project processing</p> <p>Prepare and circulate to partners a table that details Bank processing steps, estimated timing, and conditions required to pass from one stage to the other for Burundi and DRC</p>	<p>Information available through respective country program aide mémoires—no additional action considered necessary</p>
<p>Position papers</p> <p>1. Set up of a working group to systematically review the issues, continue the dialogue and propose actions on the Security Sector Reform paper’s recommendations.</p> <p>2. Implement the action points proposed in the papers and communicate the general principles and clarifications widely.</p>	<p>1. Draft framework for SSR working group was circulated December 15, 2003. Very limited feedback received.</p> <p>2. Both papers have been posted on the MDRP website. Generic guidelines and criteria for the definition of female ex-combatants have not yet been produced. Other action points on targeting are being actively pursued in the design and implementation of national programs.</p>
<p>DDR policy issues relevant to DRC</p> <p>Promotion on the part of key bilateral partners the inclusion of DDR policy issues on the agenda of the Comité International d’Accompagnement à la Transition (CIAT) deliberations.</p>	<p>The issue of the national program, nomination of national coordinator and disarmament in Ituri have been part of the discussions by the CIAT.</p>

Retreat and staffing

20. A new manager for the program took up his position at the MDRP Secretariat at the end of December 2003. In January 2004, the MDRP Secretariat undertook a retreat to review program progress to date and identify priorities for the coming year. World Bank task team leaders responsible for IDA involvement in support of national DDR programs in MDRP countries also participated in a number of the work sessions, as did the World Bank Sector Manager and Senior Legal Counsel responsible for the MDRP. The table below provides a summary of the retreat's key recommendations.

Table 2. MDRP Retreat – Follow up and action plan

Agreed recommendations	Proposed Actions	Current Status
Additional presence in Burundi and DRC	Selection process to be completed by April 2004	Burundi completed DRC completed
Increase focus on Eastern DRC	<ol style="list-style-type: none"> 1. Hire additional staff for Eastern DRC to be based in Goma 2. Map location & number of foreign armed groups – working with MDRP countries & partners, especially Governments of the DRC and Rwanda, and MONUC 	<ol style="list-style-type: none"> 1. TORs drafted; selection process underway 2. Initial contacts established
Harmonize regional M&E systems	Propose guidance and material to national programs	Set of material being compiled and finalized for distribution
Facilitate more regional knowledge sharing	<ol style="list-style-type: none"> 1. Request suggestions from TCG 2. Identify areas needing capacity building as part of regular implementation support missions 	<ul style="list-style-type: none"> - Sierra Leone workshop completed - Discussion with TCG planned during the Brussels meeting to draft TCG work plan for 2004.
Strengthen linkages with development programs	<ol style="list-style-type: none"> 1. Reinforce contacts in the field with other donor financed development programs 2. Strengthen links with World Bank country teams 	Ongoing
Review communications with donors	<ol style="list-style-type: none"> 1. MDRP Secretariat to work more closely with focal points with a view to developing a communication strategy supporting partnership outreach & visibility needs. 2. Secretariat staff to stop-over in donor capitals more systematically, en-route to and from missions, to strengthen information sharing efforts 	<p>Ongoing:</p> <ul style="list-style-type: none"> - Visits to Bonn, Brussels (EU and Belgian Gvt), London, Ottawa, The Hague - Participation in EU Africa Working Group - Informal contributing donors meeting in the Hague (April 20, 2004)
Revisit the frequency of partners meetings and Joint Supervision Missions	Prepare a decision brief on the matter for partners' consideration during the Brussels meeting	Brief drafted and to be submitted as part of the Brussels background documents package.

Resource mobilization/cashflow projections.

21. As of the end of March 2004, the MDRP Trust Fund had disbursed US\$18 million and had outstanding commitments of approximately US\$19.7 million more, leaving a cash balance of US\$47 million and overall available funds (the difference between committed income from donors, and grants to recipients) of approximately US\$161.6 million. As such, the current cash and commitment balances of the Trust Fund remain healthy. However, the total value of pending grants for the national programs in Angola, Burundi, CAR and DRC, as well as special projects to UNICEF will exceed total commitments (and new pledges) by donors made to date by an estimated US\$66 million. While this gap is significantly lower than previously projected (due to lower than anticipated total program costs and higher than anticipated World Bank/IDA contributions to the national programs), it is still sizeable. The most important implication of this gap is that the DRC Trust Fund grant of an estimated US\$100 million would push the Trust Fund into a negative balance. So that the grant to the DRC is not delayed until the funding commitment gap can be filled, the MDRP Secretariat will discuss the possibility of entering into a grant agreement with the GoDRC for the entire projected amount with the World Bank legal and disbursement departments.

22. In parallel, the MDRP Secretariat would seek to (i) engage donors more actively to ensure operational linkages between national programs and bilateral support of DDR activities, (ii) encourage potential new donors to contribute to the MDRP, and (iii) seek additional commitments from current MDRP Trust Fund contributors who have made one-off or annual commitments to the program.

7. Overall observations and issues ahead**General achievements**

23. The MDRP has seen good progress in the course of its first two years. Large scale financing for demobilization and reintegration activities in the Great Lakes region has been put in place through combined IDA and MDRP/MDTF sources. A significant percentage of complementary bilateral financing has been provided within the MDRP framework. Broad policy and technical planning and coordination mechanisms that include governments, donors and UN agencies are in place in several MDRP countries. Governments of the region have a strong awareness about, and opportunity to learn from, programs in neighboring countries. Finally, the MDRP is beginning to help governments in the region establish the relationships and systems to work more effectively on cross-border issues.

24. This report shows that in two of the seven countries currently eligible for MDRP support, national programs are being implemented, while three other national programs are currently in advanced stages of preparation. A total of 12 special projects at a value of nearly 10% of overall program costs has been approved. The overall number of ex-combatants demobilized through programs developed within the MDRP framework stands at about 116,000. Over 55,000 ex-combatants are being assisted in their reintegration into civilian life. Cumulative disbursement levels are expected to reach US\$ 98 million in the course of 2004, and US\$ 216 million in 2005 (see Annex X - Financial overview). However, most of the MDRP's work still remains to be done.

Learning and applying lessons

25. Programs currently under implementation have yielded a number of valuable lessons that have been taken into account in the preparation of the programs now gearing up for implementation. These lessons include the importance of linkages with security sector reform, the need for cross-border outreach and cooperation, the challenges of establishing national ownership and implementation capacity, the risks associated with the initiation of cantonment activities in the absence of demobilization and reintegration programs, the importance of establishing clear and transparent eligibility, and the difficulty of providing effective social and economic reintegration assistance in countries ravaged by conflict.

26. Nevertheless, some donors and other partners have continued to urge the MDRP to be more flexible and faster in responding to developments on the ground, at times asking it to go beyond the mandate that the World Bank and the MDRP Secretariat have received from the World Bank's Board of Directors and the MDRP partnership. Whenever possible, MDRP funded programs and activities have sought to respond to such concerns. For example, in the case of Burundi, the MDRP Secretariat has brought together partners to elaborate a Joint Operations Plan which, in addition to demobilization, provides guidance on disarmament and military integration processes. In the DRC and Burundi, the MDRP is working closely with partners engaged in security sector reform planning to ensure full harmonization with national programs.

27. The operationalization of the MDRP approach has revealed the need for additional Secretariat staff on the ground to support and coordinate activities related to program preparation. As reported, the Secretariat has significantly and flexibly increased its field presence, through more frequent and longer missions, and by fielding of short- and long-term consultants where required. It is important to note that MDRP partners have also provided valuable technical assistance, seconding staff or consultants to reinforce national capacity as has been the case in Rwanda and DRC.

28. Lessons also showed the need to make adjustments in the processing of special projects within the World Bank. In this regard, the MDRP Secretariat has played a catalytic role in changing policies vis-à-vis United Nations Agencies and NGOs, as well as in the thinking within the Africa Region in the World Bank, with regard to program design and approval in post-conflict and other emergency situations. However, the process has taken longer than anticipated, and pushing this envelope further – which might still be required – would depend to a significant extent on decisions by the World Bank's shareholders.

Partnership

29. The design and success of the MDRP is predicated on the core principle of partnership; recognizing that no single agency or donor can address the complex and interrelated issues associated with DDR in the greater Great Lakes region alone. The MDRP as such is an innovative approach in international coordination in a politically sensitive area which touches on political, security, humanitarian and development issues. Overall, the MDRP continues to have a positive impact on both international and national level coordination of DDR activities, and in helping harmonize approaches in the region. Most instances where isolated bilateral efforts had been identified by the most recent Joint Supervision Mission as being outside the MDRP

framework are being adjusted and reoriented to harmonize approaches. Existing, and newly formulated and activated coordination bodies at national level have strengthened this interchange, and are helping to foster local level understanding and ownership of the processes. Coordination among partners is noted to have particularly improved in the DRC and found to be quite effective (under challenging circumstances) in Burundi. By placing a premium on the principles of cooperation and transparency, the MDRP has also improved openness in the processing and financing of national programs.

30. At the country level, participation and interaction of the partners in assisting in the preparation and supervision of MDRP activities on the ground has varied greatly, based to a degree on political interest and the nature of the program development process in each country. DRC and Burundi have generated the greatest interest and input were received from most partners. The program in Angola, CAR, and to a lesser degree Uganda, have mostly attracted the attention of locally-based partners.

Targeting

26. In spite of coordination efforts, it has become clear that partners do not all have the same expectations with regard to the precise objectives and approach of the MDRP. The issue of targeting of MDRP assistance has been addressed in a position paper prepared by the Secretariat and subsequently discussed and endorsed by the partnership at its meeting in Kinshasa (November 2003). Still, some pressure from partners to move beyond the lines demarcated in that paper persists. However, at its core, the MDRP provides targeted short-term support to the demobilization and reintegration of ex-combatants who, without such support, would (continue to) pose a threat to security and stability in their countries and in the region. In this regard, both MDRP Secretariat and partners may need to harmonize their messages to avoid raising expectations. This is important, since recent experience in Angola, Burundi, DRC and RoC indicates the difficulties encountered in establishing and communicating workable eligibility criteria and thus arriving at a clearly defined beneficiary group.

Complementary activities

27. To be effective, MDRP-supported programs depend to a large extent on the establishment of the necessary political and security conditions for program implementation, as well as on complementary efforts by partners. The Program and partnership have not achieved as much as could be hoped in this regard. While some important work in the area of security sector reform is now being undertaken, and linked to MDRP efforts, in Burundi, DRC, Uganda and CAR, more effort is still needed to guarantee important complementary arrangements for the restructuring of national armies.

28. Similarly, linkages to community recovery efforts and employment creation need to be expanded wherever possible. Links with small arms control and civilian disarmament have been limited to date. Burundi may stand out as a case where the linkages have been strongest in dealing with pre-disarmament activities, joint agreement on disarmament procedures, and contacts with humanitarian agencies dealing with IDPs and refugees. Finally, further efforts are needed to more closely link the work of UNDPKO to that of the MDRP, especially with the ongoing mission in the DRC and the planned mission to Burundi.

ANNEXES

Annex I: Overview table of MDRP National Programs as of April 15, 2004

<i>National program</i>	<i>Status</i>	<i>Outstanding issues</i>	<i>Overall program cost (US\$*)³</i>	<i>IDA and TF financing (US\$*)</i>	<i>Disbursement to date IDA/TF (US\$)</i>	<i>Operational program progress</i>
1. Angola Emergency Demobilization and Reintegration Project	Program became effective in March 2004 – Disbursing.	Grant agreement for MDTF grant being finalized	179,700,000	IDA: 33,000,000 TF: 48,400,000	IDA: 2,017,933 TF: 0	- 97,136 demobilized - ±45,000 received resettlement kits, and 30,00 reinsertion benefits
2. Burundi Emergency Demobilization, Reinsertion and Reintegration Project	Program approved by WB Board in March 2004. Effectiveness expected in July 2004. Grant agreement for MDTF grant is being prepared.	Conditions of effectiveness: decree defining ex-comb. status and criteria; ministerial order defining militia status and criteria; PIM.	84,400,000	IDA: 33,000,000 TF: 41,800,000	IDA: 0 TF: 0	
3. CAR Ex-Combatant Reintegration and Community Support Program	Project approved in April 2004. Retroactive financing from February 2004. Key personnel being recruited.	Grant agreement under preparation. Conditions of Effectiveness: PIM	13,019,493	TF: 9,777,343 (funded as a special project)	TF: 0	
4. DRC Emergency Demobilization and Reintegration Project	Institutional structures in place, National Coordinator appointed, WB Board approval expected in May 2004.	Negotiation on-going. JOP being drafted	218,000,000	IDA: 100,000,000 TF: 130,000,000		
5. Republic of Congo	Independent experts presented mission findings to Government & partners in Brazzaville on April 15, 2004	Next steps to be discussed during the May partners meeting				
6. Rwanda Demobilization and Reintegration Project	Program became effective in September 2002 – Disbursing.	Lessons learnt are being compiled in the context of planned mid-term program evaluation	53,300,000	IDA: 25,000,000 TF: 14,000,000	IDA: 10,310,086 TF: 2,685,773	19,282 demobilized 18,828 received reinsertion basic needs kit 13,902 received reintegration support 11,098 received grants through the vulnerability support window
7. Uganda	Defense review completed; White Paper on Defense under review by Parliament	Discussions with Government ongoing.				

³ Includes government, bilateral and special project financing.

Annex II: Overview table of MDRP Special Projects as of April 15, 2004

	<i>Proposing Agency</i>	<i>Project Name</i>	<i>LAC Review</i>	<i>Proposal Resubmission</i>	<i>Approved Budget (US\$)</i>	<i>Legal Agreement General Status</i>	<i>Disbursement of Finances</i>	<i>Operational Program</i>
DEMOCRATIC REPUBLIC OF CONGO	1. Save the Children/UK	Support for the reunification and reintegration of former child soldiers in DRC	Feb. 14, 2003	April 2003	2,456,178	Grant agreement signed by all parties.	First tranche of \$963.000 disbursed in March 2004.	First progress report has been received.
	2. IRC	CONSOLIDATED PROPOSAL Situation assessment and pilot projects for demobilization and reintegration of child soldiers in Orientale, N. Katanga, Maniema	Feb. 14, 2003	March 2003	6,989,340	All Grant Agreements signed by all parties.	First tranche of \$2 million disbursed in January 2004.	First progress report has been received.
	3. IFESH							
	4. CARE							
	5. UNDP/GoDRC	Community Recovery and Reintegration of ex-combatants in Eastern Congo	Feb. 14, 2003	May 2003	5,000,000	Grant agreement signed by all parties.	First tranche of \$2.8 million disbursed in January 2004.	First implementation report due since March 2004.
	6. UNDP	Rapid Reaction Mechanism	June 13, 2003	July 2003	4,629,870	Grant agreement signed by all parties.	First tranche of \$3.2 million disbursed in January 2004.	First implementation report due since March 2004.
	7. Belgium Red Cross	Capacity Building and support to the prevention of recruitment, demobilization and reintegration of children associated with armed forces	July 23, 2003; Sept. 4, 2003	August 2003	2,157,754	Package approved by Bank. Grant agreement in process.		A 20% retro-active payment clause has been approved to allow implementation to commence
	8. UNICEF	Prevention of recruitment, demobilization and reintegration of children associated with armed forces.	October 2003	Nov. 2003	4,996,927	Package being prepared for Bank approval. Grant agreement negotiations in process.		

	<i>Proposing Agency</i>	<i>Project Name</i>	<i>LAC Review</i>	<i>Proposal Resubmission</i>	<i>Approved Budget (US\$)</i>	<i>Legal Agreement General Status</i>	<i>Disbursement of Finances</i>	<i>Operational Program</i>
ANGOLA	9. UNDP (in partnership with ILO and FAO)	Joint Special Project Proposal to support the Reintegration of Demobilized Soldiers in Angola	March 7, 2003	April 2003	4,336,483	Grant agreement signed by all parties.	First tranche of \$2.5 million disbursed in October 2003. Second tranche of \$674,000 disbursed in January 2004.	Work begun on economic reintegration, strengthening of national counterpart and procurement of agricultural inputs for next season.
BURUNDI	10. UNICEF	Special Project Proposal to support the Demobilization, Reintegration and Recruitment Prevention of Child Ex-Combatants	June 19, 2003	August 2003	3,536,023	Package approved by Bank. Grant agreement being negotiated.		
UGANDA	11. Amnesty Commission (Government of Uganda)	Repatriation, Rehabilitation and Reintegration of Reporters in Uganda	November 26, 2003	April 2004	4,204,236	LAC recommended for approval. Package being processed by the Bank.		
CAR	12. GoCAR/ UNDP	Special Project for the Demobilization and Reintegration of Ex-combatants (national program alternative)	February 5, 2004	February 5, 2004	9,777,343	LAC recommended for approval. Package being prepared for Bank approval.		A 10% retro-active payment clause will be submitted along with the package to allow implementation to commence.

Annex III: Angola status report

Country Context

1. Two years after the signing of the Luena MOU that brought the decades-long war between UNITA and the Government of Angola to an end, most observers agree that there is little chance for a reversal of the peace process. As a result, approximately 3.8 million IDPs, refugees, and demobilized soldiers and family members have resettled and are making efforts to restart their lives. While an estimated 460,000 people are still in transit (either within or outside Angola), the general consensus is that the emergency humanitarian phase has passed. Nonetheless, it is estimated that as much as 70% of the newly returned are in areas that do not meet minimum standards as established by the Government in terms of basic needs, services, and security. To encourage the economic recovery that will underpin the sustainable reintegration of this large and vulnerable population, the Government has prepared a multi-year strategy to combat poverty which targets 10 priority sectors and is estimated to cost US\$3.8 billion.

2. The outlook for recovery is reasonably positive and the Government has taken a number of steps to improve its relations with the international financial institutions that would help support this trend. In particular, the Government recently confirmed a request for a Staff Monitored Program with the IMF, completed the independent audit of Central Bank accounts for the period 2000-2003, approved the Oil Diagnostic Report, a summary of which should be available on the Government's website, and strengthened its integrated financial management system, leading to a significant drop in the percentage of unclassified expenses for 2003—from 28.4% to an estimated 8% of total Government expenditures. The re-election of President dos Santos as the head of the governing party, the MPLA, will likely lead to his standing for President in the next national election. However, the fact that, to date, these elections have not been scheduled implies that they are almost certain to slip beyond the agreed 2005 dead-line. Nevertheless, incidents of political intimidation against UNITA at the provincial and municipal levels are being reported with greater frequency.

National Program

3. The Angola Demobilization and Reintegration Project (ADRP), prepared by the Government within the framework of the MDRP, is currently under implementation having been declared effective by the World Bank on March 2, 2004. The overall program is estimated to cost \$248 million, of which the Government has provided an estimated \$150 million, the World Bank is providing the equivalent of \$33 million in grant funding, an MDRP Trust Fund grant of \$48.4 million is currently being finalized and bi-lateral partners are projected to add at least \$16.6 million more.

4. The Government has been supporting demobilization and reinsertion efforts since immediately after the war ended in April 2002. As a result, a total of 97,136 UNITA combatants were disarmed and demobilized, and this same number along with approximately 286,000 family members were assisted to resettle during 2003. Of these ex-combatants, as of latter April 2004, Government reports that almost 53,300 have received resettlement kits, more than 42,200 have received a contingency allowance worth approximately \$85, and 12-months of food aid has been provided to all eligible ex-combatants through humanitarian channels. Furthermore, the Government, through the Army, paid the equivalent of 5-months of salary to each eligible

demobilized UNITA combatant, however, indications are that insufficient resources were made available for these payments and not all ex-combatants have received the benefit. Finally, about 7,000 UNITA ex-combatants have also been hired into the formal sector (with the Ministries of Education and Health) and more than 3,600 have received training through the Ministry of Employment's (MAPESS) *estamos contigo* program.

5. Through the use of funds advanced under the World Bank grant, the Government's counterpart agency, IRSEM, is strengthening its capacity to implement the ADRP in the areas of management information systems/monitoring and evaluation, financial management and procurement, and general program management. While weaknesses still persist at provincial levels where the main focus of project implementation will be, IRSEM is currently recruiting additional operational staff and senior advisors to reinforce those provinces where the bulk of UNITA ex-combatants have returned (the *plan alto* region).

6. In addition, IRSEM has more actively sensitized partners - including donors, implementing agencies, and Government line ministries - to the project's purpose, priorities and implementation strategies in order to facilitate closer collaboration and harmonization of parallel reintegration efforts, and complementarity with general recovery efforts. Nonetheless, it still remains to be clarified how IRSEM will support the efforts of the relevant Ministry, UN and NGO partners working with women and children associated with the fighting forces, a group that was grossly under-recorded among the registered and eligible ex-combatants. Furthermore, involvement of UNITA representatives in the program and process to date has remained limited, though specific arrangements to ensure greater representation at municipal, provincial and national levels are being put in place under the project.

Special project

7. A special project implemented by UNDP and FAO has progressed well since initiating activities in September 2003. The agriculture component has, to date, distributed approximately 33,000 subsistence agriculture kits to ex-combatants (and the same number of hoes for community use)⁴ and is planning to distribute another 15,000 kits in the next month or so. In addition, the economic reintegration component has reviewed and approved 40 sub-projects that provide support to 3,963 ex-combatants in the areas of training, income generation and community works/employment creation. The UNDP technical assistance team has worked closely and effectively with IRSEM to establish all systems and procedures for reviewing and approving sub-projects, and the mechanisms installed are being used to rapidly expand reintegration activities under the formal ADRP.⁵ A major concern for the rapid expansion of the program will be the processing and absorptive constraints encountered under the special project.

MDRP Performance in Angola

8. The processing and launching of the World Bank and MDRP Trust Funded portion of the ADRP was significantly delayed due primarily to slowness on the part of Government to agree

⁴ A balance of 10,000 kits and communal hoes are being kept in store to accommodate any higher than expected registration of ex-combatants.

⁵ By the end of March, 2004, 17 additional reintegration sub-projects to benefit 2,743 ex-combatants had been identified and evaluated through the special project that will be proposed for financing under ADRP.

with and implement conditions regarding financial management controls. Nonetheless, the Government, with discrete help from humanitarian partners, made significant progress in the areas of demobilization and initial reinsertion following the end of the war. The special project mechanism of MDRP was used to help fill part of the gap resulting from the delays, and has proven extremely effective as a pilot project for reintegration support under the larger national program.

9. Since the last MDRP Joint Supervision Mission and Status Report, IRSEM has improved their leadership of the process through more regular contacts with MDRP partners and implementing agencies in-country. Furthermore, IRSEM has enhanced its efforts to harmonize reintegration support being provided by GTZ and the Ministries of Social Reintegration, Agriculture, and Employment. With the installation of the financial management and procurement unit, and the formation of the national project approval committee under the special project, appropriate structures are being finalized to effectively manage the program. Recent agreements with IRSEM to resolve delays in finalizing the MIS for program benefit tracking, monitoring and evaluation need to be implemented as a matter of priority.

10. In terms of other MDRP Performance indicators:

- Movement of goods and services has continued to improve, but more gradually as the limitations of infrastructure, heavy rains, and mines slow progress in this area.
- At present, nearly all financing of DDR activities in Angola falls within the framework of the MDRP, and upwards of 75% is channeled through World Bank and MDRP financing agreements.

Priority Next Steps for the Program

- The national commission for the reintegration of the demobilized and displaced to monitor and promote conclusion of distribution of all approved Government reinsertion benefits including salary payments, resettlement kits, contingency allowance (*apoio de contingencia*) and discharge documentation;
- IRSEM to increase coverage of preliminary reintegration activities through continued strengthening of provincial offices and accelerated linkages with strategic partners;
- World Bank/MDRP to ensure rapid conclusion of MIS support for program benefits tracking, monitoring and evaluation; and
- World Bank/MDRP to monitor participation of UNITA to ensure substantive input at all levels of program implementation.

Relevant Documents

- World Bank implementation support mission *aide memoires* from November 2003, February 2004, and April 2004;
- MIS/M&E Consultant mission report, March 2004;
- Quarterly Progress Report; UNDP/FAO Special Project, March 2004;
- Relatório das Actividades Desenvolvidas pela Comissão Nacional de Reintegração Social e Productiva dos Desmovilizados e Deslocados, Ano 2003; February 2004

Annex IV: Burundi status report

Country Context

1. The peace process in Burundi has entered a critical stage. Following the conclusion of a comprehensive agreement between the CNDD-FDD (Nkurunziza) and the Government on November 16, 2003, the security situation has improved markedly in many parts of the country. The leadership of the CNDD-FDD (Nkurunziza) has been integrated into the institutions of the state. However, there are still ongoing political discussions about the legal framework for elections, which are scheduled to take place by October 31, 2004.
2. Furthermore, preparations for the integration of the *Forces Armées Burundaises* (FAB) and combatants of Armed Political Parties and Movements (APPMs) into the new National Defense Force (NDF) and the national police have been slow. On a positive note, Government and the APPMs have started the training of the first joint unit (*unité mixte*) and a joint special protection unit (*unité de protection speciale*).
3. Since February 2004, a significant number of armed combatants of the CNDD-FDD (Nkurunziza) as well as several other APPMs have moved into eleven assembly areas, where they await either integration into the new defense and police forces or demobilization. Substantial implementation of both activities will be essential for the consolidation of the security situation and to provide an environment conducive to the holding of free and fair elections, the return of displaced populations, and the initiation of major recovery programs.
4. However, fighting continues between the combined forces of the Government and CNDD-FDD (Nkurunziza) on the one hand, and the FNL-PALIPEHUTU (Rwasa) on the other hand. Skirmishes between the CNDD-FDD (Nkurunziza) and the CNDD-FDD (Nyangoma) as well as between the FAB and the FROLINA (Karatasi) have also occurred. Though limited in scope, the ongoing political violence risks undermining the political process and is highly disruptive to the civilian population in affected areas. It is also an obstacle to the start of DDR activities.
5. The overall humanitarian situation in Burundi has improved since the signature of the Agreement in November 2003 and the subsequent concentration of APPM forces in assembly areas, but remains overall disconcerting. An estimated 30,814 refugees have returned home between January and March 2004. Approximately 500,000 refugees still remain in Tanzania. The resettlement and reintegration of refugees and IDPs will pose a major challenge during the recovery process. Government has mandated the *Commission Nationale pour la Réhabilitation des Sinistrés* to develop a reintegration strategy for these populations. UNDP, UNHCR and the World Bank have established a *Cellule Inter-agence de Réinsertion* to coordinate the provision of international assistance towards this process.
6. Following a successful partner conference in Brussels in January 2004, the Government is seeking to advance the recovery and development agenda. To this end, the Government recently initiated preparation of its Poverty Reduction Strategy Paper (PRSP), with a view to arriving at a HIPC decision point in the first quarter of 2005.

7. The United Nations has initiated preparations for a UN peacekeeping operation to take over from the African Mission in Burundi (AMIB). It is anticipated that this mission will be approved by May 2004 and that deployment will begin shortly thereafter. The mission would likely have a mandate to support the disarmament, demobilization and reintegration process.

National Program

8. The Burundi Demobilization, Reinsertion and Reintegration Program (DRRP), prepared by the Government within the MDRP framework, was approved by the Board of the World Bank on March 18, 2004. The overall program is estimated to cost US\$84.4 million, of which the World Bank is providing the equivalent of US\$33 million in grant funding. An MDRP Trust Fund grant of US\$42.4 million is currently being finalized, and the German government is projected to provide approximately US\$7 million of complementary financing.

9. The Government has established a National Commission for Demobilization, Reinsertion and Reintegration (NCDDR) to oversee implementation of the Program. An Executive Secretariat (ES) of the NCDDR has been put in place to lead implementation of the DRRP and to coordinate international assistance to this process. The ES/NCDDR is currently in the process of preparing two demobilization centers and procuring essential goods and services with a view to initiating demobilization activities in June 2004.

10. A Technical Working Group (TWG)⁶ chaired by the MDRP Secretariat has facilitated the preparation of a Joint Operations Plan (JOP), which outlines procedures for the disarmament, combatant status verification, demobilization and selection for military integration processes. The JOP also outlines responsibilities of the different actors in the process.

Special Project

11. A special project for child soldier demobilization and reintegration as well as recruitment prevention was approved by the management of the World Bank on November 7, 2003. This project (US\$3.6 million) is intended to finance the demobilization and reintegration of approximately 3,500 Burundian child soldiers. The project would be implemented by the national child soldier demobilization and reintegration project, with the assistance of UNICEF. However, UNICEF and the World Bank have not yet been able to conclude negotiations for a grant agreement. In the interim, UNICEF Burundi has pre-financed project start-up and had demobilized approximately 700 child soldiers by April 15, 2004.

MDRP Performance in Burundi

12. The preparation of the national program was completed within 12 months. The MDTF Grant Agreement is currently being finalized. The Government of Germany has indicated its desire to ensure that its planned bilateral assistance for the reintegration of ex-combatants is channeled through the national program and within the MDRP framework.

13. The DDR Coordination Committee (DDR-CC) established in February 2003 meets on a regular 2-3 weekly basis, and includes all interested MDRP partners present in Burundi. Since

⁶ The Technical Working Group consists of AMIB, UNOB, the MDRP Secretariat (chair), the office of Resident Coordinator / Humanitarian Coordinator of the UN, UNICEF and the ES/NCDDR.

the last MDRP supervision mission in September 2003, the DDR-CC has provided feedback on the national program preparation process and program documents, and has served as an important forum for sharing of information, and identification of problem areas and solutions for issues related to DDR. With the establishment of the ES/NCDRR, the Government has assumed a stronger role in the DDR-CC.

14. ES/NCDRR personnel have undertaken three trips to Rwanda in the last six months in order to inform the planning of the Burundi demobilization process and aspects of demobilization center management. The MDRP Secretariat facilitated the participation of AMIB on one of these trips.

15. MONUC has initiated the process of repatriating Burundian ex-combatants from the DRC to Burundi. According to MONUC, over 2,500 Burundian ex-combatants and their families have returned to Burundi over the past two years, of whom approximately 250 were assisted by MONUC. To date, most of these activities have been arranged through other parts of Government, and have been only partially coordinated with the ES/NCDRR. It is anticipated that coordination between the ES/NCDRR and MONUC would be reinforced during the implementation phase of the national program.

Complementary Activities

16. *Pre-Disarmament Assistance:* The MDRP has facilitated the development of a project to provide essential food and non-food assistance to combatants concentrated in assembly areas. This project is financed by the governments of Belgium, France and the UK as well as the European Commission. It has enabled the international community to provide critical assistance during the current stage of the peace process, while modalities for military integration and demobilization options are put in place. This project is overseen by a Steering committee comprising the financing donors, the MDRP Secretariat, ES/NCDRR, AMIB and UNOB.

17. *Security Sector Reform:* The MDRP has provided an important entry point for the international community and Government to begin cooperation in the critical area of security sector reform. Following a Government request for assistance during the Partner's Forum held in Brussels in January 2004, a mission of interested donors (Belgium, France, Netherlands) visited Burundi April 5-9, 2004, to agree with Government on potential areas for assistance, which may include strategic planning, infrastructure investments as well as training of military and police units. The financing of initial military integration and a temporarily enlarged army remains a key area of concern.

18. *Peacekeeping:* The MDRP Secretariat and UNDPKO have communicated with each other on a regular basis with a view to ensuring the harmonization of a future UN mission's mandate with the MDRP framework and the DRRP. A smooth handover from the AMIB to a UN mission will be critical to the timely and effective implementation of the disarmament and demobilization processes envisaged in the JOP and supported through the MDRP.

19. In terms of other MDRP Performance indicators:

- The combination of the political will demonstrated since the signing of the comprehensive accord between the CNDD-FDD (Nkurunziza) and Government, and the initiation of force

separation in assembly areas, has already led to an increase in refugee repatriation and IDP return.

- Movement of goods and services improved in most parts of Burundi (with the exception of the province of Bujumbura rurale) since November 2003.
- At present, nearly all planning and financing of DDR activities in Burundi falls within the framework of the MDRP. It is anticipated that upwards of 90% will be channeled through World Bank and MDRP financing agreements.
- Implementation of DRRP demobilization activities is anticipated to begin in June 2004.
- Technical knowledge sharing has been ongoing in the following terms: (i) learning from the RDRP demobilization systems and experiences and (ii) providing inputs into the planning of the DRC national program (e.g., JOP).
- The DDR-CC established through the MDRP has served as an effective platform for consultation with respect to the planning of the national program.
- The preparation of the Joint Operations Plan has been facilitated by the MDRP framework.

Priority Next Steps

- Government to fulfill conditions of effectiveness for IDA and MDRP assistance as soon as possible. These are (i) decree defining combatants status and criteria, (ii) Ministerial order defining militia status and criteria, (iii) PIM, (iv) opening of special account;
- Grant agreement for MDTF financing of DRRP to be finalized and endorsed by TFC;
- AMIB and UNDPKO to ensure smooth handover of peacekeeping responsibilities linked to DD process from AMIB to UN mission. DDR aspects to be addressed in consultation with NCDRR and MDRP Secretariat;
- ES/NCDRR to further strengthen its leadership role on coordination;
- ES/NCDRR and AMIB to establish Technical Coordination Committee (TCC);
- ES/NCDRR to strengthen linkages with MONUC repatriation efforts; and,
- JCC to conclude consultations with parties regarding JOP, in particular with respect to combatant status.

Relevant Documents

- Technical Annex of World Bank in support of Burundi Emergency Demobilization, Reinsertion and Reintegration Project, February 2004.
- World Bank implementation support mission *aide mémoires* from March 2004, and April 2004.
- National Program Document of the Government of Burundi.
- Report of the Secretary General of the United Nations on Burundi, March 16, 2004.

Annex V: Central African Republic status report

Country context

1. The overall situation in the CAR is showing some signs of improvement, although the situation, especially in areas outside the capital where insecurity is rampant and state services are largely absent, remains precarious. According to the United Nations Office for the Coordination of Humanitarian Affairs, which conducted a high-level mission in February and March, the humanitarian situation gives cause for serious concern and the possibility of a major crisis cannot be excluded. OCHA estimates that 20,000 people were internally displaced because of the political-military dispute and that another 42,000 refugees fled north to neighboring Chad, although many have now returned.

2. The *National Dialogue* held from October 6 to November 27, 2003 was seen as a major step in the search of a way out of the multiple crises the country has experienced. The new Government has prepared a transition roadmap focusing on economic recovery and the preparation of elections to set up new political institutions to take the country forward. The roadmap has been the basis for the resumption of dialogue with the European Union within the framework of Article 96 of the Cotonou Accords.

3. The security situation remains volatile. Remnants of the *Forces Armées Centrafricaines (FACA)* and other armed groups that appear to operate outside any formal command and control structure are still active in various parts of the CAR. A significant portion of these groups are operating as highway armed robbers (*coupeurs de route*). During the weekend of April 17-18, several people were killed or wounded in clashes between the army and former rebels who had blocked entry roads north of the capital. This insecurity is preventing the Government from implementing its emergency socio-economic recovery program, especially in the rural areas, and renders the rapid implementation of a demobilization program urgent.

National Program

4. As endorsed by the MDRP partners meeting in Kinshasa, UNDP, in coordination with the Government, submitted a draft special project for consideration by the local ad-hoc committee. This program will in effect function as a national program and be executed by UNDP. The LAC met in February and approved the project with modifications. Since the CAR is in arrears with the World Bank, an exemption on the suspension of disbursements was granted by the World Bank's Managing Director, and the national program was approved by the World Bank's Africa Region Vice-President in March.

5. The program is in full accordance with the letter of demobilization policy that was presented to the World Bank in November 2003. The letter defines the peace and reconciliation process in the CAR, and addresses key security and defense issues, including the strategy for reforming and restructuring the defense and security forces, as well as the disarmament, demobilization, and economic and social reintegration of some 7,500 ex-combatants.

6. The National Commission for Demobilization and Reintegration (NCDR), involving relevant Ministries, will be the national counterpart agency and main interlocutor in defining the overall orientations and implementation of the project. The Commission will also facilitate the

harmonization of the approach and strategy of the *Projet de réinsertion des ex-combattants et d'appui aux communautés* (PRAC) with other initiatives in the areas of defense; reintegration, and community recovery.

7. The program will concentrate on the regions most affected by recent crises and that are still highly vulnerable to continued insecurity. These areas are likely destinations for significant numbers of ex-combatants returnees, as well as internally displaced and refugee returnees. The Prefectures identified based on these criteria are Ouham Pende, Ouham, Kemo, Nana-Grébizi and the commune of Bangui.

8. Overall program costs amount to US\$13 million of which the MDRP trust fund will finance US\$ 9.8 million, thus supporting two of the four program components. These are:

- *Demobilization and Reintegration of Ex-Combatants* – The selection of beneficiaries is based on lists that are established in conjunction with the authorities and validated by the communities to which the ex-combatants will return. A total of 7,575 ex-combatants have thus been identified. Reintegration activities will be determined in collaboration with the targeted prefectures following an economic and market analysis in order to identify viable economic options in each prefecture. Micro-enterprise projects in vital sectors—agriculture, mining, reconstruction activities, etc.—will also be supported. In an effort to break the hierarchical military structure and to ensure the independence of the ex-combatants, a maximum of five ex-combatants will be allowed to work together on micro-enterprise projects. In all cases, ex-combatants will receive personalized support and individualized follow-up to ensure the greatest possible success. Families of ex-combatants will be involved from the beginning of the reintegration phase. Reintegration projects will be financed in tranches to better ensure the proper use of funds.
- *Strengthen the Capacities of Communities of Return to Ensure a Sustainable Reintegration of Ex-combatants* – The successful reintegration of ex-combatants depends upon the absorptive and welcoming capacity of the communities of return. Activities under this component will include the rehabilitation of infrastructures, both social and economic, the creation of income-generating activities, as well as activities aimed at reconciliation and dialogue. These interventions will be identified in an inclusive manner with the communities of return and should meet certain criteria: use of local personnel, in particular ex-combatants; use of appropriate technologies and resources that are locally available; help in mobilizing additional resources for the community; and respond to the food needs of the community.

The other two components of the program will be financed from other sources:

- *Disarmament and reduction of small arms* – The project links disarmament and the reduction of small arms to social reintegration. This would coincide with the deployment of the Central African Republic's Armed Forces (FACA), the Police and the Gendarmerie, which are being trained and supported by France and CEMAC. This component will be funded by UNDP.
- *Security for Development* – Local civil society and local administration will receive technical, logistical and operational support to identify, prioritize and implement interventions that will best help to re-establish security in targeted communities. Possible activities include projects focusing on reconciliation and dialogue, forums between defense forces and the population on solutions to local security problems, engagement of youth in community service, development of conflict prevention and resolution mechanisms, etc.

Civil disarmament can take place complimentary to the increase in local security and confidence in the defense forces, and should happen as an “arms for development” process driven by the community.

Complimentary efforts

9. This Government has adopted a plan for the redeployment of the FACA, the training of the officer corps, the recruitment and training of new police and "gendarmes", and the creation of new police stations and prisons. In terms of human resources, this reform plan has the following objectives:

	FACA	Civil Police	Police	Total
2010 Objectives	6,000	4,000	4,085	14,085
Current numbers as of 30/09/03	4,442	1,310	1,600	7,352
Numbers to be trained	1,800	600	600	3,000
Numbers to be demobilized	1,185	306	310	1,801
Recruitment needs	2,500	2,000	2,500	7,0000

10. However, the implementation of this Plan of Action has been fairly slow. The CEMAC force supports the reforms in the area of internal security and lends significant logistical support, while France has been providing vital technical, financial and material assistance through, among other things, the appointment of Military Adviser to the Minister of Defense, and training and equipping of the FACA and the police. This training is targeted at three battalions (1.950 men) for the FACA, a mobile police intervention group, a squadron of civil police, and 45 territorial brigades.

11. The implementation of the national DDR program is also linked to the political timetable and in particular the preparation and holding of elections, which are scheduled to take place in 2005.

12. A Multi-donor mission visited CAR in February 16-27, 2004. Donors worked with the CAR authorities to review the status of key thematic areas, including conflict and security, governance, public finance management, education, health, HIV/AIDS, forestry, mining, private sector development, infrastructure, rural development and food security. For each of these, the group identified measures that the Government could implement in the next 12-15 months to stabilize the situation and promote economic and social recovery. For instance, on the security front, it was recommended to strengthen the police force in advance of the upcoming presidential electoral campaign. Regarding public finance management, measures were suggested to increase revenue and improve transparency in expenditures management. The mission recommended also to strengthen the Kimberley process for diamond sale and to implement the Extractive Industry Transparency Initiative. All recommendations are summarized in a strategic matrix which was subsequently discussed with the IMF, and other donors, including officials in Paris and Brussels. A follow-up donor meeting is planned in Bangui in May, and the World Bank expects to contribute to the financing of some areas of the matrix through a request to the LICUS Trust Fund.

Next Steps:

- Finalize the grant agreement and other procedures with a view to start disbursing in the coming month (World Bank);
- Transmit draft national strategy and technical modalities for disarmament to Government for review (UNDP);
- Prepare for implementation: finalize recruitment of key personnel and setting up of satellite offices (UNDP).
- Urgently prepare and carry out sensitization activities with a view to manage the expectations of the ex-combatants and the population at large.

Relevant documents

- Minutes of the April 5, 2004 LAC meeting
- PRAC program document (available in English and French)

Annex VI: Democratic Republic of Congo status report

Country context

1. There has been progress over the last six months towards peace and reconciliation in the Democratic Republic of Congo (DRC) in a difficult political, economic and social environment. In parallel, significant economic reforms have been implemented, and economic growth has returned and accelerated
2. The Global and All-Inclusive Agreement on the Transition and the memorandum on military and security issues of March 6, 2003 defined the framework for the formation of a national, integrated, and restructured armed forces, including the unification of the General Staffs of the main armed forces and the drafting of an action plan mapping out the process. Since then, key steps have been taken, including the appointment and installation of provincial military commanders in most provinces. Bilateral assistance is being provided by the Belgian Government to help in this restructuring process.
3. A critical factor for the re-establishment of security throughout the country is the disarmament, demobilization and reintegration of those combatants who will not be part of the restructured national armed forces. Although there remains many risks and obstacles to be overcome, the efforts of the Government with support provided by MDRP partners have introduced decisive changes in the dynamics on the ground (establishment of institutional framework, nomination of National Coordinator, development of a national program, the PNDDR).
4. Efforts are underway to ensure a successful disarmament, demobilization, and reintegration process to unfold in a series of the following concurrent steps: (i) the DDRRR of foreign armed groups operating in or from the DRC, building on the key agreements reached with Burundi and Rwanda since October 2003; identified foreign groups should be disarmed by Congolese armed forces, before being screened, demobilized and repatriated by MONUC; (ii) the DDR of the most vulnerable groups, through special operations, implemented by NGOs or specialized agencies, with the support of MONUC for the disarmament phase; and (iii) the preparation of a larger-scale DDR effort of Congolese ex-combatants, the implementation of which should be synchronized efforts to restructure the military, and facilitate the return of those who will not be part of the restructured national armed forces to civilian life.

National Program

5. On December 18, 2003, the institutional framework for DDR was established by presidential decree (03/041, 03/042, 03/043). This framework consist of three institutions:
 - The Inter-ministerial Committee on disarmament, demobilization and reinsertion (CIDDR) will provide policy guidance and oversee the implementation of the PNDDR.
 - The National Commission on DDR (*CONADER*) will implement the program.
 - *Comité de Gestion des Fond DDR* (CGFDR) responsible for transparent and accountable management of program resources, including procurement and financial management.

6. Following the issuing of the decrees for the establishment of the national institution, a technical group (CTPC) was established under the auspices of the Minister of Defense in his capacity as chair of the inter-ministerial committee tasked to develop and draft the PNDDR. The PNDDR has been finalized and will be submitted for approbation by the Government. The implementation mechanisms for DDR outlined in the PNDDR will be detailed in the Joint Operations Plan for DDR which is currently being developed with assistance from MONUC, UNDP, UNICEF, MDRP and the Belgium Cooperation. It should be noted, however, that the “regroupment” and disarmament exercise, though planned and overseen by members of CONADER personnel and monitored by MONUC, will actually be carried out and funded by the Government and bilateral donors.

7. A World Bank mission visited the DRC on Jan 25-Feb 6, 2004 to continue consultations with Government and MDRP partners in Kinshasa on the development of the national DDR program, and to advance preparation for IDA support to the PNDDR, which will be complemented by an MDTF grant of a similar amount. On the basis of the progress made on program technical preparations, the mission was upgraded to an appraisal mission, thus allowing the World Bank to finalize preparations for the presentation of the project to the World Bank Board and accelerate the release of IDA and MDRP funds for program implementation. Technical discussions were held in Washington from March 23 to April 5, 2004 ahead of Board presentation in May 2004.

8. To allow for smoother implementation, World Bank senior management is seeking a waiver of World Bank policy from Board members, which will allow IDA funds to be used for cash payments to ex-combatants. This will allow much tighter financial control of the payment system and will ensure that funds are available when needed. While the time required to obtain this waiver has delayed negotiations, it will not delay program effectiveness because project preparation funds (PPF of US\$1.3 million) have been available to Government since January 29, 2004. With the appointment of the national coordinator for CONADER, systems have been established to allow for the release of the preparation funds, which will assist with the establishment and operationalization of CONADER. These activities are aimed at meeting the conditions of effectiveness and will shorten the time between presentation of the project to the Board and project effectiveness.

9. Following the establishment of the Transitional Government, Government initiated the verification of armed forces payroll and the administrative regroupment of all troops into battalions of “720”. The original estimate of 320,000 combatants in the integrated armed forces has since been revised down and continues to be reduced as the identification process proceeds. In this light, Government now estimates at 150,000 the number of combatants to be demobilized, including combatants from non signatory groups. This figure will thus be used in all strategic documents, though Government has stated that once demobilization starts, and following on-going identification, verification and sensitization efforts, this number may increase.

10. The PNDDR has been developed on the premise that combatants will receive equal treatment - signatories to the peace accords, signatories to the Dar es Salaam agreement, members of non signatory recognized armed militia groups. Verifying that the eligibility criteria adopted are adhered to will require stringent identification and verification mechanisms. Furthermore, the question of whether the armed groups in Ituri should be included in the national

program or catered to through an Ituri specific solution remains a source of concerns to some donors.

11. The Government has established a set of criteria to: i) verify whether people belong to an eligible armed group and, ii) for integration into the army. Those who do not qualify for integration into the military, and those verified combatants who volunteer to demobilize will be oriented towards the PNDDR and eligible for program benefits¹. For these, the following general inclusive criteria apply:

- Congolese nationality;
- Possession of a weapon or possession of a certificate of disarmament issued by competent authorities, including those issued during spontaneous and voluntary disarmament. The ratio of combatant/weapon will be determined in the Joint Operations Plan.
- Proof of membership in a recognized armed group;
- Proof of having taken part in conflict in DRC between October 1996 and May 2003.

12. Although the size of the new army is not determined by the number of those that will be demobilized, it has been agreed that the transition phase towards the restructuring of the new army must be carried out in close collaboration with the implementation of the national DDR program. To this end, a 'tronc commun' has been developed to strengthen the linkages between the two processes. This joint approach requires comprehensive coordination in the planning and implementation.

13. To assist CONADER and its recently appointed director, it is critical to ensure the immediate provision of appropriate technical advisors in the areas of i) institutional management, ii) reintegration, and iii) MIS.

Interim DDR activities

14. The security situation in Ituri continues to be fragile. MONUC in conjunction with UNDP, UNICEF and the Government has established a steering committee in charge of coordinating the disarmament and community reintegration plan. Five transit sites have been identified by MONUC and accepted by the armed groups.

15. Under the framework of the RRM (Rapid Response Mechanism), UNDP provided technical, logistical and institutional support to the Technical Planning and Coordination Committee (CTPC). Currently UNDP and the CTPC are working out the modalities for the official transfer of responsibilities to CONADER.

16. In November 2003, Mayi Mayi in the Maniema province were called for registration for integration into the new army. This led to large movements of Mayi Mayi, including their families towards towns such as Kindu where no facilities were in place to accommodate them. UNDP and MONUC tried to assist those who volunteered for disarmament but were unable to provide assistance to those who remained armed. Due to lack of coordination and cooperation between the local command structure and the international agencies, many of the Mayi Mayi, still armed, returned to their area of origin.

¹ This applies to adults only.

Special projects

17. UNDP has taken steps to operationalize its two projects funded through the MDRP special projects window in the DRC - the *Rapid Response Mechanism (RRM)* and *Community Reconstruction, Reintegration of Ex-combatants and the Reducation of Small Arms (COMREC)*. Both project aim to address emergencies in Eastern DRC, however, as a result of the delays to obtain the endorsement of the Transitional Government on the interim strategy, implementation activities have yet to commence in earnest. By the end of January 2004, the RRM had financed five micro-projects, ranging from support to children associated with armed groups to the provision of agricultural assistance to ex-combatants and their communities of return. The COMREC project has commenced sensitization activities with local populations and partners as well as entered into initial agreements for reintegration activities.

18. NGOs supported under the special project for the demobilization and reintegration of children associated with armed forces continue to carry out their activities through a) establishment of CTOs; b) staff training and deployment; c) advocacy for demobilization of children; d) studies; e) development of policies and guidelines; e) sensitization; f) coordination with military authorities; g) tracing and reunification. According to the original proposals submitted to MDRP, an initial preparatory phase was foreseen to map out resources and needs of targeted areas, and to develop a detailed implementation plan for a comprehensive child soldier demobilization and reintegration program. However, this approach had to be adapted as the agencies had to respond to the evolving political and military context in DRC, most notably the emergency demobilization of Mayi-Mayi soldiers in Maniema and the start of operations in Bunia, Ituri.

19. Due to problems experienced across the country in getting signed demobilization orders (*ordres de demobilization individuals* - ODI), the demobilization of children associated with armed groups (EAFGA's) has not yet commenced. Only in the Maniema region has there been any significant demobilization. CARE transferred over 200 child soldiers to their transit centers in Kindu for reunification and reintegration (see special projects subsection below). In other cases, interim solutions have been found for the release of children while waiting for the official ODI. These interim solutions have allowed for the reunification with their families of children who have been in interim care centers, some for up to eight months. Progress has also been made in getting military commanders to start the demobilization process by submitting lists of EAFGAs. Project implementation thus remains at an initial stage.

Coordination with broader recovery efforts

19. Reintegration of ex combatants into communities who have not only suffered from the destruction of war but who will also be host to hundreds of thousands of returnees has to be complimented by humanitarian and recovery efforts in other sectors. One of initiatives currently underway is that of the Emergency Multi-sector Rehabilitation and Reconstruction Program (EMRRP) which consists of a series of free-standing subprojects (\$454 million), which will be implemented independently, but together are expected to create synergies. The EMRRP is aimed at addressing some of the critical challenges DRC is facing, in the areas of agriculture and food security, rehabilitation and reconstruction of large infrastructure and community infrastructure, social services, and capacity-building. The EMRRP provides an overall framework for donor interventions, by defining a clear set of priorities at the program, sector and project level, and by

offering coordinated implementation mechanisms. The Emergency Economic and Social Reunification Project (\$214 million), approved in September 2003 complements the EMRRP and extends activities to additional provinces.

20. The challenges of reintegration of ex-combatants in the DRC will require not only the development of a comprehensive Reintegration strategy which adapts to the socio-economic dimensions of the various regions of reintegration, but which also inter-links with other rehabilitation and reconstruction programs such as the EMRRP.

Challenges

21. Operationalizing the demobilization program in conjunction with the restructuring of the national army represents one of the key challenges. This will require extensive coordination, not only at the national level between CONADER and the *Etat Major*, but also at the field level. A comprehensive sensitization campaign aiming to ensure that combatants, and the communities at large, understand the process and to manage expectations as combatants are oriented either towards demobilization, or towards screening for the new national army. A strong commitment on the part of commanders that they will allow combatants to choose freely between the options presented to them is also required.

22. Unwavering political commitment at all levels is sine qua non condition to the success of the DDR program will require political commitment at all levels. This commitment, can be translated into concrete action through the immediate demobilization of child soldiers who are not eligible to enter the selection process for the new army.

23. Based on the lessons learnt from other DDR programs, the situation of women combatants within the armed forces will require particular attention to ensure their inclusion in the process. Appropriate strategies and policies will be required from the planning stages of the program implementation and within the sensitization to ensure their inclusion.

Next Steps

- Preparation of Joint Operations Plan
- Development of Financial Management Manual
- Analysis and provision of technical assistance for CONADER for initial start up
- Finalization of national reintegration strategy
- Recruitment of project implementation specialist for the DRC.
- Presentation of project to the World Bank Board on May 25th.

Relevant documents

- National Disarmament, Demobilisation and Reintegration Programme (PNDDR)
- World Bank mission aide mémoires: November 2003, January/February 2004 and March 2004
- MDRP special project implementation review mission report – March/April 2004
- Special projects progress reports submitted by implementing partners: Save the Children (Oct-Dec 03); NGO Consortium (Oct-Dec 03); UNDP (Sept 03-Jan 04)

Annex VII: Republic of Congo status report

Country context

1. The overall security and political situation in the country has not changed significantly in the past six months. Just over a year after the signing of a peace agreement between the Government and the *Conseil national de la résistance*, the situation in the Pool region remains at an impasse, the “Ninja” militia still refusing to be disarmed and demobilized. The Government has rejected the demands of Ninja leader Pasteur Ntoumi to create a government of national unity that would include members of rebel groups.

2. Following the presentation by Government of their national DDR program proposal, and as agreed during the last MDRP partners meeting, independent experts carried out a mission to verify proposed numbers of beneficiaries and assess the validity of eligibility criteria put forward in the program proposal. The terms of reference and composition of the mission were established in consultation with the Government and MDRP partners. The independent experts worked in country through the month of March and presented their findings simultaneously to Government and MDRP partners in Brazzaville on April 15, 2004.

Independent mission of experts

3. The overall objectives of the independent mission were, inter alia, to review the criteria in the draft national plan and letter of demobilization policy against MDRP criteria and objectives; to evaluate the actual needs of the country in the area of disarmament, demobilization and reintegration as well as security sector reform; to determine the relative urgency of intervention for each of such groups as well as the possible risks associated with intervention or non-intervention; to review what resources and mechanisms are available for support to ex-combatants, both within and outside the MDRP framework; to verify the numbers of ex-combatants identified by the Government and compare them against MDRP criteria; and to make recommendations on the way forward for the Government and MDRP partnership, including with regard to the most appropriate structures for the implementation of a national program.

4. The independent mission concluded that the overall political and security situation does require a dedicated intervention for collection of small arms and the demobilization and reintegration of ex-combatants. Of particular concern is the widespread availability of small arms throughout the country and the fact that many ex-combatants who have resumed civilian activities on their own have done so while keeping possession of their weapons. Previous DDR efforts have not reached all potential beneficiaries, while the « Ninja » militia in the pool region has yet to agree to a DDR process. The latter will obviously require a political solution. The EU had earlier made funds available for the DDR of the “ninjas”, which The EU decided to withdraw due to the lack of progress on the ground.

5. With regard to the estimated target population for the future national DDR program, the independent mission has concluded that the total number of ex-combatants that could benefit from the future program would be around 25,000, subject to a more rigorous review in light of strict eligibility criteria.

6. According to the independent mission, the delivery of benefits and opportunities to beneficiaries through the IDA funded Emergency Demobilization and Reintegration Program has been largely positive, although often slow and perhaps overly bureaucratic. The reintegration of ex-combatants could be usefully complemented by a window of activities aimed at the communities where ex-combatants decide to return or settle. The independent mission also observed that national mechanisms for coordination at central and provincial levels, as well as coordination with international partners, could be improved.

7. Outside the scope of the DDR of ex-combatants, the independent mission found that the issue of widespread youth unemployment was serious enough to be considered a potential threat to the consolidation of peace and may require a separate intervention.

8. The independent mission made the following key recommendations:

To the Government:

- Amend the program proposal, including its institutional arrangements, in light of the observations made by this mission and the missions that preceded it; and establish more firmly the program's target population;
- As part of this effort, reconcile the databases of the three most recent DDR exercises undertaken in the country;
- Urgently design strategies for disarmament and youth employment;
- Accelerate security sector reform;

To international partners:

- Provide technical assistance to the above ends.

Next steps

- Government to address the issues raised by the independent mission in a comprehensive manner, including the issues of eligibility criteria and target groups;
- MDRP Secretariat to develop options on the way ahead in this country the basis of the findings of the mission for MDRP partners' consideration at the May meeting;
- MDRP Secretariat/World Bank to conduct a follow-up mission to RoC on the basis of the recommendations of the MDRP Trust Fund Committee (May meeting);
- Government to address the issue of youth unemployment and small arms through appropriate channels and mechanisms.

Relevant documents:

Report of the independent mission (in English and French)

Annex VIII: Rwanda status report

Country context

1. Ten years after the Rwanda genocide was militarily brought to an end, the legacy of insecurity left in its wake continues to jeopardize the consolidation of peace in Rwanda and the Great Lakes region. Combatants associated with the defeated *Forces Armées Rwandaises* and the *interahamwe* militia, now aligned under a banner known as the *Forces Democratique pour la Libération de Rwanda* (FDLR), continue to operate in the eastern DRC and in Burundi. Recent reports of offensive movements by these groups highlight the continued potential threat, and provoked incursions by the Rwanda Defense Force (RDF) into the DRC and Burundi in late April 2004. This deterioration of the situation in the eastern DRC may pose a significant risk to the consolidation of the peace process between the DRC and Rwanda, and within the DRC. It also highlights the limited success to date of efforts to disarm and demobilize these groups.
2. This recent deterioration followed a period of cautious optimism during which relations between Rwanda and its neighbors, including the DRC and Uganda, have been improving. The establishment of embassies is in process, the consolidation of the peace process in the DRC has made it increasingly difficult for Rwandese armed groups to operate in the eastern DRC, and the return of a senior FDLR commander, Gen. Rwarakabije, precipitated the voluntary return of over 600 FDLR combatants to Rwanda.

National program

3. Since April 2002, the RDRC has demobilized 15,202 Rwanda Defense Force (RDF) personnel and continues to conduct demobilization exercises on a regular basis. The repatriation of members of armed groups has been generally slow but steady with occasional peaks in activity. Only 4,080 adult armed group members - half of whom returned to Rwanda in December 2001 - and 454 children associated with the same groups have been demobilized. Demobilization exercises for armed group members have also been carried out regularly. The RDRC continues to call upon its partners for assistance in reaching out to and facilitating the disarmament and repatriation of Rwandese combatants. The Technical Secretariat (TS) of the RDRC, in collaboration with the Technical Coordination Committee, has sought to strengthen the provision of social and economic reintegration assistance to ex-combatants. To this end, the RDRC has recruited additional personnel at provincial and central levels, and has encouraged further harmonization of RDRP reintegration activities with those rooted in longer-term development programs. The MDRP Secretariat has fielded two missions to support these efforts. DFID has agreed to finance technical assistance to the RDRC within the context of the MDRP. Furthermore, the RDRC has been working closely with KFW and GTZ to ensure that bilateral German financing in support of medical rehabilitation and economic reintegration of ex-combatants is integrated into the RDRP.
4. The TS has also been strengthening its monitoring and evaluation capabilities. The TS has recruited additional M&E personnel at central and provincial levels. A quantitative beneficiary assessment is currently in progress. In addition, the first independent evaluation should be completed by July 2004. Finally, the TS is considering the inclusion of qualitative

surveys to assess social and conflict impacts of the ex-combatant reintegration process in relevant communities.

5. The outlook for the demobilization and reintegration of child soldiers is improving. The RDRC has established a separate demobilization center for children and, through its partnership with Save the Children UK and the Ministry of Gender and Family Affairs, the RDRC has taken steps towards addressing a number of outstanding matters in the delivery and follow-up of services past due for children associated with conflict demobilized and reintegrated by the program. A study of the low representation of girl child soldiers (2) among the 454 who have returned from the DRC is being conducted by SC/UK and DfID and will provide a basis for better understanding the differences and addressing the implications.

Priority next steps for the MDRP in Rwanda

- The return of members of Rwandese armed groups and their families from foreign countries requires a concerted effort among MDRP partners and host countries. A strategy capitalizing on the strengths of individual partner bodies and governments needs to be elaborated and enacted within the MDRP framework.
- The RDRP should continue to review the effectiveness of its social and economic reintegration assistance, and seek to further mainstream it with broader development efforts,
- The independent evaluation of the RDRP should be completed and used to adapt program implementation in line with its recommendations .
- The RDRC should continue to strengthen its institutional capacity and take advantage of training opportunities in the appropriate areas of focus.

Relevant Documents

- Quarterly reports of the Rwanda Demobilization and Reintegration Commission, January – March 2004;
- MDRP Consultant report (Marcelo Fabre), Monitoring and Evaluation, October 2003;
- MDRP Consultant reports (Anton Baare), Social and Economic Reintegration, December 2003 and March 2004; and
- World Bank implementation support mission *aide mémoire*, April 2004.

Annex IX: Uganda status report

National Program

1. In November 2002 the Government of Uganda (GoU) informed the MDRP Secretariat that it intended to develop a national program for demobilization and reintegration of regular and irregular forces within the regional framework. The MDRP Secretariat has since maintained a dialogue with the Government and MDRP partners in Kampala on eligibility criteria and steps taken by Government in the development of such program. However, to date, no concrete progress has been made in the design of the overall program. Efforts to improve the management of the Uganda People's Defence Force (UPDF) are ongoing, including the reduction of the number of "ghost soldiers". The Uganda Veterans Assistance Board (UVAB) is currently undertaking little in preparation of assistance to ex-soldiers.

2. The MDRP Joint Supervision Mission (JSM) in October 2003 concluded that a key pre-condition for a national program is the finalization of the Defense Review and adoption by Parliament of the White Paper on Defence. The February/March 2004 MDRP mission to Uganda noted that in the absence of a detailed statement of national defense policy, it remains premature to consider the possibility and details of a national program. Given the current security concerns in the country, uncertainties are likely to persist about the timeframe in which such program could be implemented, even after the adoption of the White Paper by Parliament. Indeed, decisions on actual demobilization are not expected before the termination of the violent conflict with the Lord's Resistance Army (LRA) in the North of the country. Threats by cattle rustlers are another source of considerable insecurity in some areas in the North. Broad sections of society are in fact calling for the strengthening of the UPDF and militia groups in order to reestablish security throughout the country.

3. The general prospects for a national program are also dependent on the regional political and security environment. Over the past six months, relations with neighboring countries have continued to improve. In the light of progress in the peace process in Sudan and the improvement in bilateral relations with the Government in Khartoum, a possible breakthrough in the violent conflict in the North of the country is a real possibility. It would have a considerable impact on the prospects for a national program as well on the special project prepared by the Amnesty Commission (see below).

4. A concern of the MDRP in Uganda remains that of possible 'moral hazard', in the sense that the perceived availability of financing through the MDRP might reduce the normal restraint on the mobilization of additional military forces. This risk was stressed by the JSM in October 2003. Militia groups in the North and East are still recruiting and arming new combatants in order to defend communities against the threat posed by the LRA. These militias are funded through the Ministry of Internal Affairs, and armed by the Uganda People's Defence Force (UPDF). In particular the Arrow Group in Teso District (East) has had some success in chasing the LRA troops out of their area. The Minister of Defence indicated to the recent MDRP Mission that once security will have been reestablished, these militias would be the first to be demobilized. The MDRP mission clarified to Government in March that the MDRP as such was not created to assist in the DRR of these kinds of militia groups.

5. Senior Government and UPDF officials deny that the UPDF or government-backed militias have any underage soldiers in their ranks, although it is acknowledged that establishing the correct age of combatants is sometimes difficult. The Minister of Defence would welcome discussions between the MDRP partnership and the GoU and the UPDF on the prevention of recruitment of underage soldiers and the speedy demobilization of any underage soldiers that might have entered in the ranks of the UPDF or militia groups.

Special Project

6. Given the fact that, last year, no prospects for a national program were foreseen, Government – in consultation with the MDRP Secretariat – decided to prepare a proposal for a special project to support the resettlement and reintegration of members of rebel groups that had given up fighting. In September 2003, Government submitted a project proposal to the MDRP Secretariat to support the work of the Amnesty Commission that is targeted at irregular forces that surrender to Government under the Amnesty Act. The project aims to provide support for the demobilization and reintegration of 15,310 amnesty applicants (known as ‘reporters’), including an existing backlog of around 5,500 individuals. In November 2003, the MDRP Local Ad Hoc Committee recommended the proposal for MDRP funding, with some modifications still required.

7. The World Bank conducted an assessment of the financial management and procurement systems of the Amnesty Commission in January 2004. These assessments pointed to several weaknesses and therefore the need to take several preparatory measures and amend the proposal. Through the services of four consultants and direct advice, the MDRP Secretariat has provided support to the Commission in finalizing the project documentation and initiating the necessary improvements in its management systems. The proposal was resubmitted to the MDRP Secretariat in April 2004 and is currently being processed by the World Bank for approval. Meanwhile, with assistance from the Governments of Denmark and Ireland and UNDP, the Amnesty Commission is providing assistance to members of a former rebel group that returned to the country in December and is currently resettling in the West-Nile Province.

8. The Government has recently extended the Amnesty Act up to May 17, 2004 while Parliament discusses a Cabinet proposal to amend the Act.

Priority Next Steps for MDRP in Uganda

- Finalization of World Bank approval process of special project proposal for Amnesty Commission; and subsequent finalization and signing of grant agreement;
- Provision of support by the MDRP Secretariat to the Amnesty Commission to meet conditions of effectiveness as early as possible while project is being processed;
- Maintenance of dialogue between MDRP partnership and Government on future plans for possible comprehensive demobilization efforts; and,
- Possible direct discussion between MDRP Secretariat/UNICEF and GoU/UPDF to assist in preventing recruitment of underage soldiers and speedy demobilization of any underage soldiers that might have entered in the ranks of the UPDF or militia groups.

Relevant documents:

MDRP Secretariat. Mission aide mémoires: January 5-10, 2004 and February 25-March 3, 2004

Annex X: Financial Overview

MDRP Trust Fund (TF50574): Long-term Disbursement and Income Projections *						
ESTIMATED DISBURSEMENTS						
Program Activity	2002/2003	2004	2005	2006	2007	Total
1. National Programs						
a. Rwanda	1,400,000	7,200,000	5,800,000			14,400,000
b. Angola		9,680,000	24,200,000	14,520,000		48,400,000
c. Burundi		8,700,000	17,400,000	17,400,000		43,500,000
d. Uganda		0	0	0		0
e. DRC		30,007,500	40,010,000	25,006,250	5,001,250	100,025,000
f. CAR		4,875,000	4,875,000			9,750,000
g. Congo			10,560,000	7,040,000		17,600,000
2. Special Projects						
a. SCF/UK-DRC		2,159,607	296,571			2,456,178
b. NGO Consortium-DRC		5,480,020	5,295,934			10,775,954
c. UNDP/DRC/Com. Reint.		4,601,250	398,750			5,000,000
d. UNDP/Angola	2,538,356	1,798,127				4,336,483
e. UNICEF/Burundi		3,536,023				3,536,023
f. UNDP/DRC/RRM		4,572,632	57,238			4,629,870
g. Red Cross/DRC		1,213,737	944,017			2,157,754
h. Amnesty Com/Uganda		1,655,562	2,548,674			4,204,236
i. UNICEF/DRC		3,747,170	1,249,057			4,996,227
3. Regional Activities	288,832	411,600	411,600	411,600	411,600	1,935,232
4. Program Management	1,858,864	3,139,582	3,103,477	1,808,514	1,605,085	11,515,522
5. Administrative fee	374,172	285,440	260,927	230,679	107,772	1,258,990
Total Disbursements (\$)	6,460,224	93,063,249	117,411,246	66,417,043	7,125,707	290,477,469
PROJECTED INCOME (US\$ estimate)						
Source	2002/2003	2004	2005	2006	2007	Total
Balance forward		57,191,903	14,321,062	(50,273,423)	(78,243,945)	
Donor Contributions						
African Dev. Bank			8,500,000			8,500,000
Belgium	10,992,483					10,992,483
Canada	7,087,256		3,543,628			10,630,884
Denmark	2,486,188					2,486,188
EC	10,916,000	11,470,000				22,386,000
France	2,078,600					2,078,600
Germany	1,011,270	2,890,978	1,497,752			5,400,000
Italy	1,714,050					1,714,050
Netherlands	10,352,188	28,212,300	33,446,520	33,446,520	17,962,020	123,419,548
Norway	3,533,070					3,533,070
Sweden	2,190,820					2,190,820
UK	10,000,000	5,000,000	5,000,000	5,000,000		25,000,000
Investment Income **	1,290,202	2,619,130	828,862			4,738,194
Total Income (\$)	63,652,127	107,384,311	67,137,824	(11,826,903)	(60,281,925)	223,069,837
(less Total Disbursements)	(6,460,224)	(93,063,249)	(117,411,246)	(66,417,043)	(7,125,707)	(290,477,469)
Balance(\$)	57,191,903	14,321,062	(50,273,423)	(78,243,945)	(67,407,633)	(67,407,632)
* Per World Bank estimates as of March 31, 2004						
** Estimate based on historical returns of other World Bank Trust Funds						

MDRP Program Cost Assumptions and Financing Estimates March 2004

	Estimated Ex-comb.	Estimated Unit Cost	Estimated Program Cost	% share of overall MDRP	Financing by Source			% IDA/ MDRP split	comment
					IDA /9	MDTF	other		
National programs /1									
Angola /1	138,000	710	97,980,000	19%	33,000,000	48,400,000	16,580,000	40/60	other includes GoA, German & other finan.
Burundi /2	55,000	1,500	82,500,000	16%	33,000,000	43,500,000	6,000,000	43/57	other proposed from Germany
CAR /2	7,500	1,300	9,750,000	2%	-	9,750,000		0/100	
Congo /3	24,500	800	19,600,000	4%	2,000,000	17,600,000		10/90	
DRC /4	150,000	1,334	200,025,000	38%	100,000,000	100,025,000		50/50	
Rwanda /1	65,000	800	52,000,000	10%	25,000,000	14,400,000	12,600,000	64/36	other includes DFID & German funding
Uganda /5	15,300	295	4,554,000	1%		4,204,000	350,000	0/100	others include GoU, UNDP, Denmark & Ireland
sub-total	455,300		466,409,000	88%	193,000,000	237,879,000	35,530,000	45/55	
Special projects /6	32,477	1,278	41,521,489	8%		41,521,489		0/100	
Regional activities			1,968,909	0%		1,968,909		0/100	
Program management /7			17,704,993	3%	4,970,000	12,734,993		28/72	
MDRP total /8	455,300		527,604,391	100%	197,970,000	294,104,391	35,530,000	40/60	
				Percent financing	38%	56%	7%		
Notes:									
/1 Angola and Rwanda numbers actuals based on negotiated national program document (Angola program costs excludes demobilization & reinsertion support)									
/2 Burundi and CAR numbers reflect updated, approved program estimates									
/3 Congo numbers reflect updated estimate of ex-combatants and original MDRP unit cost estimates;									
/4 DRC numbers reflect updated estimates based on March 2004 technical discussions									
/5 Uganda estimates reflect only special project for irregular forces where unit costs are considerably lower									
/6 For purpose of total MDTF cost, value of Uganda special project not added									
/7 IDA program management input based on Africa region average for project preparation and supervision									
/8 Totals exclude numbers and cost of special project activities as these are included in national program estimates									
/9 IDA funds for Angola, Burundi and DRC are grants, a credit in Rwanda and presumed to be a credit for Congo/Brazzaville									