



REPUBLIC OF RWANDA

**RWANDA DEMOBILIZATION AND REINTEGRATION COMMISSION
(RDRC)**



RDRC RISK MANAGEMENT POLICY & FRAMEWORK

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1. BACKGROUND

Rwanda Demobilisation and Reintegration Commission acknowledges the position of risk in planning, implementation and achievement of organizational goals and objectives. This Risk Management Policy and Framework for RDRC therefore comes not only as a requirement, but also a fundamental a cross cutting input for effective planning, implementation and evaluation of the RDRP through its five components in line with the Government priorities presented in the National Strategy for Transformation (NST1).

The Demobilisation and Reintegration Programme is designed and packaged in line with provisions of the National Strategy for Transformation (NST1), which is the Seven years' government medium term Development Strategy for the period 2017-2024. This implies that this RMPF will have to be reviewed, updated and aligned with changes that might come with the new priority orientation and accompanying guidelines that may be issued by Government, after July 2024 and any time.

The RDRC is presently governed by law N°50/2015 of 14/12/2015 establishing Rwanda Demobilization and Reintegration Commission (RDRC), and supervised by the Ministry of Local Government (MINALOC). The RDRC also implements law N° 02/2007 of 20/01/2007 relating to the protection of disabled former war combatants. This law provides permanent social protection and livelihood support to the disabled ex-combatants.

2. RDRC MISSION

As stipulated in the law number 50/2015 of 14/12/2015 establishing Rwanda Demobilisation and Reintegration Commission (RDRC), the overall mission of RDRC is to facilitate the reinsertion and reintegration of the former military member to empower him/her to develop him/herself and contribute to the comprehensive development of the country.

3. RDRC RESPONSIBILITIES

The RDRC has the following responsibilities:

- i. to receive and carry out social reinsertion and reintegration of former members of Rwanda Defense Forces placed at its disposal by the relevant organ;

- ii. to receive, demobilize and carry out social reinsertion and reintegration of the ex-AGs and dependants,
- iii. to advocate for the initiatives meant for former military members with disability and follow up the implementation of such initiatives;
- iv. to advise the Government on the policy of demobilization, social reinsertion and reintegration of former military members;
- v. to coordinate the actions of all Government organs and all stakeholders working with RDRC on matters related to the demobilization and the reinsertion and reintegration of former military members;
- vi. to carry out such other activities as may be required for the achievement of its mission.

The RDRC pursues its mission and responsibilities through the Rwanda Demobilisation and Reintegration Programme (RDRP).

4. GUIDING PRINCIPLES (FOR RISK MINIMISATION)

- In the interest of national security and reconciliation, the Program targets all ex-combatants irrespective of previous military affiliation;
- The RDRP allows ex-combatants to choose their community of settlement and path to economic reintegration;
- To ensure consistency and fairness, all assistance to ex-combatants will be provided through the RDRP and supervised by the Rwanda Demobilization and Reintegration Commission (RDRC);
- Reintegration assistance will seek to foster community participation;
- The RDRC relies on mainstream Government structures to the extent possible in order to consolidate active and sustainable participation of ex-combatants in all community-based development programs.
- Pension and social security issues for ex-RDF are addressed outside the RDRP, in accordance with their respective terms and conditions of service. Such cases shall be oriented to relevant offices in MINADEF and RSSB.

5. RDRP OBJECTIVES

- 5.1. To provide demobilisation services to ex-members of armed groups of Rwandan origin returning mainly from the jungles of eastern Democratic Republic of Congo (DRC).
- 5.2. To provide social and economic reintegration support to all the demobilised ex-combatants, including tailored support to children, women and disabled ex-combatants.

The responsibilities and objectives of Rwanda demobilisation and Reintegration Commission cover demobilisation services, and provision of social and economic reintegration support to the demobilised ex-combatants. The social and economic reintegration services include tailored support to the women, child and disabled ex-combatants. The RDRP also provides reinsertion support to dependents of ex-Armed Groups members who repatriate with the combatants from the Armed Groups of Rwandan origin. The services are delivered through five components namely;

1. Demobilization,
2. Reinsertion,
3. Social and Economic Reintegration,
4. Mainstreaming, and
5. Programme Management.

6. COMPONENTS AND RELATED RISKS

6.1. Demobilization:

Demobilisation is the process of receiving and providing orientation services and support to ex-combatants on their way back to civilian life. Demobilisation for ex-AGs starts with the process of cross-border sensitisation, repatriation, registration and screening. This is followed by rehabilitation, deradicalisation, and orientation into civilian life opportunities. This process is technically known as the Pre-Discharge Orientation Program (PDOP). The PDOP takes a minimum of 3 months and is concluded with an official discharge ceremony.

- **Risk;** a) the key risk here is instability and insecurity in eastern DRC which results into slow disarmament and repatriation of FDLR and splinter groups of Rwandan origin. b) secondly, any gap in beneficiary satisfaction relating to logistical supplies and services during PDOP might frustrate the process and dissuade voluntary disarmament and repatriation of AGs.

6.2. Reinsertion:

Reinsertion is the process of helping the demobilised ex-combatants and dependants (where applicable) to settle down into the community of return. This includes financial support, sensitization, and community-based orientation.

Risk; a) some ex-AGs and dependants may return to find extended family disputes based on property, while a few may have difficulties in making choices of where they want to settle down. b) Reinsertion of ex-combatants into communities may face resistance or challenges.

6.3. Social and Economic Reintegration:

Social and economic reintegration is the process through which the ex-combatant is supported in forging a new livelihood back in the civilian life, by getting themselves absorbed into the local socioeconomic fabric. Social reintegration support provided by RDRC covers psychosocial screening and support, medical screening and support to the severely disabled XCs (orthopedic appliances, surgery and treatment, monthly stipend, shelter for categories I and II); payment of health insurance, HIV/AIDS voluntary

counselling and testing, sensitization on unity and reconciliation, formal education, as well as social support to vulnerable ex-combatants.

Economic reintegration support covers interventions that enable beneficiaries to earn a living. These interventions include Reintegration Grants (RGs), vocational training and tool kits, employment support, capacity building for cooperatives, and participation in mainstream NST1 programs.

- **Risk;** a) social and economic reintegration may be frustrated or slowed down if and when realities may differ from individual or household expectations in real life back in the civilian setting, due to health conditions, social networks, personal background, availability of opportunities. b) in some instances, social stigma may result into unfavorable community dynamics which may result into social isolation, exclusion, restlessness.

6.4. Medical Rehabilitation:

Medical Rehabilitation support includes consultation, diagnosis, prescription, surgery, admission, pharmaceuticals, prosthetics, orthotics, nursing, psychosocial processes, mobility.

Risk; a) if and when the beneficiary has no immediate family to provide care and compassion, the impact of medical rehabilitation interventions might be compromised. Such situations necessitate active involvement and ownership by RDRS Social Workers and Caretakers. b) ex-combatants may suffer from PTSD or other psychological issues, posing challenges to their reintegration.

6.5. Mainstreaming:

Mainstreaming is the process of facilitating entry and fostering continuous participation of ex-combatants in mainstream social protection and development programs at local and national level. The commission continues to orient ex-combatants into mainstream NST1 programs. This is done in close collaboration with local governments, private sector, and other development partners.

- **Risk;** a) ex-combatants and local authorities may carry the assumption that RDRS runs parallel programs for ex-combatants after reintegration, and this may lead to isolation and exclusion from mainstream programs. b) in some instances social stigma may result into unfavorable community dynamics which may result into social isolation, exclusion, restlessness.

6.6. Programme Management:

Programme management covers institutional development, partner relations, fiduciary arrangements, monitoring and evaluation, sensitisation, and participation in regional and international activities related to peace building.

- **Risk;** staff turnover may undermine institutional development and performance, plus lack of a permanent address which causes frequent relocations resulting into loss of assets due to damage.

Procurement:

Procurement of goods, works and services has continued as planned. Procurement work involves mainly tender documents preparations, bids evaluation, contract management, as well as monthly updates.

- **Risk;** the emergency nature of DDR operation may dictate non-conventional approaches to procurement of goods and services.

Finance:

The finance department helps to process financial activities including compliance with PFM legislation and guidelines, budget management, statement of expenditures, disbursement applications as well as reconciliations and reports.

- **Risk;** financial resources may not be readily available (*budget constraints*) to cope with emergency situations, resulting into delays in implementation of planned activities, compensations and payment of contractor invoices.

Planning, Monitoring and Evaluation (M&E):

The PM&E support helps to follow up closely the planning process, progress of RDR activities, in-house studies, and updating the data base.

- **Risk;** one individual (PMES) may be overwhelmed depending on the volume and scope of activities running concurrently.

Regional and International participation:

The RDRC continues to play a key role in regional and international activities related to peace building through demobilisation and reintegration of ex-combatants.

- **Risk;** limited or lack of commitment to peace building initiatives at the regional level may undermine and set back the efforts for consolidation of peace in the great lakes region.

7. INSTITUTIONAL FRAMEWORK & RELATED RISKS

7.1. Central level

The RDRC structure was established by Prime Minister's Order number 130/03 of 19/11/2020, pursuant to the law number 50/2015 of 14/12/2015 establishing Rwanda Demobilisation and Reintegration Commission (RDRC). The RDRC is supervised by the Ministry of Local Government. The RDRC has A Council of Commissioners and a General secretariat. The Council of Commissioners is the highest decision-making organ of RDRC.

From July 2021 the RDRC started implementing a new structure in accordance with Prime Minister's order number 130/03 of 19/11/2020 after approval of job profiles and placements by MIFOTRA. This resulted into a number of vacant positions and the recruitment process to fill all the vacant positions was expected to be completed within one year.

Risk; a) any shortage relating to legal and human rights compliance may undermine institutional reputation and result into litigation. b) staff turnover and unexpected delays in staff recruitment may undermine institutional performance targets.

7.2. Field Offices

The RDRC has eight field offices (FOs) including 5 PROs and 3 Repatriation Offices.

The field offices provide orientational support to beneficiaries, knowledge-based support to local authorities and other relevant partners, and advocacy towards fuller participation of ex-combatants in mainstream social and economic development programs.

Risk; since the field offices work hand in hand with local structures, any turnover may slow down the service delivery processes.

7.3. Mutobo Demobilisation Centre

Mutobo Demobilisation Centre is located in Busogo Sector, Musanze District. It is at Mutobo Demobilisation Centre that the RDRC receives, and provide demobilisation services to ex-AGs returning from DRC. The Centre shares a compound with Mutobo TVET School which provides skills training to ex-combatants and other people from Musanze District and beyond.

The major activities at the demobilization center are to be:

- i. Collection of data on socio-economic profiles;
- ii. Pre-discharge orientation course;
- iii. Medical screening and treatment;
- iv. Psychosocial support, with specialized services for victims of Gender Based Violence;
- v. Provision of HIV/AIDS Voluntary Counseling and Testing (VCT);
- vi. Vocational skills training,
- vii. Processing of National ID cards,
- viii. Opening a bank account
- ix. Issuing of demobilization identification cards; and
- x. Issuing of Basic Needs Kit (BNK) on the day of discharge.

Risk; a) any disruption of utilities and access to basic needs may compromise the reputation and undermine credibility of PDOP process. b) secondly, there is a tendency of foreigners and recyclers attracted by benefits at Mutobo Centre.

8. RISK MANAGEMENT POLICY & FRAMEWORK

8.1. Introduction

Rwanda Demobilisation and Reintegration Commission was established in 1997 in line with the 1993 Arusha Peace Agreement. Currently the RDRC is established by law number 50/2015 of 14/12/2015 establishing Rwanda Demobilisation and Reintegration Commission (RDRC). The RDRC implements a programme for demobilisation and reintegration of ex-combatants. This programme is known as Rwanda Demobilisation and Reintegration Programme (RDRP). The RDRP comprises the different interventions and support to ex-combatants at different stages of their demobilisation, reinsertion and reintegration process.

The RDRC Risk Management policy and framework is therefore based on:

- Experience and achievements in demobilisation and support to social and economic reintegration of the demobilised ex-combatants including ex-RPA, ex-RDF, ex-FAR, and ex-AGs,
- lessons learnt,
- the prevailing post reintegration challenges related to age and disability, and
- the remaining workload regarding demobilisation of members of armed groups of Rwandan origin operating in Eastern Democratic Republic of Congo (DRC), specifically the FDLR and its splinter factions.

8.2. Rationale

This risk management policy has been developed to assist the organisation achieve the benefits of the identification and management of risks to which it is exposed. It articulates the organisation's focus on and commitment to managing risk.

The RDRC views risk management as integral to its strategic objectives of demobilisation and providing social and economic reintegration support to ex-combatants, including tailored support to women, children and disabled ex-combatants.

This Policy sets the framework to manage the risks associated with achieving these core strategic objectives. It is designed to identify, assess, monitor and manage risk.

8.3. Risk responsibility

The RDRM Management is responsible for overseeing the establishment and implementation of risk management systems and reviewing their effectiveness. This includes:

- overseeing the creation, implementation and maintenance of RDRM risk management system and its internal-control framework, including information systems;
- establishing a risk profile or register and setting out both financial and non-financial material and/or strategic risks facing it;
- reviewing risks on a quarterly basis, including identifying new risks, changes to existing risks and retirement of previously identified risks (through a formal process);
- determining who owns what risks, in accordance with function or expertise;
- regular reporting on the status of risks including relevant mitigations;
- appraisal of risk owners' actions taken to manage risk and correct inappropriate performance;
- internal compliance and control systems for the implementation of the risk management plan;
- consideration of non-financial audits; and
- compliance with regulatory requirements and best practice.

9. RISK IDENTIFICATION

Key routine risks will be identified and analysed by the Risk Management Committee who will:

- define risks in the context of its strategic objectives;
- develop risk profiles, including a description of the material risks, the risk level and actions used to mitigate the risk;
- regularly review and update risk profiles.

10. RISK MANAGEMENT, COMPLIANCE AND CONTROL

To develop a culture of risk management, the RDRM will determine appropriate responses to manage risk, including compliance with guiding principles, implementing risk action plans and a risk register.

This will involve:

- implementing a systematic process to identify, assess, treat and monitor risk(s);
- providing the necessary tools and resources to support the effective management of risks;
- reviewing and communicating risk management best practice on a regular basis.

11. RISK MANAGEMENT FRAMEWORK

s/n	Component & sub-component	Risk	Rank	Trend	Controls	Lead Ownership
1.	Demobilisation	Slow repatriation	High	Increasing	Cross border sensitization	Chairperson, Communication Specialist
		Misinformation & sabotage by negative forces	Low	Constant	Proactive information campaign involving active participation of repatriated ex-AGs in 'Isange mu banyu' and sensitization events.	
		Health related emergencies	Low	Constant	Maintain inhouse first-aid and basic medical services and referral mechanism	DMRU, Centre Manager
		Epidemics and pandemics	Low	Constant	Ensure compliance with National guidelines	DMRU, Centre Manager
		Logistics and services	Low	Constant	Maintain minimum stocks and steady flow of services for ex-AGs and dependants.	DCPS, Centre Manager
		Foreigners & recyclers	Low	Constant	Maintain tight screening procedure	Centre Manager
		Non-compliance with human rights and international standards	Low	Constant	Maintain compliance with National guidelines, plus tailored support for women in line with UNSCR 1325, child ex-combatants, and the disabled	DCPS, Centre Manager, DMRU
2.	Reinsertion	Family disputes	Low	Constant	Community based Sensitization seminars for ex-AGs and dependants	Commissioners, Operations
		Social stigma & resent	Low	Reducing		
3.	Reintegration	Challenging Individual circumstances and local realities	Low	Reducing	Medical & psychosocial support, Vocational skills training and tool kits	Operations, MRU
4.	Medical Rehabilitation	PTSDs and other Psychosocial challenges	Low	Constant	Ensure inhouse availability of Psychologists and psychiatric services, as well as referral services on demand.	DMRU
		Lack of family care	Low	Constant	Social Work and caretaker services	DMRU

s/n	Component & sub-component	Risk	Rank	Trend	Controls	Lead Ownership
5.	Mainstreaming	Isolation and exclusion from mainstream planning	Low	Reducing	Sensitisation and raising awareness through Local Government Forum and 'Isange mu banyu'	Commissioners, Communication Specialist, Field Offices.
		Unfavorable perceptions	Low	Reducing	Advocacy	Commissioners, Field offices
		Limited access to information	Low	Reducing	Ongoing sensitization campaign	Commissioners, Field offices
6.	Program Management	Shortfalls in legal and human rights expectations	Low	Reducing	Total compliance with RDRP guiding principles & relevant international conventions.	Management and Staff
		Staff turnover, relocations	Low	Increasing	Capacity building, welfare and retention plan, contingency planning	Council of commissioners
7.	Finance	Limited resources (budget & cashflow constraints)	Low	Constant	Proactive engagement with MINECOFIN, tight priorities and internal controls.	CP, CBM, DAF, Specialists.
		Shortfall in compliances	Low	Constant	Maintain internal controls including Internal Audits, payment of benefits through bank accounts.	CBM, Finance.
8.	Procurement	Emergency situations	Low	Constant	Broad framework contract base	Operations, Procurement
9.	PM&E	Work overload	Low	Increasing	Outsourcing evaluations	PMES
10.	Mutobo	Utilities and service disruptions	Low	Constant	Maintain minimum stocks and valid framework contracts	Operations, Procurement, Centre manager
11.	Field Offices	Limited awareness on DDR among local partners	Low	Constant	Ongoing sensitization	Commissioners, Field Officers
		Turnover among local partners	Low	Constant	Active role in Provincial forums	Commissioners, PROs

12. RISK MANAGEMENT COMMITTEE (RMC)

All Heads of Units, Centre Managers and Specialists shall be members of the RMC. The PMES shall coordinate RMC activities and report to the CBM. The RMC shall identify

risks related to routine implementation of respective activities. The line managers (ODM, DAF, DMRU, Mutobo CM) shall play the role of risk champions.

13. MONITORING PLAN

Follow up on this RMPF will be integrated into the Monthly management meetings convened by the RDRC Chairperson. The risk coordinator shall consolidate and present updates from line managers.

14. ASSESSMENT OF EFFECTIVENESS

From time to time the RDRC will assess how effective its risk management plan is by undertaking structured continuous improvement processes. This will ensure continual monitoring and review of risks and controls. The appraisal of risk owners in managing risks should be included in these processes. The risk coordinator shall lead this process.

15. INTERNAL AUDIT

The Internal Audit shall play a vital role in reviewing compliance and effectiveness, though quarterly risk-based audits.

16. REPORTING

The CBM will submit quarterly risk management reports to the Audit Committee and ensure that the Council of Commissioners is regularly informed of significant risk management issues and the actions undertaken to manage risks on a regular basis.

17. REVIEW

The RDRC Management will review this Risk Management Policy and Framework as often as necessary and will make any changes it determines necessary or desirable at any given time.

18. ACCESS TO THIS POLICY & FRAMEWORK

This Risk Management Policy and Framework will be posted on the RDRC website.

Hon. NYIRAHABINEZA Valerie,

Chairperson, RDRC.



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