



## UN in support of peace and security in the Great Lakes region

### Outcome 1: The ICGLR Peace and Security Programme is strengthened

#### Output 1.4 Creation of a network of regional mediators specialized in the subjects covered by DDR/RR

##### 1. Description

Armed groups operating in the DRC constitute a source of instability to the entire Great Lakes region. Their large numbers, fragmentation<sup>1</sup> and in some cases regional dimensions and cross-border influence with Rwanda, Uganda and Burundi<sup>2</sup> challenge stabilization efforts. The military strategy led by the Armed Forces of the DRC (FARDC) supported by the Force Intervention Brigade/MONUSCO has so far proven insufficient in pressuring a meaningful number of members of armed groups into existing Disarmament, Demobilization, Repatriation, Reintegration and Resettlement (DDR/RR) programmes in Rwanda (Rwanda Demobilization and Reintegration Programme), Uganda (Amnesty Act of 2000) and DRC (PNDDR III). MONUSCO is currently examining the continued validity of such a strategy and exploring political engagement with armed groups and mediation as complementary and/or alternative options.

In this complex regional context, the ICGLR needs to be further strengthened to support DDR/RR efforts, and its good offices and networks should be leveraged to contribute with complementary diplomatic and peacebuilding efforts. The fragmentation of armed groups in the region calls for rescaling ambitions for national, top-down DDR approaches and exploring opportunities for locally-embedded initiatives led by communities and opinion leaders themselves. Building on the existing European Union-UNDP Guidance on insider mediation,<sup>3</sup> UNDP in close cooperation with partners will support ICGLR in establishing a regional mediators' network aimed at complementing the mainstream political engagement with armed groups.

This initiative will focus on supporting and creating synergies among insider mediators that will also include a gender perspective in their work. This will complement calls for MONUSCO to change the 'political calculus' in engaging with armed groups in the DRC and strengthening DDR/RR and, in particular reintegration prospects, through collaboration with regional organizations. The importance of reintegration to ensure the sustainability of such efforts should not be underestimated.

<sup>1</sup> According to the latest comprehensive mapping of armed groups in the DRC conducted in December 2015 by the Congo Research Group, more than 70 armed groups were active in Eastern Congo.

<sup>2</sup> Since the fall of the M23, three foreign armed groups operate in Eastern DRC: the Rwandan *Forces Démocratiques de Libération du Rwanda* (FDLR), spread in several areas in North and South Kivu, the Ugandan *Allied Democratic Forces* (ADF) operating in the "Grand Nord" North Kivu around Beni, and the Burundian *Forces Nationales de Libération* (FNL) in the Rusizi plain (South Kivu Province).

<sup>3</sup> Please refer to the EU-UNDP-UNDPA guidance note on "Supporting Insider Mediation: Strengthening Resilience to Conflict and Turbulence" (2014) (<http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/conflict-prevention/strengthening-resilience-to-conflict-and-turbulence.html>).



Most of the armed groups in DRC, particularly the Congolese armed groups in the eastern part of DR Congo are community based. Many were formed in a context of lack of state authorities therefore they built their “mandate” to ensure protection to their own communities and defend them from attacks driven by FDLR groups. This protection role created a relationship of confidence between the communities and the armed groups, unfortunately it has been observed several times that once the FDLR were neutralized the same armed groups would then harass and looted the own communities, this kind of behaviour also was driven by illegal exploitation of natural resources and political manipulations.

This negative cycle has been ongoing for some time now and it creates a difficult environment to reach a comprehensive disarmament process, therefore an intercommunity dialogue involving armed groups and their respective community is fundamental. Community leaders are strong influential actors in DRC and their implication and engagement is crucial to reach positive dialog between armed groups and communities that will allow mutual trust and a lead to agreement to collectively engage in the DDR program. This kind of mediation has to link with concrete reinsertion and reintegration programmes for both the ex-combatants and the communities, this complementary approach will ensure tangible results an operationalisation of the DDR process.

The Eighth High-Level Meeting of the regional Oversight Mechanism (ROM) of the Peace, Security and Cooperation (PSC) framework for the Democratic Republic of Congo (DRC) and the region, held in Brazzaville on 19 October 2017 engages all parties to complete the repatriation of the FDLR in the DRC without condition and ex-M23 in Uganda and Rwanda within the shortest time frame possible and no later than 20 October 2018, this mediation component of this EU action will strategically contribute to the effective implementation of the DDRRR programme.

### **General Objective**

- To contribute to regional security and stabilization in the Great Lakes region to allow recovery and development to begin (by supporting the emergence of locally-embedded DDR/RR solutions through a regional network of insider mediators capable of engaging with armed groups).

**Specific Objective:** *the emergence of locally-embedded DDR/RR solutions (through a regional network of insider mediators capable of engaging armed groups)*

### **Outputs:**

- Pilots on the use of insider mediators in support of the DDR/RR of cross-border armed groups operating in DRC and Rwanda and/or Uganda and/or Burundi.
- A practical and replicable approach/guidance to engaging with a fragmented constellation of armed groups for DDR/RR.
- A regional network/mechanism, forum and/or capacity for inside mediation applied to DDR/RR.



### ***Indicative Activities***

1. To prepare/update a regional conflict analysis and relevant assessments focused on mapping and profiling the armed groups and DDR/RR;
2. To develop a capacity building and engagement strategy, making use of DDR and Inside Mediation trainings already developed with a gender perspective, accompanied by robust monitoring and evaluation mechanisms;
3. To undertake the DDR/RR - mediation training, and develop with participants localized mediation engagement strategies;
4. To support inside mediation efforts with armed groups in selected situations;
5. To support a regional online community of practice among the insider mediators focused on DDR/RR;
6. To track results, conduct evaluation of the localized, insider mediation approach to engaging armed groups in DDR/RR with a view to developing an approach/guidance on using the insider mediators in DDR/RR;
7. To facilitate dialogue between the different armed groups and their respective alienated communities to increase understanding and create a better environment to allow a comprehensive disarmament process.

## 2. Relevance of the activities

### **A. Relevance of the specific objectives of the activities**

The military strategy aimed at neutralizing armed groups using all necessary means affects the leverage and political space available for UN mediators. It also creates challenges for the UN's perceived impartiality when it comes to engagement with armed groups. Attention should also be paid to the political price of the direct engagement in instances where the individuals and armed groups are subject to targeted sanctions by the UN or by regional organizations and member states.

Creating a network of insider mediators in support of informal, locally-embedded DDR/RR will enable the outsourcing of engagement of armed groups to civil society actors, national NGOs, women's groups, religious leaders, traditional leaders and opinion leaders. Some of these might already have long-standing relations with the armed groups and therefore be well positioned to improve the understanding of and to facilitate the access to community-based incentives and opportunities involved for DDR/RR. The pilot will enable testing procedures, approaches and support mechanisms to ensure results-oriented replicability to different armed groups and scalability to various cross-border and inland conflict-affected areas and communities.



**B. Relevance of the specific needs and constraints of the targeted region and sectors (include info on synergy with EU initiatives and on avoiding duplication of efforts) max 1-2 paras.**

The Peace Security and Cooperation Framework (PSCF) includes the commitments to prevent interference in neighbouring countries affairs, advance on key reforms in DRC and continue engagement by the donor community. MONUSCO adjusted its operations to the PSC Framework and gained a robust mandate

through UNSCR 2098 to neutralize armed groups using all necessary means. The International Security and Stabilization Support Strategy (ISSSS) (2013-2017) was aligned to become more context specific, area-based and community-centered.

However, FARDC with support of MONUSCO military operations were unable to significantly clear areas from armed groups for stabilization initiatives to deploy infrastructure investments, governance and security apparatus. On the contrary, the worst displacements in the Kivus seem to occur in areas where the national army conducted counterinsurgency operations against armed groups<sup>4</sup>. Central government's buy in and support decreased amidst efforts to remain in power, with the ISSSS far from showing the peacebuilding impact desired.

Currently the regional context is considered too complex and the political actors' dynamics are extremely challenging, which points to more minimalist, light footprint and community-based approaches. Enhancing communities' own capacities and initiatives to deal with armed groups seems among the more realistic options. This initiative will therefore build on the European Union and the United Nations Development Programme's long-standing experience and partnership on insider mediation and infrastructures for peace with a view to engaging armed groups in support of DDR/RR.

**C. Describe and define the target groups and final beneficiaries, their needs and constraints and indicate how the activities will address the needs max 1 – 2 paras**

**Target groups:** respected individuals from civil society organizations, national NGOs, women's groups, religious and traditional leaders that are well positioned and willing to make a difference to their communities through engagement with armed groups in support of DDR/RR. They will be equipped with the appropriate technical DDR knowledge and mediation skills to engage with armed groups with a view to supporting their members' disengagement from violence. They will be also led to devise sustainable disengagement strategies that are coherently linked to community-based reintegration opportunities.

**Beneficiaries:** disengaged members of foreign and Congolese armed groups, families of disengaged members of foreign and Congolese armed groups, communities adversely affected by foreign and Congolese armed groups. Members of foreign and Congolese armed groups need to disengage from violence

<sup>4</sup> Congo Research Group, December 2015.



and reintegrate into civilian life. Family members of combatants need to be given a chance to return to peaceful life, particularly where they follow combatants and provide them with logistical support. Communities need to become more resilient to violence, prepared to receive ex-combatants and play a role in their reintegration process.

#### D. Elements with a particular added value

The use of insider mediators proposes to innovate in achieving DDR/RR results complementing national efforts with a more proactive, flexible, locally-embedded solutions approach to engaging armed groups. Insider mediation is defined as “a process of supporting negotiations – as well as a variety of other forms of dialogue – to prevent, manage and resolve conflicts at different levels of society”.<sup>5</sup> Insider mediation is distinguished from more traditional mediation because it brings credible figures, groups or institutions internal to a conflict, who use their influence and credibility to play a role – often behind the scenes or in undefined capacities. While inside mediators can engage in different types of intervention, this initiative will aim to use direct mediation and advocacy by local actors with a view to facilitate DDR/RR of members armed groups operating in DRC and across the border in Burundi and/or Rwanda and/or Uganda. Inside mediation provides a more adapted approach to an increase in the number and fragmentation of armed groups who often carry a diversity of claims and motives to engage in violence, which make traditional peace negotiations nearly impossible to achieve.

### 3. Methodology

[The methodology underpinning the establishment of the mediators’ network will consist of a series of highly participatory steps involving key partners and stakeholders to plan, implement, control and review the initiative. It will comprise: 1. Assessments and preparations, such as conflict analyses, stakeholders mappings, gender analyses, baseline studies, review of past DDR/RR or mediation lessons from the region, with a particular focus on reintegration; 2. The development of a roadmap/implementation plan/strategy; 3. Implementation of capacity building/trainings and the development of a regional network of insider mediators; 4. Implementation and support to selected insider mediation initiatives; 5. Setting up a monitoring and evaluation framework, as well as capturing lessons and good practices.

Given the relevance of capacity building to the initiative, partnerships will be sought where appropriate with relevant members of the Integrated DDR Training Group (IDDRTG) and Insider Mediators Networks that already exist in the region. Participatory learning approaches, horizontal learning, cross-fertilization, peer support will be widely used. Finally, the initiative will learn, build and support local existing capacities such as the one led by *the Centre Résolution Conflits (CRC)* in DRC.]

<sup>5</sup> European Union, *UNDP and UNDP, Supporting Insider Mediation: Strengthening Resilience to Conflict and Turbulence*, Guidance Note Summary, 2014.



### Case Study: DRC's Centre Resolution Conflicts and DDR

Centre Resolution Conflicts (CRC) is a Congolese NGO founded in 1993, working in the eastern province of North Kivu. CRC is known for its successful community-led disarmament, demobilization and reintegration work in DRC. It has persuaded ex-combatants to leave the bush and persuaded communities to accept them back. Much of CRC's success is based on its ability to engage with armed actors (including rebel groups) and to negotiate the protection of their communities from violence. CRC's work with armed groups and ex-combatants has played a key role in reducing the number of armed groups active in North Kivu from nine to four, and negotiations are held to get more groups out of the bush. CRC has become a key link between communities, local government authorities in eastern DRC and the armed groups in the bush. CRC also supports the creation of Local Committees for Peace, as non-partisan frameworks for consultation and analysis, reflection and action of grassroots communities around issues of reconciliation, security and participation in the management of public affairs.

Source: Peace Portal - <https://www.peaceportal.org/web/i4p/drc>

## 4. Indicative action plan for the implementation of the activities

The plan of action will follow the below model :

Year 1			
Activity	Semestre 1	Semestre 2	Responsible parties
Activity 1. Conduct conflict analysis, mapping, and assessments	<i>Preparation:</i> conduct a desk review, develop concept note for the regional conflict analysis and stakeholders mapping as well as relevant assessments  <i>Implementation:</i> Conduct and validate the study		UNDP, ICGLR and partners, with support from a consultancy firm
Activity 2. Develop capacity building and engagement strategy	<i>Implementation:</i> Develop draft concept note, share for inputs with expert group and partners	<i>Implementation:</i> Validate the capacity building and engagement strategy with the relevant stakeholders	UNDP with ICGLR and other stakeholders
Activity 3, 4 and 5		<i>Preparation:</i> Pre-identify potential situations to conduct mediation; Prepare ToRs of training on insider mediation and DDR/RR; Engage with ICGLR and partners on the constitution of community of practice	UNDP



Year 2			
Activity	Semester 3	4	
Activity 3. Undertake the DDR/mediation training, and develop localized mediation strategies	<i>Preparation:</i> Prepare training (identify venue, select participants and resource persons/facilitators, design programme, prepare training material)  <i>Implementation:</i> Conduct training, identify during training mediation situations and strategies worth supporting during training		UNDP, ICGLR and potentially Folke Bernadotte Academy and Clingendael Institute
Activity 4. Support inside mediation efforts with armed groups in selected situations	<i>Preparation:</i> Develop support strategy for each situation  <i>Implementation:</i> Conduct mediation for 5 situations and provide support to inside mediators	<i>Implementation:</i> Conduct mediation for 5 situations and provide support to inside mediators	UNDP, ICGLR and potentially Folke Bernadotte Academy, Clingendael Institute and local research institutes
Activity 5. Establish a regional community of practice of insider mediators active in DDR/RR	<i>Implementation:</i> Set up the network along with an online experience sharing mechanism (discussion group, network website, etc)	<i>Implementation:</i> Peer-review/evaluate/share experience of mediation among the group: online discussion and evaluation workshop	UNDP, ICGLR, insider mediators
Activity 6. M&E, lessons learned, development of guidance	<i>Preparation:</i> Draft concept note on monitoring and evaluation methodology, share for inputs with expert group and partners  <i>Implementation:</i> Conduct regular monitoring on the 5 selected situations and supported mediations	<i>Implementation:</i> Conduct regular monitoring on the 5 selected situations and supported mediations  <i>Preparation:</i> Hire and support company/consultant's evaluation (prepare ToRs, advertise, select, contract, guide company/consultant)  <i>Implementation:</i> Develop 5 lessons learned reports and 1 guidance note based on the experience  <i>Implementation:</i> Organize evaluation workshop and share evaluation results	UNDP, ICGLR and potentially Folke Bernadotte Academy and Clingendael Institute



## 5. Sustainability of the activities

The DDR/RR approach (as integral part of Pillar 6), as inter alia addressed under this action, is an incredibly important and necessary step towards peace and stability in the Great Lakes region. Without the demobilisation, disarmament and reintegration of illegal armed forces within the countries of the GLR and the border regions, the sustainability of all positive changes as a result of efforts to promote peace, security and stability will be hampered.

[The sustainability of the insider mediation activities in support of DDR/RR will largely depend on ex-combatants accessing reintegration support. Experience shows that achieving sustainable reintegration remains the most crucial and challenging aspect of the DDR/RR process. This requires supporting reintegration at multiple levels - the individual, family, community, national and regional, and paying attention to its multi-faceted dimensions – economic, social psycho-social and political. In contexts where peace agreements are lacking and transitional justice mechanisms are not formally agreed, attention to the legal framework that will underpin reintegration efforts as well as careful risk analysis and mitigation measures are fundamental.

In the Great Lakes regional context, the inside mediation engagement strategy will need to be coherently linked to DDR programmes as well as local stabilization, recovery and development plans. In DRC in particular, the PNDDR III has for several reasons suffered from funding shortages and has been too focused on short-term reintegration, which only facilitates reinsertion, not sustainable reintegration. The Amnesty Programme in Uganda has also provided mostly limited reintegration assistance, while the Rwanda Demobilization and Reintegration Programme has been better structured to provide more sustainable reintegration support. Community-led reintegration initiatives are therefore of utmost importance. Although the funding and implementation of a full reintegration component is out of the scope of the project, the proposition of realistic community-based and community-led reintegration initiatives is therefore of utmost importance for the success and sustainability of the proposed insider mediators approach. The anchorage of the mediation processes within a regional network connected with ICGLR will guarantee the institutional stability and support to ongoing or future mediations.

UNDP has been a key actor in reintegration/DDR since 1991, supporting national governments and stakeholders in formulating strategies, planning and managing programmes in both mission and non-mission contexts. By 2010, UNDP was supporting the reintegration of ex-combatants/former members of armed forces and groups in 22 countries around the world.<sup>6</sup> Traditionally, the rationale for UNDP's engagement in reintegration/DDR has been to support peace processes and to contribute to security so that post-conflict recovery and development can begin. The current decade has seen heightened political and security challenges in settings where peace operations deploy (e.g. no peace agreement or inclusive political process, transnational criminal networks, rising number of armed non-state actors, violent extremism and regional armed group dynamics), making traditional DDR more challenging to achieve. UNDP

<sup>6</sup> United Nations, Report of the Secretary-General on Disarmament, Demobilization and Reintegration, A/65/741, 21 March 2011, para. 4. The 22 countries were Afghanistan, Burundi, CAR, Chad, Colombia, Comoros, Congo, Cote d'Ivoire, DRC, Guinea-Bissau, Haiti, Indonesia, Iraq, Kosovo, Nepal, Nigeria, Papua New Guinea, Rwanda, Somalia, Sri Lanka, Sudan and Uganda. In Haiti and Somalia the programmatic focus was on community security.





has been at the forefront of developing new approaches and will use its knowledge and experience to ensure linkages between the insider mediators approach and reintegration with a view to maximize the sustainability of the activities.

Looking forward the long-term sustainability of insider mediation applied to DDR/RR will also require some formalization or institutionalization into a regional support mechanism.]

## 6. Logical framework All focal points to provide input to the table - MAX 0,5 page per activity a) 1)-3) + b) 1)-2)

	Results chain	Indicators	Baseline (incl. reference year)	Current value Reference date	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To contribute to regional security and stabilization in the Great Lakes region to allow recovery and development to begin (by supporting the emergence of locally-embedded DDR/RR solutions through a regional network of insider mediators capable of engaging with armed groups)	No. of instances of armed violence in the locations identified for action affecting men and women	Not available now.  Will be identified when during assessment phase and refined for specific communities during the development of the capacity building and engagement strategy	To be drawn from the partner's strategy -- ISSSS	To be drawn from the partner's strategy -ISSSS	To be drawn from the partner's strategy- ISSSS	FARDC and MONUSCO would have been able to clear areas from armed groups and pressure members of armed groups into the DDR/RR process



Specific objective(s): Outcome(s)	The emergence of locally-embedded DDR/RR solutions (through a regional network of insider mediators capable of engaging with armed groups).	No of locally-embedded DDR/RR solutions emerging from selected situations where insider mediators engage with armed groups  No. of armed groups dismantled  No. of male and female ex-combatants  No. of associated groups released	Not available now.  Will be identified when during assessment phase and refined for specific communities during the development of the capacity building and engagement strategy	Not available now.  Will be identified when during assessment phase and refined for specific communities during the development of the capacity building and engagement strategy	At least 10 locally embedded DDR/RR solutions are found through the insider mediators approach  At least 5 armed groups dismantled  At least 300 ex-combatants disengage from armed groups (of which 50 are women)  At least 200 associated with armed groups are released (of which 150 are women)	Data collection system and programme reports	Insider mediators' engagement with armed groups inadvertently make things worse, by exacerbating existing tensions or creating new conflict dynamics; their lives are also at risk.  Reintegration assistance is not made available through the community, PNDDR and other programmes in the region.
Outputs	1. Pilots on the use of insider mediators in support of the DDR/RR of cross-border armed groups operating in DRC and Rwanda and/or Uganda and/or Burundi. 2. A practical and replicable	a) Nb. of insider mediators (m/f) trained on DDR/RR and members of the regional network  b) Nb. of ongoing/successful pilot mediation	0 (2017)  N/A - 0 undertaken / 0 successful (2017)		50 (2020): 25 men and 25 women  5 mediation processes undertaken or	Training and workshop reports, online network platform  Monitoring reports, external evaluation	UNDP and implementing partners receive unreliable or unverifiable data from inside mediators.



	<p>approach/guidance to engaging with a fragmented constellation of armed groups for DDR/RR.</p> <p>3. A regional network/mechanism, forum and/or capacity for inside mediation applied to DDR/RR</p>	<p>processes carried out at the local level</p> <p>c) Nb. of case studies and guidance notes on insider mediation (applied to DDR)</p>	<p>1 (2017): 1 guidance note</p>		<p>ongoing / 2 successful (2020)</p> <p>7 (2020): 2 guidance notes and 5 case studies</p>	<p>report</p> <p>Case study and guidance reports available</p>	
Activities	<p>1. Prepare/update a regional conflict analysis and relevant assessments focused on the armed groups and DDR/RR;</p> <p>2. Develop a capacity building and engagement strategy, making use of DDR and Inside Mediation trainings already developed, accompanied by robust monitoring and evaluation mechanisms;</p> <p>3. Undertake the DDR/mediation training, and develop with participants localized mediation engagement strategies;</p>	<p><b>Means:</b></p> <p><i>Assessments/studies, training, experts and resource persons, consultants/companies, funding support for insider mediation applied to DDR/RR</i></p>			<p><b>Assumptions:</b></p> <p><i>DDR/RR specialists are less likely to be trained to become insider mediators; insider mediators can be sufficiently trained on DDR/RR to engage effectively with members of armed group on these issues.</i></p> <p><i>Internet and telephone access is disrupted and hampers the transmission of data.</i></p> <p><i>The security situation hampers data collection for evaluation and lessons learned exercises.</i></p>		



	<ul style="list-style-type: none"> <li>4. Support inside mediation efforts with armed groups in selected situations;</li> <li>5. Establish a regional community of practice of insider mediators active in DDR/RR</li> <li>6. Track results, conduct evaluation of the localized, insider mediation approach to engaging armed groups in DDR/RR; design approach/guidance on the use the insider mediation approach to DDR/RR.</li> </ul>		
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## 2. Budget, requested financial support for administration, and other sources of financing (in EUR)

### E. Budget: see excel sheet in annex All focal points to provide input to excel sheet per activity a) 1)-3) + b) 1)-2)

The total budget of the project is USD 422.650,00 for establishing the regional mediators network and conducting pilots in at least 5 situations with corresponding mediation support for engagement with armed groups. This budget does not include the reintegration support that will be required to ensure the sustainability of the socio-economic reintegration of ex-combatants. The assumption is that such reintegration support should come from the existing DDR programmes in the region. However, sustainable reintegration has been underfunded in such countries and solutions will be found through partnerships with existing and new programmes.



## **F. Requested financial support for regional administration:**

The innovative , challenging nature of this multi-agency action project requires a coordination structure at both National and Regional level, the Pillar focal points will ensure joint coordinated approaches and will contribute to the National stakeholders capacity building, the regional coordination will ensure cross border and regional approaches maintaining regular coordination reporting and discussion between the RCOs, the GLRSF champions and the office of the special envoy office in Nairobi, it will also ensure coordination and linkages with other regional Pillar leads of the GLRSF

## **G. Other sources of financing**

All activities are coordinated with partners. UN partner coordination takes place within the context of the GLRSF. Therefore, extra funding could be made available through the GLRSF Multi-Partner Trust Fund. Secondly, non-UN partner coordination, on substance and financing, takes place on a regular basis as well.

[Additional sources of financing will be sought by developing partnerships with training institutions members of the Integrated DDR Training Group (IDDRTG). Additional mobilization of resources will enable to expand training and ‘pilots’ to other cross-border situations, involving additional relevant countries. The insider mediation approach falls under peace and security priorities such as stepping up mediation capacity and conflict prevention of countries such as Switzerland and Sweden.]