

## 2. DDR programming in the DRC

The DDR process that has unfolded in the DRC has arguably been the most complex and multi-faceted programme ever implemented in Africa. It was comprised of, among other elements, a national programme; programmes to disarm and repatriate foreign combatants and their dependants; processes for special needs groups (such as women, disabled ex-combatants and children); and projects to disarm members of militia groups and reintegrate them into civilian life. There was also a specific DDR programme for Ituri, which was located within the national DDR programme. The World Bank and the UN, predominantly through the Multi-Country Demobilization and Reintegration Program (MDRP), were the main facilitators of the DDR process in the DRC, along with the DRC government.

DDR was further complicated by two other developments. Firstly, security sector reform, a necessity brought about by peace accords, which paved the way for the formation of a new national army and the *Structure Militaire d'Intégration* (SMI). The SMI was the process by which the armed components of most of the significant armed groups would be incorporated into the FARDC. Secondly, stabilisation initiatives, and particularly those dealing with the various armed groups and their access to mineral resources.<sup>7</sup>

### 2.1 DDR institutional and financial considerations

The MDRP was launched in 2002 and was supported by a range of donor governments and agencies. Its geographical focus was the greater Great Lakes region of central Africa, with the specific countries be-

ing: Angola, Burundi, Central African Republic, the DRC, the Republic of Congo, Rwanda and Uganda. The MDRP co-ordinated, and provided assistance to, close to 300,000 ex-combatants in these seven countries, and was concluded in June 2009.

The DRC was the most significant component of the MDRP, with 50% of the entire budget being devoted to DDR-related projects in this country. The final report of the MDRP also revealed that the DRC segment accounted for 36% of all demobilised beneficiaries; 41% and 22% of reinsertion and reintegration beneficiaries respectively; and four out of the five special projects for child soldiers were implemented in the DRC.<sup>8</sup>

In December 2003, the DRC government established an interdepartmental committee, the *Comité interministériel chargé de la conception et de l'orientation en matière de DDR* (CI-DDR) to oversee the National Program of Disarmament, Demobilisation and Reintegration (PNDDR) (adopted May 2004). *The Commission Nationale de la Démobilisation et Réinsertion* (CONADER), with the support of UNDP, became the entity responsible for implementing the PNDDR. Regrouping Centres were set-up to implement the disarmament targets, and Integration and Training Centres were established for reintegration purposes.<sup>9</sup> The DDR process in the DRC however, faced similar

7 UN DDR Resource Centre, Country Programme: DRC, <http://www.unddr.org/>.

8 MDRP, MDRP Final Report, Overview of program achievements, Washington DC, World Bank, July 2010, 9-24.

9 UN DDR Resource Centre, Country Programme: DRC, <http://www.unddr.org/>.

challenges to other African DDR processes, which included a lack of capacity, inefficiency, mismanagement, institutional rivalries and alleged corruption.<sup>10</sup>

MONUC played a key role in the DDR programme, assisting with the implementation of the national programme, and focused almost exclusively on disarmament. The main focus, however, was the dismantling and disarming of foreign armed groups, particularly the FDLR, which was pursued via the UN Disarmament, Demobilization, Repatriation, Reintegration and Resettlement (DDRRR) programme.<sup>11</sup>

DDRRR interventions often included armed peacekeepers, which provided protection and security to those combatants that were voluntarily seeking to abscond from an armed group. The reason for this is that such combatants may have been violently assaulted or killed by their fellow fighters if their efforts to desert the armed group proved unsuccessful. Following surrender to MONUSCO, the former combatants were transported to the transit centres in Uvira, Bukavu, Beni, Dungen, and Goma, where they were provided with clothing and food. After three days these individuals were repatriated to their countries of origin where they received reinsertion and reintegration support.<sup>12</sup>

The SMI was established in 2004, and was linked to the DDR system through national legislation, with combatants being provided with the option of either joining the FARDC or undergoing DDR. The following armed groups (and their combatants) were identified for integration into the FARDC: *Forces Armées Congolaises* (FAC) (former DRC government military); FAZ; the three RCD factions, MLC; Mai-Mai; and a number of other armed groups. The first step of the SMI was that all combatants were assembled at FARDC-run *centres de regroupement* and then transferred to *centres d'orientation*, which were administered by CONADER, where combatants were required to select integration in FARDC or demobilization<sup>13</sup>.

## 2.2 Implementation of DDR processes

In response to the teething problems associated with the operationalisation of the national DDR programme, an emergency initiative, the *Désarmement et Réinsertion Communautaire* (DCR) was created. It sought to disarm and pacify those armed groups that were not party to ceasefire/peace accords, and were

considered to be a considerable destabilising force. The actions of armed groups were acutely problematic in Ituri, and consequently the focus of the DCR programme was in that region.<sup>14</sup> The DCR contributed to the demobilisation of 15,811 combatants (which included 4,525 children). However, the reintegration support was described as “chaotic”, “half-hearted” and “problematic” due to prolonged implementation delays.<sup>15</sup>

The national DRC DDR programme sought to provide ex-combatants with assistance to facilitate their transition to civilian life, which included ‘safety transition allowances’, and reintegration support. Various donor governments provided considerable financial and technical support, with a total of US\$ 272 million being made available for DDR processes through the MDRP.<sup>16</sup> Ex-combatants who underwent demobilisation received an initial payment of US\$ 110 (for transport, food and other expenses), and thereafter a monthly allowance of US\$ 25 for a year.

A variety of socio-economic support was made available to ex-combatants through nongovernmental organisations (NGOs), international organisations and UN agencies, such as the International Labour Office (ILO), the Food and Agricultural Organisation (FAO), and Caritas. Targeted programmes for female ex-combatants and children were also offered. Reintegration training was provided in a variety of fields, including, but not limited to, agriculture, fishing, sew-

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10 UN Security Council, Twenty-first report of the UN Secretary-General on UN Mission in the DRC, UN document S/2006/390, 13 June 2006, paragraph 50; MDRP, DDR in the Democratic Republic of Congo: program update, Washington DC, World Bank.

11 Public Information Division, MONUC, Briefing materials, August 2009.

12 MONUSCO, Collaboration and DDRRR process, <http://monusco.unmissions.org>.

13 Hans Rouw and Rens Willems, Connecting community security and DDR: experiences from eastern DRC, Network for Peace, Security and Development, April 2010, 9.

14 UN DDR Resource Centre, DRC, <http://www.unddr.org/country-programmes.php?c=25>.

15 Amnesty International, Democratic Republic of Congo: Disarmament, Demobilization and Reintegration (DDR) and Reform of the Army, London: Amnesty International, 2007, 17; T. Bouta, Assessment of the Ituri disarmament and community reinsertion programme, The Hague, Netherlands Institute for International Relations ‘Clingendael’, 2005, 28.

16 MDRP, MDRP factsheet: Democratic Republic of Congo, Washington DC, MDRP, March 2009.

ing/tailoring, woodwork, bricklaying, driving, and metal work.<sup>17</sup>

### 2.3 DDR outcomes

The MDRP concluded all its activities in the greater Great Lakes region in 2009. At this time, 102,014 former combatants had received both demobilisation and reinsertion support in the DRC, and 52,172 had received reintegration support.<sup>18</sup> The Transitional Demobilization and Reintegration Program (TDRP), managed by the World Bank and financed by the African Development Bank and a range of donor governments, has provided follow-up DDR assistance.

In July 2010, UN Security Council Resolution 1925 (2010) extended the UN operation in the DRC, with MONUC being relabelled the UN Stabilisation Mission in the DRC (MONUSCO). The resolution also reaffirmed the UN objective of DDR with respect to Congolese armed groups, and the DDRRR of foreign armed groups, particularly the FDLR, Allied Democratic Forces/National Army for the Liberation of Uganda (ADF-NALU), the Lord's Resistance Army (LRA) and *Forces nationales de libération* (FNL).<sup>19</sup>

MONUSCO, in cooperation with FARDC, has made steady progress in its DDRRR efforts over the past 18 months. This, despite the complexities and tremendous odds confronted the various interventions, particularly the history of poor governance and ongoing violence and activities of armed groups in the eastern provinces. However, further achievements have been

stymied by domestic political dynamics. For example, in December 2010 the UN Peace-building Fund allocated funds for the DDR of some 4,000 members of Congolese armed groups, but this programme was suspended by the DRC government, and consequently did not materialise.<sup>20</sup>

Between 2002 and mid-2011, the DDRRR section of the UN mission in the DRC repatriated more than 25,000 foreign ex-combatants (58% of total repatriated) and their dependants and destroyed 1,435 arms and 46,006 rounds of ammunition. Rwanda was the destination of 80% of the total repatriated group. The table below provides further details on DDRRR activities (see below). A strategic success was the facilitation of the demobilisation and repatriation of some FDLR officers, including FDLR liaison officers from North and South Kivu, which reportedly interrupted the recruitment, logistical support, and illicit trading by the armed group.<sup>21</sup>

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17 MDRP, DDR in the Democratic Republic of Congo: program update, Washington DC, MDRP.

18 MDRP, MDRP final report, overview of program achievements, Washington DC, July 2010, 24.

19 UN Security Council, Resolution 1925 (2010), UN document S/Res/1925/2010, New York, UN.

20 UN Security Council, Report of the Secretary-General on the UN mission in the DRC, UN document S/2011/656, 24 October 2011, paragraph 55.

21 UN Security Council, Interim report of the UN Group of Experts on the DRC, UN document S/2011/345, 12 May 2011, paragraph 34.