

Trust Fund Committee Meeting

16 June 2011 – Paris

MINUTES

1. The second TDRP Trust Fund Committee (TFC) meeting was held in Paris on June 16, 2011. Six of the seven TDRP donors were represented (Italy was absent). The meeting was chaired by Abderrahim Fraiji, the TDRP manager. The full list of participants can be found in Annex 1.
2. The meeting had two main sessions: (a) reporting on the past year's program achievements and (b) proposal of new activities and extension of the TDRP Trust Fund.
3. Donors were pleased to see that their guidance of last year (ensuring to learn from MDRP experience and incorporate it into TDRP activities) had been heard and were overall satisfied with the progress achieved.

Main Conclusions

- Donors agree to the extension of the TDRP Trust Fund, since it does not imply a change in the Fund's original objectives and since no additional funds are required to carry out the proposed new activities.
- Donors agree in principle with the seven new proposed activities presented by the TDRP team, pending review of the full project proposals.

I. Overview of TDRP Achievements

A. Facility for Quality Enhancement and Innovation

4. Aki Stavrou reported on the numerous studies and learning activities undertaken over the past 12 months under the Facility for Quality Enhancement and Innovation, both at the regional level and country by country (see Annex 2 for a detailed overview). The work of the FQEI team has permitted to create synergies of outputs in the monitoring and evaluation (M&E) of DDR programs. The different DDR commissions have improved M&E activities in their respective programs, and have created useful links among each other after a training workshop organized by the TDRP in Nairobi. Thanks to this training, to the continued technical support through the FQEI "online facility" and the availability of sample terms of reference to carry out evaluations, the quality of the work produced by each DDR commission has increased significantly; the databases from which data is extracted to produce the studies are of better quality as well, and the consultants hired to produce the work are of higher caliber. Overall, the initial



objective of “quality enhancement” is being met. Most reports and studies under the FQEI will be finalized and shared by the end of the year.

5. The FQEI is preparing two pilot projects: the first will be a soccer tournament among young men, both ex-combatants and community members, in four countries (Burundi, DRC, Rwanda, and Uganda). Eight teams in each country will compete in a domestic cup. The four winning teams will then meet in Kigali, Rwanda, for a final cup. Named the “Soccer Peace Cup”, this pilot activity will foster social reintegration in the four participating countries and will present a positive message of ex-combatants. A documentary film will be made about the tournament. The second pilot activity is the support to the network of Community Focal Points (CFP) in Uganda’s Information, Referral and Counseling System (ICRS). The support, which will also extend the initial network and train CFPs into Community Development Officers, aims at ensuring sustainability of the ICRS after the closure of the national DDR program. The ICRS will be migrated from the Amnesty Commission (currently tasked with DDR) to the relevant Local Government department. A training, software and documentation support program will ensure that the ICRS is extended beyond ex-combatants to all post-conflict vulnerable people and hopefully sustained into the future.

B. Repository

6. The TDRP team has continued to explore the feasibility of a repository where the large amount of information and data amassed during the MDRP and TDRP can be held. Through a partnership with the Institute for Security Studies (ISS), an approach has been proposed which will see the creation of a new website. Initially interactive, the website will be a forum for discussion on specific themes linked to DDR. In a second phase, the website will become an archive of MDRP and TDRP knowledge. Even if the scope of DDR activities in the MDRP and TDRP was limited to the Great Lakes region, the lessons learned over the years of DDR implementation can be useful in many other countries. A feasibility study is currently underway and during the next two quarters will evolve into an implementation phase that will also incorporate the African Union, which will ultimately be the custodian of the Repository.

C. DDRnet

7. The network for DDR practitioners, DDRnet, held two experts seminars in the past year. The first one was in June 2010 on the Lord’s Resistance Army (LRA). The seminar led to the creation of the International Working Group on the LRA, a forum where the UN, EU, US, AU and other partners meet regularly to discuss their respective strategies to address the LRA. The second seminar in December 2010 analyzed reintegration activities in the context of informal (shadow) economies. This was the first event in a two-part series. The second seminar, planned for end 2011 in Addis Ababa, will gather African academics and DDR practitioners, supported by a study on the subject carried out by the ISS.

8. Looking forward, other DDRnet events are being prepared, notably a seminar on the issue of national ownership in DDR, jointly with the UN DPKO. The TDRP has also maintained a network of alliances and contacts to promote exchanges and collaboration. In particular, the team has been in regular contact with the Inter Agency Working Group on DDR (IAWG-DDR) and the UN DPKO. With DPKO, a program of capacity building for the African Union is being planned for the coming months, following an AU request for support to build up its DDR section.

Questions and Answers

9. Donors asked about the process by which the various study questions were selected. Aki explained that the selection was based both on extensive meetings and discussions with current DDR commissions, as well as previous DDR work. With the exception of two 'learning studies', on ex-combatant migration and the role of the family, all studies have been demand-led. In Rwanda and Burundi, the studies are part of the overall DDR projects.

10. Donors asked about the possibility to expand the technical assistance provided by the TDRP team to countries outside the Great Lakes, as provided for in the Trust Fund agreement. Earlier in the year, donors were asked about providing TDRP funding for a DDR consultant in South Sudan, but the situation was not opportune at the time and the decision was and remains as "wait and see". In other countries such as Cote d'Ivoire and Tunisia, the experience and knowledge of the MDRP/TDRP could be very valuable. The team will continue to field such requests and respond as appropriate.

11. Donors also emphasized the need to work closely with the UN and the African Union, both on general DDR issues and in particular on the LRA dossier for the latter. The TDRP team confirmed that it is in close contact with UN and AU colleagues and will continue to cooperate or provide support as needed.

D. MONUSCO Support Project

12. The TDRP is providing support to the PNDDR in the DRC (one implementation specialist based in Kinshasa), as well as two experts to support the work of MONUSCO in the east of the country. There is a foreign armed groups (ForAGs) specialist and an IT specialist developing a database on FDLR combatants which will be finalized soon and transferred to MONUSCO. MONUSCO is also requesting additional support for its DDRRR activities and will submit shortly a proposal for TDRP financing.

E. Foreign Armed Groups

13. The TDRP supports two International Working Groups (IWGs) on Foreign Armed Groups, which cover both the FDLR and the LRA. The IWGs are informal groups that allow for discussions and coordination of activities on ForAGs. They gather the EU, UN, AU, UK, France, Germany and some others. The TDRP was tasked by the IWG on the LRA to produce two documents: a matrix of international actions against the LRA, and a diagnostic study to deepen the understanding of the rebel group by the international community. Both documents will be presented during the next meeting of the IWG-LRA, scheduled for June 27, 2011.

F. CAR Community Reintegration Project (CRP)

14. The CRP stems from TDRP's gap analysis and assessment on how best to support DDR-related needs in a complex national context. Unlike the PRAC before it (MDRP-supported DDR project from 2004 to 2007), the CRP supports communities rather than individuals. In order to ensure that ex-combatants do benefit from the project, it targets communities where the proportion of ex-combatants is high. The US\$8.6 million operation will start in the coming weeks, implemented by four international NGOs. The project is being implemented in three northern provinces of the country, where the security situation is still difficult and where the CAR government is mostly absent. Some of the project activities



will include support to agricultural activities (seed, tools, training). The project will also finance the rehabilitation of basic social infrastructure.

15. The CRP preparation was long, despite being processed as an emergency operation in the Bank, because the unusual implementation arrangements (by NGOs rather than by the government) demanded more time for discussion and agreement among the various partners. The project also provides reintegration support before the disarmament and demobilization process has started in the country. The project responds to the immediate needs of affected communities and will encourage stability in the country. By providing opportunities to combatants, the project may create incentives for self demobilization.

16. Because the CRP took longer than expected to prepare, the remaining time for implementation is only 9 months before the closure of the TDRP, which will result in about half of the project's budget being disbursed. Therefore an extension of the TDRP Trust Fund closing date is paramount if the project objectives are to be fully met.

Questions and Answers

17. Donors asked about how the CRP will reach ex-combatants, considering the community approach. The number of ex-combatants in CAR is difficult to ascertain (probably 2,000 to 3,000), but the NGOs will track ex-combatants who will come through the program. Donors also asked about the issue of building capacity in CAR, considering that the CRP will be implemented by NGOs. The team explained that during the project implementation, the NGOs will be required to collaborate with prefects/mayors in the communities of implementation. The relationships at the local level are good, and the CRP is providing funding to permit local authorities to participate in supervision missions. Another question was about the link between the CRP and the Community Development Project financed by the World Bank and the AfDB in CAR. The two operations are not directly linked, mostly because they cover different provinces in CAR, but they are complementary. Donors asked about the working relationship between the UNDP and TDRP. It had been strained in the past (during the PRAC), but is better now. The two programs do not cover the same activities (DDR for UNDP, community reintegration for TDRP) and have different approaches (individual benefits for UNDP vs. community support for TDRP).

G. Rwanda and Burundi DDR Projects

18. Pia Peeters, task team leader (TTL) for the DDR projects in Rwanda and Burundi, presented a status update on the two operations. In Rwanda, the Second Emergency Demobilization and Reintegration Project became effective in June 2010 and is set to close in December 2012. The project totals US\$19.1 million financed by the Government of Rwanda (US\$ 2 million), IDA (US\$ 8million), a multi donor trust fund (US\$4.6 million) and a US\$4.5 million grant from the TDRP. To date, the project has demobilized 3,910 RDF ex-combatants and 2,149 FLDR ex-combatants. In addition, the project provided support to 3,119 dependants. Social and economic reintegration activities are progressing well. A vulnerable support window (VSW) provides additional support to the most vulnerable ex-combatants and also includes spouses of ex-combatants. The project's mid-term review is scheduled for late June/early July. The exercise will help to determine what the situation of FDLR rebels is. Since the various arrests of FDLR leaders abroad, the leadership structure of the rebel group is weaker, which could provide a benefit for demobilization. However, the upcoming elections in DRC in late 2011 may

have an indirect impact on the project. The project team is working on an exit strategy to ensure that activities under the project are mainstreamed into other government institutions after 2012. The TDRP is providing important gap-funding in Rwanda, as well as technical assistance to the RDRC which has been helpful to address a high turnover of personnel in the project.

19. In Burundi, the Emergency Demobilization and Transitional Reintegration project started in September 2009. It is financed by a US\$10 million grant from IDA and a US\$12.5 million multi donor trust fund. After the previous phase proved difficult to implement due to political interferences, this new project was set up differently, with a very small technical team managing a variety of implementation partners. This set up has worked well. The project is set to close in December 2011, but a one-year extension until end 2012 is being processed. The extension will allow processing a much larger caseload of disabled ex-combatants than originally anticipated. No further funding is required. Demobilization ended in Burundi in August 2010 and the project is now focusing on socio-economic reintegration. 4,950 Ex-FNL combatants and 1,554 ex-FNL dissidents were demobilized. In addition, 1,255 ex-combatants from the previous DDR phase are receiving social and transitional economic reintegration support. The TDRP does not contribute funds to this operation, but provides continuous technical support on reintegration, M&E, and day to day operational support to the TTL.

Questions and Answers

20. Donors asked about psychosocial activities in Rwanda. The SEDRP has trained many psychosocial assistants at the local level. Recently, the project has agreed to hire a full time psychologist to be based in the Mutobo demobilization center and help to identify future needs during reintegration. Clarification was sought about the project funds: the team explained that there is no earmarking possible, and all sources of fund are comingled. The TDRP funds are thus not financing particular activities but instead contributing to the overall project results. Finally, the World Bank project team makes sure to brief donors regularly after each mission.

H. Gender and DDR

21. In the MDRP, donors had set aside funding to strengthen gender activities in DDR projects under the LEAP program (Learning for Equality, Access, and Peace). After the MDRP closure, a separate trust fund focusing on gender continued (now named LOGICA: Learning on gender and conflict in Africa). Four donors contribute to the fund (Sweden, Canada, Denmark and Norway). LOGICA will allow for a follow up on the activities pilot that were undertaken in LEAP, including a follow-up study on additional support to female ex-combatants in Kindu, Maniema (DRC). In addition, technical assistance will be provided to the Burundi and Rwanda DDR projects to ensure that gender is well addressed in these operations (in Rwanda, a gender and DDR manual was produced). And finally, LOGICA will finance a multi country study on the role and impact of DDR on ex-combatant families.

Questions and Answers

22. Donors asked about how female ex-combatants were identified. The team explained that eligibility criteria for both male and female combatants are clearly defined up front. The AfDB has done a study in three regions of the DRC on women associated with armed forces to provide inputs into a possible government strategy to address this group. The AfDB asked that the study being undertaken by LOGICA on the situation of female ex-combatants in Kindu, Maniema, be related to the one undertaken



under the PARSEC. However LOGICA explained that the Kindu study is simply a follow-up to a small pilot with a specific group of beneficiaries ((female ex-combatants and other vulnerable community members). In addition, the AfDB asked that LOGICA be involved in assisting the Government in preparing its strategy in this regard.

I. DRC PNDDR

23. The *Projet National de Désarmement, Démobilisation et Réintégration* (PNDDR) became effective in 2004 and will close in September 2011. Overall, 189,000 combatants were processed and 102,104 demobilized. 31,000 children associated with armed forces received support, and more than 89,000 ex-combatants are being reintegrated. Recently, the TDRP has carried out a study on associations in the country. The expected results were that these associations, gathering community members and ex-combatants, would have mainly economic benefits. The study revealed that the associations also play a remarkable social role and partly operate as *mutuelles* that provide significant support to their members in the form of small loans, participation in the payment of medical fees, funeral fees, and school fees. In addition, the associations serve as conflict mitigation tools within members, as well as between members and the rest of the community. Finally, associations are usually made up of a few individuals who have specific skills or knowledge on one economic activity, and who transfer and share this knowledge to other members, either informally, or in the form of apprenticeship. So far, the findings from the DRC study are that social capital formation is enhanced by associations. The revenues generated by these associations are sometimes limited by the lack of access to microcredit (only officially registered associations can have access to microcredit). The DRC research will feed into a broader regional study (a visit to the RoC was also recently completed).

Questions and Answers

24. Donors asked about the structure of associations and whether they received support from the DRC government. The idea of bringing both community members and ex-combatants in associations originated with CARITAS and was developed over time. The expectation is that social reintegration would be improved through these associations. The DRC government does provide support to the registered associations in the agricultural sector, in the form of seeds or other materials. But not all associations are registered, since the registration process is complex and costly. The AfDB has carried out a pilot project in the DRC, PARSEC, which showed that older ex-combatants were interested in joining associations, but not younger ones. In PARSEC, the AfDB provides support to agricultural associations (farms).

J. Republic of Congo

25. The PNDDR in the RoC closed in February 2009, and no DDR activities have taken place since then. The team visited Brazzaville to assess the current situation with regards to demobilization in the pool region of Pasteur Ntoumi and his ninjas. At this stage, there is no activity in this area.

K. Uganda DDR Project

26. In Uganda, the DDR project started in January 2008 and will close in June 2011. The project was financed by a multi donor trust fund of US\$8.2 million. To date 26,162 combatants have been granted amnesty and re-settled, and 20,050 have been issued reinsertion kits. Despite the imminent closure, the



activities are not finished, due to delays in implementation. The ICRS was delayed by a year, and because it is not yet sufficiently entrenched in the Amnesty Commission, the TDRP will continue to provide support to CFPs for its implementation (see paragraph 5 above).

II. Proposal for new activities and Trust Fund extension

A. Request for extension

27. The TDRP team presented the request for an extension of the Trust Fund closing date till December 2013. The rationale behind the request is that it will allow consolidating the achievements of the MDRP/TDRP and contributing to sustainable peace in the Great Lakes region. Moreover, following a scoping mission in the region in May 2011, it appears that additional interventions are still required. Based on the work of the MDRP, the TDRP is well placed to conduct these reintegration interventions. Finally, an extension will allow the TDRP to continue to share knowledge on DRR.

28. The seven proposed new activities are as follows (see Annex 3 for detailed overview of each activity):

- **DRC:** Reintegration support through economic associations in North and South Kivu and in Ituri
- **RoC:** Short-term Technical Assistance to re-activate the DDR program and medium to long-term reintegration support in the Pool region
- **CAR:** Technical Assistance to DDR process to start the DDR program
- **Uganda:** Support reintegration through ICRS
- **MONUSCO :** Technical and financial support to the project on Foreign Armed Groups Demobilization and Repatriation Project
- **African Union:** Capacity building to Peace and Security Department for their nascent DDR program
- **Knowledge Management :** Guidance, Learning and Technical Assistance beyond TDRP

Questions and Answers

29. Donors asked about the status of FDLR combatants. The question of reintegration of FDLR within DRC (through relocation) was raised. The team explained that it is unlikely that this will take place. Participation of DRC representatives in a recent Rwanda meeting on the subject is encouraging. The African Union may be able to play a role, since it now has a peace and security department, with support to build its capacity from the TDRP.

30. The proposed extension of TDRP would simply require an amendment to the legal agreement with donors. Savings from previous activities and reallocations within the trust fund will permit to fund the new activities without requiring any additional funds from donors. All donors at the meeting expressed agreement with the extension, on the basis of the unchanged objective of the TDRP and the possibility to finance the proposed activities from the funds currently available.

B. TDRP Trust Fund Status



31. Chris Saunders presented the TF status of contributions, commitments and disbursements (see Annex 4). Disbursements now reach US\$3.6 million, and are expected to go up quickly thanks to activities in the CAR and Rwanda.

III. Next Steps

- The TDRP team will prepare amendments to donors' administrative agreements to extend the TDRP Trust Fund closing date until December 2013.
- Over the next few weeks, the TDRP team will prepare and present to donors non-objection full proposals for the seven new activities presented at the meeting.
- The TDRP will propose to donors a date for one or two joint missions to supervise TDRP activities by the end of the year.
- The AfDB and TDRP will discuss bilaterally the opportunity to provide technical assistance on reintegration to Tunisia.
- The TDRP will ensure that in the documents it prepares, linkages between DDR programs and other development programs are clear.



Annex 1

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