

3.30 National Institutions for DDR

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NOTE

Each IDDRS module is current with effect from the date shown on the cover page. As the IDDRS is periodically reviewed, users should consult the UN DDR Resource Centre web site for updates: <http://www.unddr.org>.

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3.30 National Institutions for DDR

Summary

Disarmament, demobilization and reintegration (DDR) programmes have increasingly relied on national institutions to ensure their success and sustainability. This module discusses three main issues related to national institutions:

- 1) mandates and legal frameworks;
- 2) structures and functions; and
- 3) coordination with international DDR structures and processes.

The mandates and legal frameworks of national institutions will vary according to the nature of the DDR programme, the approach that is adopted, the division of responsibilities with international partners and the administrative structures found in the country. It is important to ensure that national and international mandates for DDR are clear and coherent, and that a clear division of labour is established. Mandates and basic principles, institutional mechanisms, time-frames and eligibility criteria should be defined in the peace accord, and national authorities should establish the appropriate framework for DDR through legislation, decrees or executive orders.

The structures of national institutions will also vary depending on the political and institutional context in which they are created. They should nevertheless reflect the security, social and economic dimensions of the DDR process in question by including broad representation across a number of government ministries, civil society organizations and the private sector.

In addition, national institutions should adequately function at three different levels:

- the policy/strategic level through the establishment of a national commission on DDR;
- the planning and technical levels through the creation of a national technical planning and coordination body; and
- the implementation/operational level through a joint implementation unit and field/regional offices.

There will be generally a range of national and international partners engaged in implementation of different components of the national DDR programme.

Coordination with international DDR structures and processes should be also ensured at the policy, planning and operational levels. The success and sustainability of a DDR programme depend on the ability of international expertise to complement and support a nationally led process. A UN strategy in support of DDR should therefore take into account not only the context in which DDR takes place, but also the existing capacity of national and local actors to develop, manage and implement DDR.

Areas of support for national institutions are: institutional capacity development; legal frameworks; policy, planning and implementation; financial management; material and logistic assistance; training for national staff; and community development and empowerment.

1. Module scope and objectives

This module provides United Nations (UN) DDR policy makers and practitioners with guidance on the structures, roles and responsibilities of national counterparts for DDR, their relationships with the UN and the legal frameworks within which they operate. It also provides guidance on how the UN should define its role, the scope of support it should offer to national structures and institutions, and capacity development.

2. Terms, definitions and abbreviations

Annex A contains a list of abbreviations used in this standard. A complete glossary of all the terms, definitions and abbreviations used in the series of integrated DDR standards (IDDRS) is given in IDDRS 1.20.

In the IDDRS series, the words ‘shall’, ‘should’ and ‘may’ are used to indicate the intended degree of compliance with the standards laid down. This use is consistent with the language used in the International Organization for Standardization standards and guidelines:

- “a) ‘shall’ is used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard.
- b) ‘should’ is used to indicate the preferred requirements, methods or specifications.
- c) ‘may’ is used to indicate a possible method or course of action.”

The term ‘a national framework for DDR’ describes the political, legal, programmatic/policy and institutional framework, resources and capacities established to structure and guide national engagement with a DDR process. The implementation of DDR requires multiple stakeholders; therefore, participants in the establishment and implementation of a national DDR framework include not only the government, but also all parties to the peace agreement, civil society, and all other national and local stakeholders.

3. Introduction

UN-supported DDR aims to be people-centred, flexible, accountable and transparent, nationally owned, integrated and well planned. Within the UN, integrated DDR is delivered with the cooperation of agencies, programmes, funds and peacekeeping missions.

In a country in which it is implemented, there is a focus on capacity-building at both government and local levels to achieve sustainable national ownership of DDR, among other peace-building measures. Certain conditions should be in place for DDR to proceed: these include the signing of a negotiated peace agreement, which provides a legal framework for DDR; trust in the peace process; transparency; the willingness of the parties to the conflict to engage in DDR; and a minimum guarantee of security. This module focuses on how to create and sustain these conditions.

4. Guiding principles

The principles guiding the development of national DDR frameworks, as well as the principles of UN engagement with, and support to, national institutions and stakeholders, are outlined in IDDRS 2.10 on the UN Approach to DDR. Here, they are discussed in more detail.

4.1. National ownership

National ownership is essential for the success and sustainability of DDR programmes, and supporting national institutions is a core principle of the UN. However, in the past, too many DDR programmes were overly controlled by external actors who did not make enough effort to establish true partnership with national institutions and local authorities, producing programmes that were insufficiently adapted to the dynamics of local conflicts, unresponsive of the capacities of local institutions and unresponsive to the needs of local populations.

While the UN system may be called upon to provide strategic, technical, operational and financial support to DDR, national and local actors — who are ultimately responsible for the peace, security and development of their own communities and nations — should lead the process. When the UN supports DDR, it also aims to increase the capacities of governments, implementing partners, communities and participants, and to assist them as they take ownership of the process: the promotion of national ownership is therefore a principle that guides both policy and the operational design of DDR programmes carried out with UN support.

4.2. Inclusivity

Another core principle in the establishment and support of national institutions is the inclusion of all stakeholders. National ownership is both broader and deeper than central government leadership: it requires the participation of a range of state and non-state actors at national, provincial and local levels. National DDR institutions should include all parties to the conflict, as well as representatives of civil society and the private sector. The international community should play a role in supporting the development of capacities in civil society and at local levels to enable them to participate in DDR processes (also see IDDRS 5.10 on Women, Gender and DDR, IDDRS 5.20 on Youth and DDR and IDDRS 5.30 on Children and DDR).

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4.3. Accountability and transparency

Accountability and transparency are important principles for all national institutions. DDR institutions should adopt and encourage/support these values in order to:

- build confidence among the parties to the DDR process;
- establish the legitimacy of the process with the general population and local communities;
- ensure continued financial and technical support from international actors.

Accountability mechanisms should be established for the monitoring, oversight and evaluation of processes through both internal and external review. Transparency should be also supported through a broad communications strategy that raises awareness of the principles and details of the programme (also see IDDRS 3.50 on Monitoring and Evaluation of DDR Programmes and IDDRS 4.60 on Public Information and Strategic Communication in Support of DDR).

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5. Mandates and legal frameworks for national engagement with DDR

The mandates and legal frameworks established for national DDR institutions will vary according to the nature of the DDR process to be carried out and the approach adopted, the division of responsibilities with international partners, and the administrative structures of the state itself. All stakeholders should agree to the establishment of the mandate and legal framework (also see IDDRS 2.30 on Participants, Beneficiaries and Partners).

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The national and international mandates for DDR should be clear and coherent.

5.1. Establishing clear and coherent national and international mandates

The national and international mandates for DDR should be clear and coherent. A clear

division of responsibilities should be established in the different levels of programme coordination and for different programme components. This can be done through:

- supporting international experts to provide technical advice on DDR to parties to the peace negotiations;
- incorporating national authorities into inter-agency assessment missions to ensure that national policies and strategies are reflected in the Secretary-General's report and Security Council mandates for UN peace-support operations;
- discussing national and international roles, responsibilities and functions within the framework of an agreed common DDR plan or programme;
- providing technical advice to national authorities on the design and development of legal frameworks, institutional mechanisms and national programmes for DDR;
- establishing mechanisms for the joint implementation and coordination of DDR programmes and activities at the policy, planning and operational levels.

5.2. Political frameworks and peace accord provisions

When parties to a conflict have concluded a peace accord or political agreement, provisions should have been included in it on the establishment of a legal framework for the DDR process. Mandates and basic principles, institutional mechanisms, time-frames and eligibility criteria should all be defined. As the programme starts, institutional mechanisms and programme details should be elaborated further through the adoption of national legislation or executive decree(s).

5.3. National legislative framework

In addition to the provisions of the peace accord, national authorities should develop legal instruments (legislation, decree[s] or executive order[s]) that establish the appropriate legal framework for DDR. These should include, but are not limited to, the following:

- a letter of demobilization policy, which establishes the intent of national authorities to carry out a process of demobilization and reduction of armed forces and groups, indicating the total numbers to be demobilized, how this process will be carried out and under whose authority, and links to other national processes, particularly the reform and restructuring of the security sector;

- legislation, decree(s) or executive order(s) establishing the national institutional framework for planning, implementing, monitoring and evaluating the DDR process. This legislation should include articles or separate instruments relating to:
 - a national political body representing different parties to the process, ministries responsible for the programme and civil society. This legal instrument should establish the body's mandate for political coordination, policy direction and general oversight of the DDR programme. It should also establish the specific composition of the body, frequency of meetings, responsible authority (usually the prime minister or president) and reporting lines to technical coordination and implementation mechanisms;
 - a technical planning and coordination body responsible for the technical design and implementation of the DDR programme. This legal instrument should specify the body's different technical units/directions and overall management structure, as well as functional links to implementation mechanisms;
 - operational and implementation mechanisms at national, provincial and local levels. Legal provisions should specify the institutions, international and local partners responsible for delivering different components of the DDR programme. It should also define financial management and reporting structures within the national programme;
 - an institution or unit responsible for the financial management and oversight of the DDR programme, funds received from national accounts, bilateral and multi-lateral donors, and contracts and procurement. This unit may be housed within a national institution or entrusted to an international partner. Often a joint national-international management and oversight system is established, particularly where donor funds are being received.

The national DDR programme itself should be formally approved or adopted through legislation, executive order or decree. Programme principles and policies regarding eligibility criteria, definition of target groups, benefits structures and time-frame, as well as programme integration within other processes such as security sector reform (SSR), transitional justice and election timetables, should be identified through this process.

5.4. Integrated peace-building and recovery framework

DDR is a component of larger peace-building and recovery strategies. For this reason, national DDR efforts should be linked with other national initiatives and processes, including SSR, transitional justice mechanisms, the electoral process, economic reconstruction and recovery (also see IDDRS 2.20 on Post-conflict Stabilization, Peace-building and Recovery Frameworks and IDDRS 2.30 on Participants, Beneficiaries and Partners).

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5.4.1. Transitional justice and amnesty provisions

Through the establishment of amnesties and transitional justice programmes, as part of the broader peace-building process, parties attempt to deal with crimes and violations in the conflict period, while promoting reconciliation and drawing a line between the period of conflict and a more peaceful future. Transitional justice processes vary widely from place to place, depending on the historical circumstances and root causes of the conflict. They try to balance justice and truth with national reconciliation, and may include amnesty provisions

for those involved in political and armed struggles. Generally, truth commissions are temporary fact-finding bodies that investigate human rights abuses within a certain period, and they present findings and recommendations to the government. They assist post-conflict communities to establish facts about what went on during the conflict period. Some truth commissions include a reconciliation component to support dialogue between factions within the community.

In addition to national efforts, international criminal tribunals may be established to prosecute and hold accountable people who committed serious crimes. While national justice systems may also wish to prosecute wrongdoers, they may not be capable of doing so, owing to lack of capacity or will.

During the negotiation of peace accords and political agreements, parties may make their involvement in DDR programmes conditional on the provision of amnesties for carrying weapons or less serious crimes. These amnesties will generally absolve (pardon) participants who conducted a political and armed struggle, and free them from prosecution. While amnesties may be agreed for violations of national law, the UN system is obliged to uphold the principles of international law, and shall therefore not support DDR processes that do not properly deal with serious violations such as genocide, war crimes or crimes against humanity.¹ However, the UN should support the establishment of transitional justice processes to properly deal with such violations. Proper links should be created with DDR and the broader SSR process.

5.4.2. Citizenship and nationality laws

In conflicts where ethnicity, religion or other identities have been causes of the conflict, there are often questions of citizenship or nationality that need to be resolved as part of the peace process. The resolution of these issues are likely to affect parties' willingness to engage in other parts of the larger peace-building framework, including elections, DDR and the restructuring of security forces (also see IDDRS 5.40 on Cross-border Population Movements).

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5.4.3. Weapons control and management

A national legal regime for weapons control and management establishes conditions for the lawful acquisition, trade, possession and use of arms by state authorities and citizens. Provisional laws or decrees governing weapons control and management are often introduced during periods of post-conflict transition (also see IDDRS 4.10 on Disarmament and IDDRS 4.11 on SALW Control, Security and Development).

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5.4.4. Rule of law and justice reform

According to the Secretary-General's report on *The Rule of Law and Transitional Justice in Conflict and Post-Conflict Societies*, 'rule of law' refers to a "principle of governance in which all persons, institutions and entities, public and private, including the State itself, are accountable to laws that are publicly promulgated, equally enforced and independently adjudicated, and which are consistent with international human rights norms and standards. It requires, as well, measures to ensure adherence to the principles of supremacy of law, equality before the law, accountability to the law, fairness in the application of the law, separation of powers, participation in decision-making, legal certainty, avoidance of arbitrariness and procedural and legal transparency".²

However, the rule of law often breaks down during long periods of conflict; or a lack of justice, or manipulation of the justice system by authorities or political groups may be

one of the causes of conflict. Some parties may be reluctant to participate in DDR when the rule of law has broken down and where their personal safety is not properly protected. Re-establishing the rule of law and carrying out justice reform are often essential aspects of a larger peace-building strategy. DDR should contribute to strengthening the rule of law by disarming armed forces and groups, who afterwards become subject to regular criminal justice systems.

5.4.5. Restructuring of armed forces

DDR is generally linked to the restructuring of armed forces and SSR as part of a broader peace-building framework. Agreement between the parties on the new mandate, structures, composition and powers of national security forces is often a condition for their entry into a formal DDR process. As a result, the planning and design of the DDR programme needs to be closely linked to the SSR process to ensure coherence on such issues as vetting of ex-combatants (to establish eligibility for integration into the reformed security forces) and establishing the legal status and entitlements of demobilized ex-combatants, including pensions and health care benefits.

6. Structures and functions of national institutions

The architecture of national DDR institutions will vary depending on the political and institutional context in which they are created. The following generic (general) model represents a basic outline of structures and functions for a national DDR institutional framework, and lays out the structure of relationships with UN integrated missions and international coordination mechanisms. While the basic functions of national DDR institutions will be similar in most cases, the organization of institutional structures and their relation to international actors will vary widely from country to country.

6.1. Integrated approach

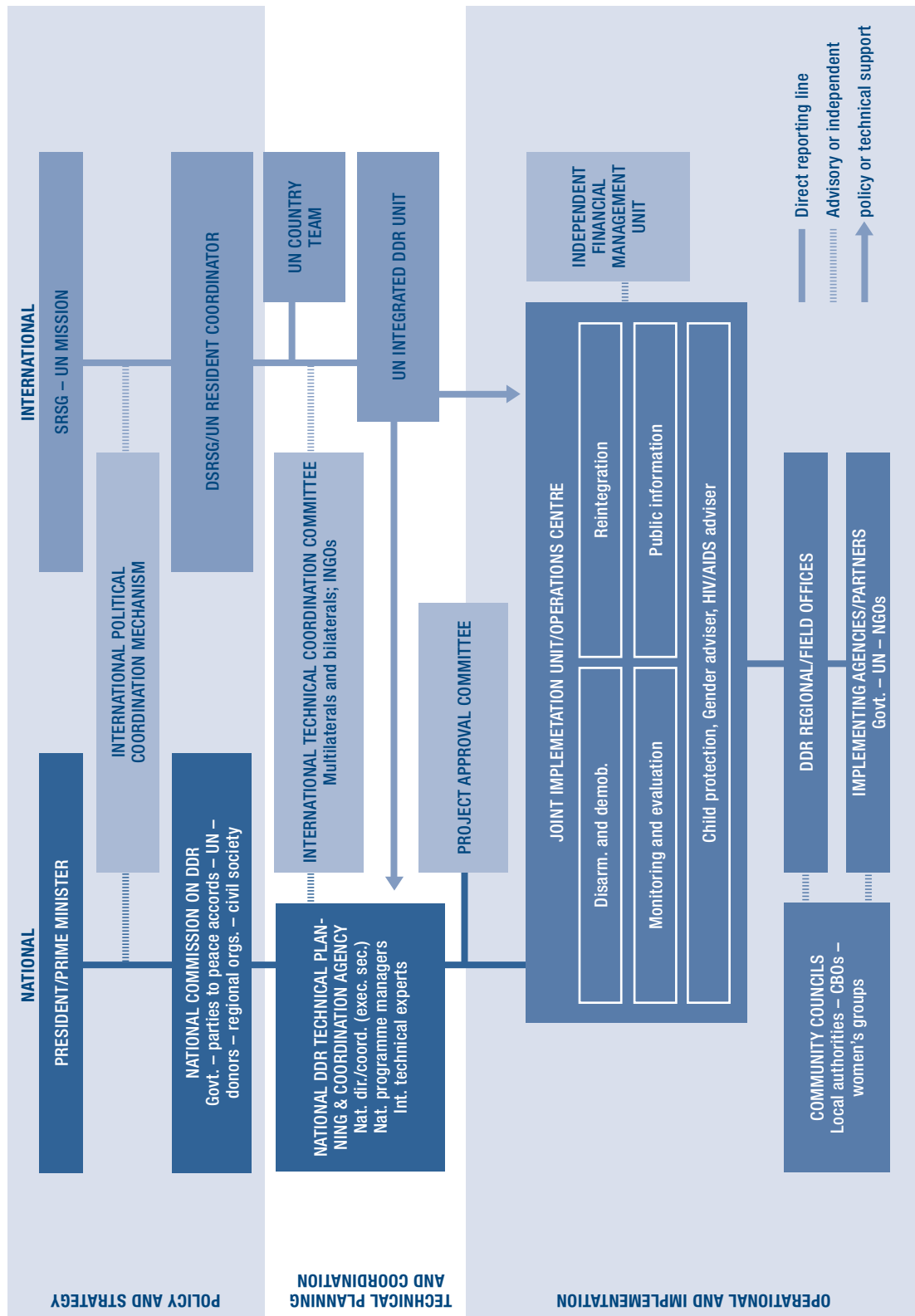
Integration is not only a principle for UN support to DDR, but also for the establishment of national institutions. The form of national institutions should reflect the security, economic and social dimensions of the DDR process. To achieve this, national institutions should include broad representation across a number of government ministries. Although the composition of national institutions for DDR will vary according to the particular government structures of different countries, the following institutions are generally represented at the level of policy and planning of national DDR institutions:

- the executive (the presidency and/or prime minister's office);
- the ministries of defence and interior (national security);
- the ministries of planning and finance;
- the ministries of labour, employment and industry;
- the ministries of agriculture and natural resources;
- the ministries of social welfare, status of women and protection of children;
- human rights and national reconciliation agencies;
- electoral authorities.

As well as representation of the various agencies and ministries of government, it is important to include representatives of civil society and the private sector in DDR policy and strategic coordination mechanisms.

6.2. Model for a national DDR institutional framework

The following diagram presents a schematic overview of links among national and international DDR mechanisms at policy, planning and implementation levels (see Annexes B–D for examples from Haiti, Liberia and Sierra Leone).



6.3. Policy/Strategic level

6.3.1. National DDR commission

A national DDR policy body representing key national and international stakeholders should be set up under a government or transitional authority established through peace accords, or under the authority of the president or prime minister. This body meets periodically to perform the following main functions:

- to provide political coordination and policy direction for the national DDR programme;
- to coordinate all government institutions and international agencies in support of the national DDR programme;
- to ensure coordination of national DDR programme with other components of the national peace-building and recovery process;
- to ensure oversight of the agency(ies) responsible for the design and implementation of the national DDR programme;
- to review progress reports and financial statements;
- to approve annual/quarterly work plans.

The precise composition of this policy body will vary; however, the following are generally represented:

- government ministries and agencies responsible for components of DDR (including national women's councils or agencies, and agencies responsible for youth and children);
- representatives of parties to the peace accord/political agreement;
- representatives of the UN, regional organizations and donors;
- representatives of civil society and the private sector.

6.3.2. International coordination and assistance

Depending on whether a UN mission has been established, support is provided for the development of national policies and strategies through the offices of the UN Resident Coordinator, or upon appointment of the Special Representative of the Secretary-General (SRSG)/Deputy SRSG (DSRSG). When there is a UN Security Council mandate, the SRSG will be responsible for the coordination of international support to the peace-building and transition process, including DDR. When the UN has a mandate to support national DDR institutions, the SRSG/DSRSG may be invited to chair or co-chair the national commission on DDR (NCDDR), particularly if there is a need for neutral arbitration.

6.4. Planning and technical levels

6.4.1. National DDR agency

A national technical planning and coordination body, responsible for the design and implementation of the DDR programme, should be established. The national coordinator/director of this body oversees the day-to-day management of the DDR programme and ensures regular reporting to the NCDDR. The main functions of the national DDR agency include:

- the design of the DDR programme, including conducting assessments, collecting baseline data, establishing indicators and targets, and defining eligibility criteria for the inclusion of individuals in DDR activities;

- planning of DDR programme activities, including the establishment of information management systems, and monitoring and evaluations procedures;
- oversight of the joint implementation unit (JIU) for DDR programme implementation.

Directed by a national coordinator / director, the staff of the national DDR agency should include programme managers and technical experts (including those seconded from national ministries) and international technical experts (these may include advisers from the UN system and/or the mission's DDR unit) (also see IDDRS 2.30 on Participants, Beneficiaries and Partners).

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6.4.2. International technical coordination committee

An international technical coordination committee provides a forum for consultation, coordination and joint planning between national and international partners at the technical level of DDR programme development and implementation. This committee should meet regularly to review technical issues related to national DDR programme planning and implementation.

Participation in the technical coordination committee will vary a great deal, depending on which international actors are present in a country. The committee should include technical experts from the national DDR agency and from those multilateral and bilateral agencies and non-governmental organizations (NGOs) with operations or activities that have a direct or indirect impact on the national DDR programme (also see IDDRS 2.30 on Participants, Beneficiaries and Partners).

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6.4.3. Project approval committee

A project approval committee (PAC) can be established to ensure transparency in the use of donor resources for DDR by implementing partners, i.e., to review and approve applications by national and international NGOs or agencies for funding for projects. Its role does not include oversight of either the regular operating budget for national DDR institutions or programmes (monitored by the independent financial management unit), or the activities of the UN mission's DDR unit. The PAC will generally include representatives of donors, the national DDR agency and the UN mission/agencies (also see IDDRS 2.30 on Participants, Beneficiaries and Partners and IDDRS 3.41 on Finance and Budgeting.)

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6.5. Implementation/Operational level

Operational and implementation mechanisms should be established at national, provincial and local levels. These mechanisms should operate under the supervision of the technical coordination and planning body.

6.5.1. Joint implementation unit

The JIU is the operational arm of a national DDR agency, responsible for the implementation of a national DDR programme under the direction of the national coordinator, and ultimately accountable to the NCDDR. The organization of a JIU will vary depending on the priorities and implementation methods of particular national DDR programmes. It should be organized by a functional unit that is designed to integrate the sectors and cross-cutting components of a national DDR programme, which may include:

- disarmament and demobilization;
- reintegration;
- child protection, youth, gender, cross-border, food, health and HIV/AIDS advisers;
- public information and community sensitization;
- monitoring and evaluation.

Other functional units may be established according to the design and needs of particular DDR programmes.

6.5.2. Independent financial management unit

Given the size and sensitivities of resource allocation to large DDR operations, an independent financial management, contracts and procurement unit for the national DDR programme should be established. This unit may be housed within the national DDR institution or entrusted to an international partner. A joint national–international management and oversight system may be established, particularly when donors are contributing significant funds for DDR. This unit should be responsible for the following:

- establishing standards and procedures for financial management and accounting, contracts, and procurement of goods and services for the DDR programme;
- mobilizing and managing national and international funds received for DDR programme activities;
- reviewing and approving budgets for DDR programme activities;
- establishing a reporting system and preparing financial reports and audits as required (also see IDDRS 3.41 on Finance and Budgeting).

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6.5.3. Regional/Field offices

Depending on the geographic concentration of DDR programme activities (whether these are to take place throughout the country or are limited to particular regions) and on the way in which the administrative structures in the country are organized, regional or provincial coordination should be facilitated through the establishment of DDR field offices. Field offices should report directly to the JIU, which provides technical support and project oversight. Field offices should be responsible for:

- supporting disarmament and demobilization process and regional centres;
- developing regional reintegration strategies;
- coordinating DDR information and sensitization campaigns in areas of intervention;
- establishing information, counselling and referral systems;
- establishing information/communication networks and a database of local implementation partners;
- maintaining the database, and monitoring reintegration projects and opportunities;
- establishing management and reporting systems for programme funds.

Advisory mechanisms at regional or provincial level may also be established to ensure the broad participation of all stakeholders in the design and delivery of provincial strategies.

At the local level, DDR committees or advisory councils should be established to ensure community participation in identifying reintegration opportunities, designing programmes and facilitating the reintegration of ex-combatants and dependants within the community. These councils or committees should include representatives of local and traditional authorities; NGOs and community-based associations, including women’s and children’s rights

groups; and representatives of ex-combatants, women associated with armed groups and forces, child former combatants, disabled people and dependants.

6.5.4. Implementing agencies/partners

There will generally be a range of national and international partners engaged in the implementation of different components of the national DDR programme. These will vary significantly depending on the presence and capabilities of government agencies, local authorities and community-based organizations; UN agencies; and national and international NGOs located near DDR operations. The activities of implementing partners should be coordinated by regional/field offices that report to the JIU of a national DDR agency (also see IDDRS 2.30 on Participants, Beneficiaries and Partners).

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7. Coordination of national and international DDR structures and processes

National and international DDR structures and processes should, as far as possible, be jointly developed and coordinated at the policy, planning and operational levels, as explained below. The planning of UN missions and national DDR institutions has not always been

sufficiently integrated, reducing the efficiency and effectiveness of both. The success and sustainability of a DDR programme depend on the ability of international expertise and resources to complement and support nationally led processes.

A key factor in close coordination is the early consultation of national authorities and parties to the DDR process during UN assessment missions and mission planning

The success and sustainability of a DDR programme depend on the ability of international expertise and resources to complement and support nationally led processes.

processes. International DDR expertise, political support and technical assistance should also be available from the earliest point in the peace process through the establishment of national institutions and programmes.

7.1. Policy/Strategic level

Coordination of national and international efforts at the policy/strategic level will vary a great deal, depending on the dynamics of the conflict, the parties to the peace process and the role/mandate of the UN in support of peace-building and recovery, including DDR. However, coordination (and where possible, integration) of national and international efforts will be essential at the following points:

- ensuring national and local stakeholder participation in UN assessment and mission planning exercises (also see IDDRS 3.10 on Integrated DDR Planning: Processes and Structures). National stakeholders should be consulted and, where possible, participate fully in the initial planning phases of international support for DDR;
- providing international support for the establishment of an NCDDR or political oversight mechanisms;

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- coordinating bilateral and multilateral actors to ensure a coherent message on DDR and to support national institutions.

7.2. Planning and technical levels

Coordination of national and international efforts at the planning and technical levels is important to ensure that the national DDR programme and UN support for DDR operations work together in an integrated and coherent way. It is important to ensure coordination at the following points:

- in national DDR programme development;
- in the development of DDR programmes of UN mission and agencies;
- in technical coordination with bilateral partners and NGOs.

7.3. Implementation/Operational level

Coordination between the national DDR agency and UN mission/system at the operational level should be established through the following:

- the establishment of a JIU with mixed national/international staff;
- the provision of international technical assistance for implementation;
- the coordination of national and international implementing agencies/partners.

8. The role of international assistance

The DDR of ex-combatants in countries emerging from conflict is complex and involves many different activities. Flexibility and a sound analysis of local needs and contexts are the most essential requirements for designing a UN strategy in support of DDR. It is important to establish the context in which DDR is taking place and the existing capacities of national and local actors to develop, manage and implement DDR operations.

The UN recognizes that a genuine, effective and broad national ownership of the DDR process is important for the successful implementation of the disarmament and demobilization process, and that this is essential for the sustainability of the reintegration of ex-combatants into post-conflict society. The UN should work to encourage genuine, effective and broad national ownership at all phases of the DDR programme, wherever possible.

8.1. Considerations in defining the role of the UN

The UN approach to the planning, management and monitoring of DDR programmes in a peacekeeping environment should be informed by the following factors:

- *Strength and legitimacy of governments:* Post-conflict governments and their attendant bureaucracies may vary widely in terms of their strength and viability; their legitimacy in the eyes of the population; their level of existing capacities for programme development and management; the territorial extent and scope of government authority; and the degree to which the State has a monopoly over the means of violence in its territory. Taken together, these will affect the degree to which a given government can take effective ownership of and responsibility for DDR;

- *Technical capacities and knowledge:* Even when post-conflict governments are legitimate and capable, they may lack the specific technical knowledge that is needed to link DDR to a national reconstruction plan and SSR;
- *Participation of civil society:* In many post-conflict situations, civil society may have been repressed or marginalized and lack access to political decision-making processes. The representation of civil society at all levels in the body politic is essential, and the UN should support the participation and engagement of civil society in DDR processes wherever possible. Possible roles may include involvement in the policy development process (and particularly its link with transitional justice and equity issues); assistance with the identification of people associated with armed groups and forces, especially women and children; and implementing (particularly focusing on the involvement of local communities) and monitoring the effectiveness of DDR programmes.

8.1.1. Letter of agreement

The national stakeholders and the UN should establish a letter of agreement where the government and relevant national stakeholders outline their respective roles and responsibilities; establish commitments to DDR according to international standards; establish links to SSR (including plans for future military size and budget, military unification, and restructuring, where relevant); and outline humanitarian activities and reconstruction/recovery efforts.

8.2. Areas of UN support

UN support to national efforts take place in the following areas (the actual degree of UN engagement should be determined on the basis of the considerations outlined above):

- *Political/Strategic support:* In order for the international community to provide political support to the DDR process, it is essential to understand the dynamics of both the conflict and the post-conflict period. By carrying out a stakeholder analysis (as part of a larger conflict assessment process), it will be possible to better understand the dynamics among national actors, and to identify DDR supporters and potential spoilers;
- *Institutional capacity development:* It is important that capacity development strategies are established jointly with national authorities at the start of international involvement in DDR to ensure that the parties themselves take ownership of and responsibility for the success of the process. The UN system should play an important role in supporting the development of national and local capacities for DDR through providing technical assistance, establishing partnership arrangements with national institutions, and providing training and capacity-building to local implementing partners;
- *Support for the establishment of legal frameworks:* A key area in which international expertise can support the development of national capacities is in the drawing up of legal frameworks for DDR and related processes of SSR and weapons management. The UN system should draw on experiences from a range of political and legal systems, and assist national authorities in drafting appropriate legislation and legal instruments;
- *Technical assistance for policy and planning:* Through the provision of technical assistance, the UN system should provide direct support to the development of national DDR policy and programmes. It is important to ensure, however, that this assistance is provided through partnership or mentoring arrangements that allow for knowledge and skills transfers to national staff, and to avoid situations where international experts

take direct responsibility for programme functions within national institutions. When several international institutions are providing technical assistance to national authorities, it is important to ensure that this assistance is coordinated and coherent;

- *Direct support for implementation and financial management:* The UN system may also be called upon, either by Security Council mandate or at the request of national authorities, to provide direct support for the implementation of certain components of a DDR programme, including the financial management of resources for DDR. A memorandum of understanding should be established between the UN and national authorities that defines the precise area of responsibility for programme delivery, mechanisms for coordination with local partners and clear reporting responsibilities;
- *Material/Logistic support:* In the post-conflict period, many national institutions lack both material and human resources. The UN system should provide material and logistic support to national DDR institutions and implementing agencies, particularly in the areas of: information and communications technology and equipment; transportation; rehabilitation, design and management of DDR sites, transit centres and other facilities; the establishment of information management and referral systems; and the procurement of basic goods for reinsertion kits, among others (also see IDDRS 4.10 on Disarmament, IDDRS 4.20 on Demobilization and IDDRS 4.30 on Social and Economic Reintegration);
- *Training programmes for national staff:* The UN system should further support capacity development through the provision of training. There are a number of different training methodologies, including the provision of courses or seminars, training of trainers, on-the-job or continuous training, and exchanges with experts from other national DDR institutions. Although shortage of time and money may limit the training options that can be offered, it is important that the approach chosen builds skills through a continuous process of capacity development that transfers skills to local actors;
- *Support to local capacity development and community empowerment:* Through local capacity development and community empowerment, the UN system should support local ownership of DDR processes and programmes. Since the success of the DDR process depends largely on the reintegration of individuals at the community level, it is important to ensure that capacity development efforts are not restricted to assisting national authorities, but include direct support to communities in areas of reintegration. In particular, international agencies can help to build local capacities for participation in assessment and planning processes, project and financial management, reporting, and evaluation.

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Annex A: Abbreviations

Abbreviations used in the module

DDR	disarmament, demobilization and reintegration
DSRSG	Deputy Special Representative of the Secretary-General
IDDRS	integrated disarmament, demobilization and reintegration standard/ standards
JIU	joint implementation unit
NCDDR	national commission on DDR
NGO	non-governmental organization
PAC	project approval committee
SRSG	Special Representative of the Secretary-General
SSR	security sector reform
UN	United Nations

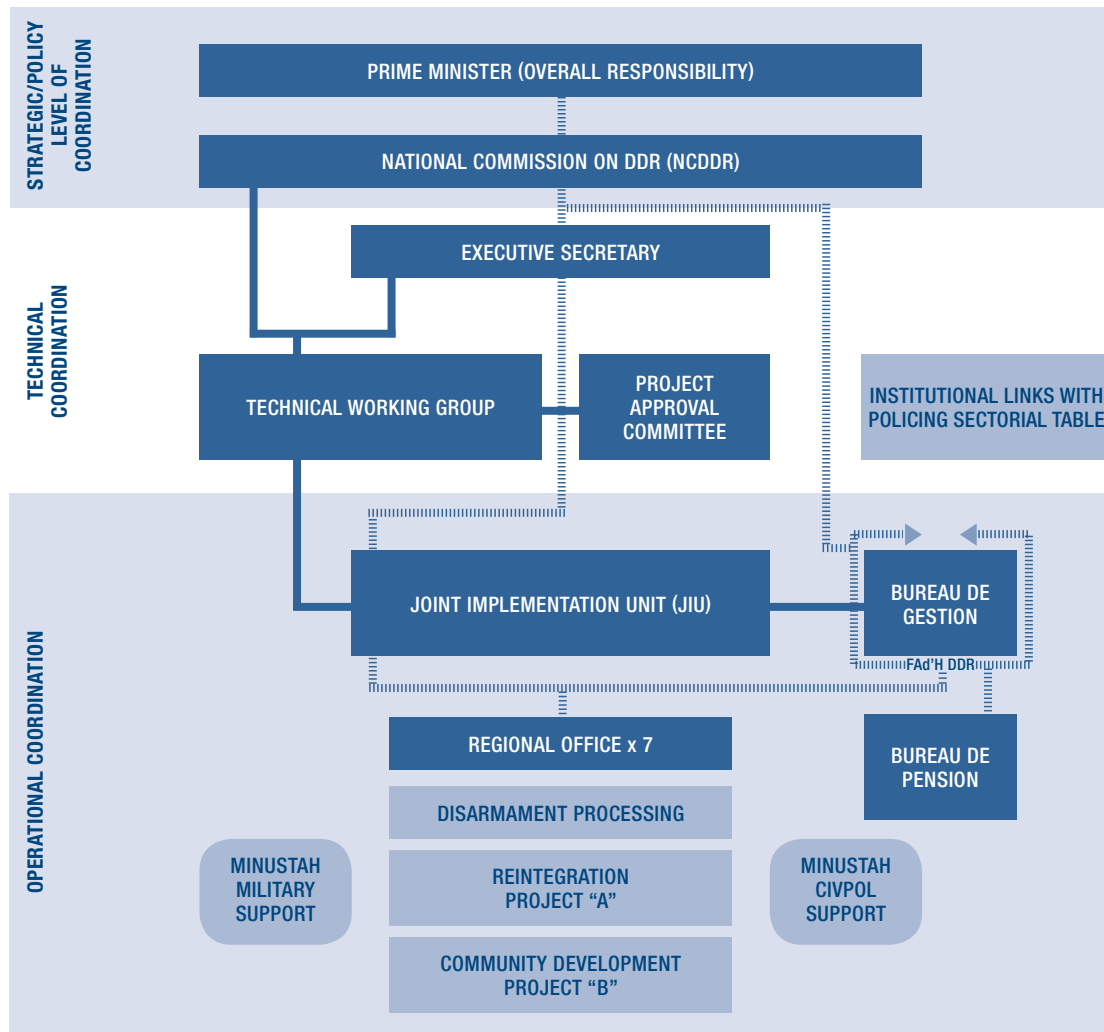
Abbreviations used in the annexes

A&L	administration and logistics
AU	African Union
CBO	community-based organization
CIVPOL	UN Civilian Police
DEX	Direct Execution
DD/D&D	disarmament and demobilization
DDRRP	disarmament, demobilization, rehabilitation and reintegration programme
ECOWAS	Economic Community of West African States
EU	European Union
FMPU	Financial Management and Procurement Unit
GOL	Government of Liberia
HNP	Haitian National Police
ILO	International Labour Organization
INGO	international non-governmental organization
I&S	information and sensitization
JOC	Joint Operations Centre
LURD	Liberians United for Reconciliation and Democracy
M&E	monitoring and evaluation
MINUSTAH	Mission des Nations Unies pour la Stabilisation en Haïti
MIS	management information system
MOD	Ministry of Defence
MoU	memorandum of understanding
MODEL	Movement for Democracy in Liberia
NCDDRR	National Commission on Disarmament, Demobilization, Rehabilitation and Reintegration
NTGL	National Transitional Government of Liberia
OCHA	Office for the Coordination of Humanitarian Affairs
R&R	reinsertion and reintegration
TCC	Technical Coordination Committee
UNAMSIL	United Nations Mission in Sierra Leone
UNDP	United Nations Development Programme

UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNMIL	United Nations Mission in Liberia
UNOPS	United Nations Office for Project Services
UNV	United Nations Volunteer
USAID	United States Agency for International Development
WFP	World Food Programme
WHO	World Health Organization

Annex B: National institutional framework: Haiti

Proposed institutional structure (Haiti)



NCDDR	<ul style="list-style-type: none"> ■ Prime minister ■ Relevant ministries ■ Executive secretary ■ SRSG – observer status ■ UN agencies – observer status ■ Donor reps. – observer status 	<ul style="list-style-type: none"> ■ Defines DDR strategy and policy ■ Overall coordination and supervision of DDR ■ Resource mobilization ■ Approval of annual operational plan
Technical Working Group	<ul style="list-style-type: none"> ■ Govt. technical reps. ■ MINUSTAH/UNDP experts (DDR, military, CIVPOL) ■ HNP liaison ■ UNOPS ■ UNICEF ■ ILO ■ Other UN agencies ■ International/National NGOs ■ Civil society 	<ul style="list-style-type: none"> ■ Technical coordination and planning ■ Defines implementation procedures and modalities ■ Monitoring of implementation ■ Approval of annual operational plan
PAC	<ul style="list-style-type: none"> ■ Govt reps. ■ MINUSTAH/UNDP rep. ■ Donors 	<ul style="list-style-type: none"> ■ Project evaluation/approval ■ Allocation of funds ■ Financial monitoring
JIU	<ul style="list-style-type: none"> ■ Executive secretary ■ Executive secretary’s management team ■ MINUSTAH/UNDP DDR section head office ■ Other executing partners 	<ul style="list-style-type: none"> ■ Manage DDR regional offices ■ Operational planning coordination of DDR activities throughout Haiti
Regional Offices	<ul style="list-style-type: none"> ■ MINUSTAH/UNDP section staff ■ MINUSTAH civil affairs section staff ■ Govt. staffing ■ Other executing partners 	<ul style="list-style-type: none"> ■ Operational planning and activities for region ■ Reporting ■ Monitoring and evaluation
Projects	<ul style="list-style-type: none"> ■ International/National NGOs implementing partners ■ Community-based organizations ■ UN agencies 	<ul style="list-style-type: none"> ■ Implementation of activities ■ Provision of services
Bureau de Gestion	<ul style="list-style-type: none"> ■ Three senior govt. managers ■ Management and support staff 	<ul style="list-style-type: none"> ■ Management of ex-FAd’H DDR ■ Screening of ex-FAd’H members w/ international panel ■ Coordination of Ex-FAd’H disarmament process through regional offices

Annex C: Liberia DDR programme: Strategy and implementation modalities

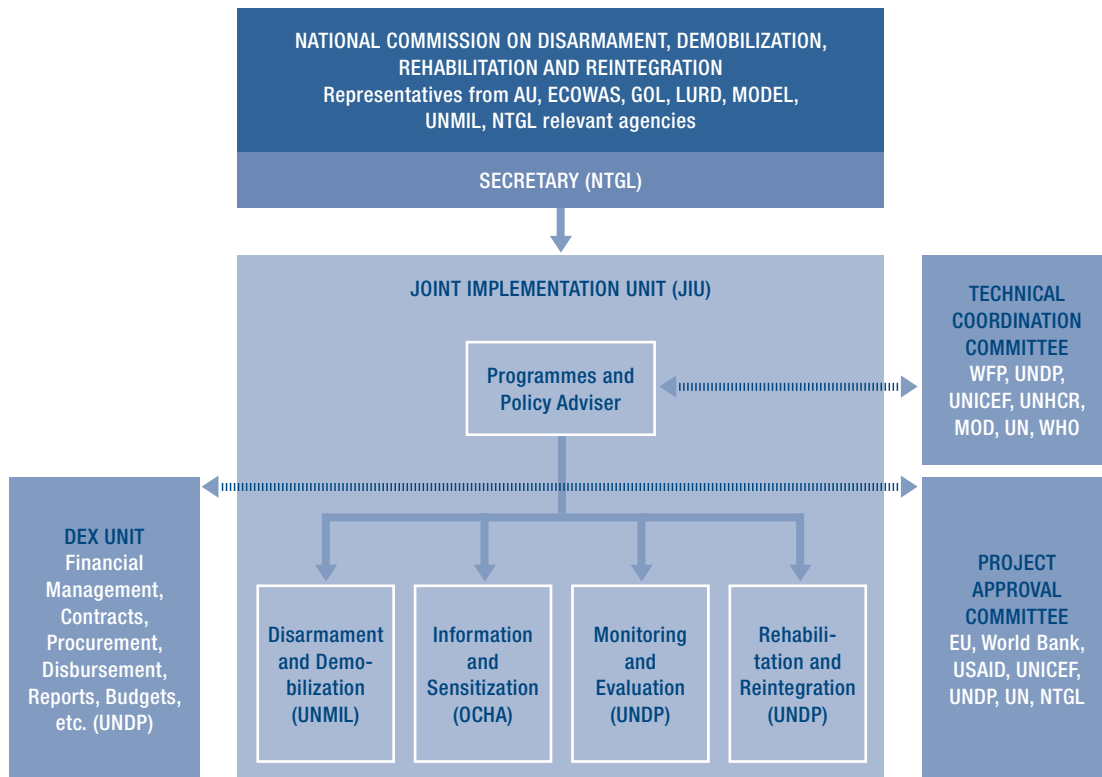
Prepared by the Draft Interim Secretariat (Comprising UNDP, UNMIL, World Bank, USAID, UNICEF, UNHCR, OCHA, World Vision)

Monrovia, 31 October 2003

Excerpts: pp. 17–24

Implementation modalities

Institutional arrangements



The national commission

The programme will be implemented under the guidance and supervision of the National Commission on Disarmament, Demobilization, Rehabilitation and Reintegration (NCDDRR), a temporary institution established by the peace agreement August 2003. The NCDDRR will consist of representatives from relevant National Transitional Government of Liberia (NTGL) agencies, the Government of Liberia (GOL), the Liberians United for Reconciliation and Democracy (LURD), the Movement for Democracy in Liberia (MODEL), the Economic Community of West African States (ECOWAS), the United Nations (UN), the African Union (AU) and the International Contact Group on Liberia (ICGL).

The NCDDRR will:

- provide policy guidance to the Joint Implementation Unit (JIU);
- formulate the strategy and co-ordinate all government institutions in support of the Disarmament, Demobilization, Rehabilitation and Reintegration Programme (DDRRP);

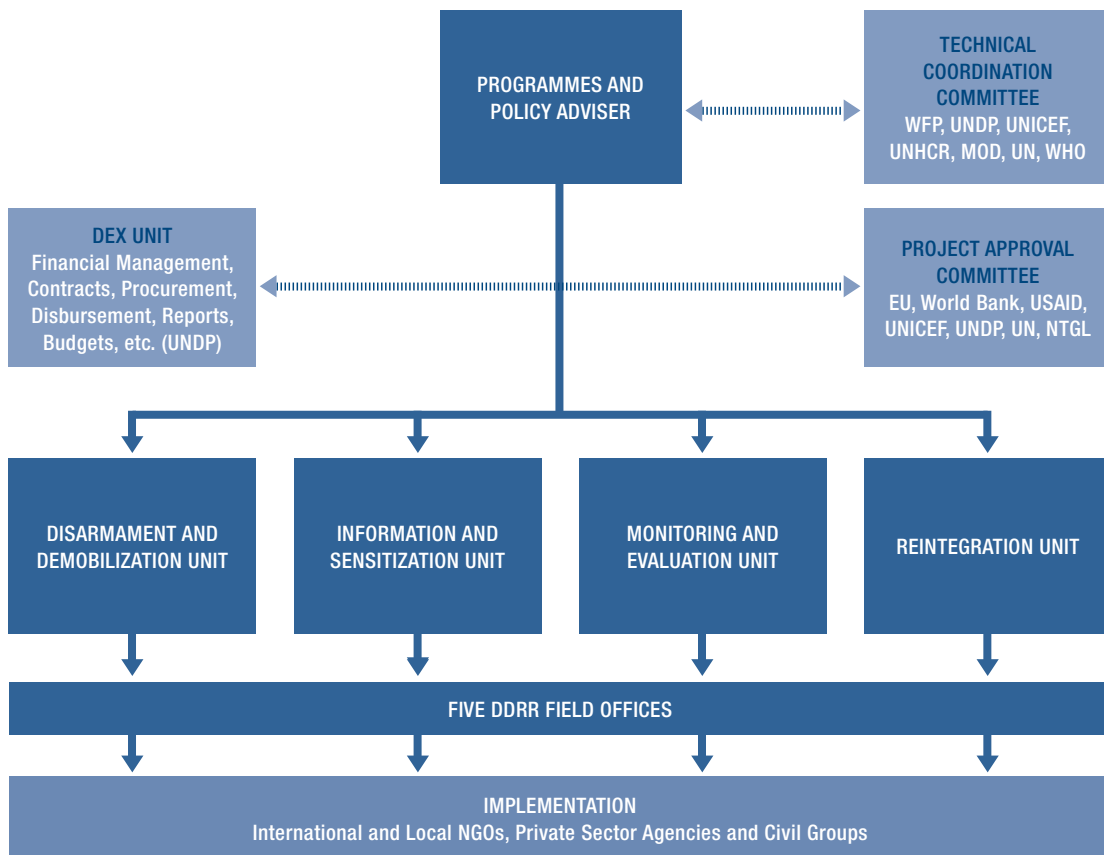
- identify problems related to programme implementation and impact; and
- undertake all measures necessary for their quick and effective solution. During start-up, the NCDDRR will hold at least monthly meetings, but extraordinary meetings can be called if necessary.

The NCDDRR will be supported by a Secretary, who will be responsible for:

- reporting to the NCDDRR on the activities of the JIU with regard to the DDRR process;
- promoting programme activities as well as managing relationships with external key stakeholders;
- assisting the JIU with necessary support and facilitation required to secure the political commitment of the leadership of the various fighting groups in order to implement the DDRR programme;
- participating in the various committees of the JIU – particularly with the Technical Coordination Committee and the Project Approval Committee (PAC);
- providing general oversight of the DDRR process on behalf of the NCDDRR committee and preparing reports to the committee.

Joint Implementation Unit

Structure



Function

In order to ensure rapid implementation that will protect the credibility of the programme, a Joint Implementation Unit (JIU), headed by a Programme and Policy Adviser, will carry out the planning and implementation of the day-to-day operation and execution of the

programme. The JIU will be an interdisciplinary and interdepartmental entity composed of four units dealing with:

- **disarmament and demobilization:** staffed with expertise from the UNMIL comprising a disarmament and demobilization expert, demobilization officers and field officers, as well as qualified national staff;
- **rehabilitation and reintegration:** staffed with expertise from the UNDP and other relevant agencies consisting of reintegration operation experts and national experts in vocational training and small enterprise development, employment creation and apprenticeship promotion, agriculture and food production;
- **monitoring and evaluation:** staffed by technical assistance from the UNDP including a monitoring and evaluation (M&E) expert, and national staff as systems analyst, programmer and M&E field monitors as well as short-term data entry clerks; and
- **information and sensitization:** staffed with expertise from UNMIL and OCHA including specialists in public information development and dissemination, social adaptation programmes in the area of civic education, psychosocial counselling, community-based reconciliation and peace-building measures.

Accountable to the NCDDRR, the JIU will be responsible for ensuring:

- the planning and implementation of the individual programme components in collaboration with other government departments, NGOs and donors;
- the transparent and accountable administration of the programme (including procurement and disbursements); and
- monitoring and evaluation.

The institutional capacity of the JIU will be ensured through rigorous selection of staff, payment consistent with the quality of outputs required, and staff training where appropriate. Technical assistance will be contracted on the basis of specific terms of reference for providing a management information system (MIS) and financial management as well as the implementation of specific programme components.

The various units of the JIU will be assigned with expertise from UN agencies as follows:

- the UNMIL DDR team will be deployed for the DD Unit in the JIU;
- programme and policy coordination, MIS and reintegration will be assigned to the team from the UNDP; and
- UNMIL and OCHA will handle the Information and Sensitization Unit.

This arrangement will enhance the capacity of the JIU as well as reducing the overall staffing cost for the programme, while ensuring continuity in programme development in the event of the completion of the mandate of the mission. Each unit will be supported with national staff recruited to understudy the international staff of the JIU.

A Programme and Policy Co-ordinator will manage and coordinate an internal management team comprising the heads of units of the JIU, and will report to the Office of the SRSG or to his or her designate in matters relating to the implementation of the programme.

All implementing partners such as bilateral agencies, international and local NGOs will undertake their responsibilities in full compliance with programme guidelines and under the supervision of the JIU in respect of contracts entered into with the JIU of the NCDDRR.

DDRR field offices

In addition to the central office in Monrovia, the JIU will establish five small DDRR field offices based on where ex-combatants are concentrated. The field offices will be co-located with the UNMIL field offices.

Each DDRR field office will comprise a reintegration officer and up to four referral and counselling officers, all familiar with the local socio-political environment. The reintegration officers will be UN Volunteers (UNVs) recruited for this purpose and support with national staff. In addition, each DDRR field office will have an administration and accounting officer, who will report directly to the financial manager of the Direct Execution (DEX) for administering reinsertion and reintegration assistance.

In order to reinforce the capacity at the local level, each DDRR field office will have a UNV as the reintegration or DDRR officer working with various local staff.

The field offices will be responsible for:

- information and counselling;
- administration of reintegration assistance under the different programme components;
- monitoring and evaluation;
- co-ordination with traditional/religious leaders, and maintaining linkages and coordination with other community-based reconstruction and rehabilitation interventions;
- sensitizing the local population;
- assisting in programme implementation;
- identifying and solving local problems related to ex-combatant reintegration; and
- reporting on the progress and impact of the programme to the JIU in Monrovia.

On the basis of the settlement pattern of ex-combatants, additional referral and counselling officers may be recruited.

Roles and functions of the military units

A military liaison office will be created to facilitate co-operation with UNMIL and the DD Unit for all security-related aspects of the programme. Within the overall mandates given to them by their respective institutions, UNMIL is expected to perform the following functions within the DDRR programme:

- provide relevant input and information as well as security assistance and advice with regard to the selection of potential sites for disarmament and demobilization;
- provide technical input with regard to the process of disarmament, registration, documentation and screening of potential candidates for demobilization;
- develop and install systems for arms control and advise on a larger legislative framework to monitor and control arms recycling;
- monitor and verify the conformity of the DDR process according to recognized and acceptable standards;
- assume responsibility for effecting disarmament of combatants, maintain a pertinent registry of surrendered weaponry and conduct pre-demobilization screening and evaluation; and
- ensure the destruction of all weapons surrendered.

Role of implementing partners and selection criteria

A considerable part of the programme implementation will be contracted out to local and international NGOs as well as in partnership with various UN agencies, line ministries, private sector institutions and community-based structures.

Implementing agencies will be selected on the basis of the following criteria:

- **Track record and technical capacity.** The agency must demonstrate a track record of technical and functional expertise in its chosen area of participation for not less than four years;
- **Financial management capacity.** It needs to demonstrate a proven record of sound financial management and/or the capacity to pre-finance initial project costs. It must provide audited financial record for the past three years;
- **Management capacity.** The agency must demonstrate sound management capability in respect of the programme delivery structure and expertise.

The implementing agency will be expected to adhere to the policy guidelines with regard to camp management and other operational regulations. It will be accountable to the JIU in matters of technical and financial issues related to its contractual obligations.

Monitoring and evaluation

The programme comprises three separate but highly related processes, namely the military process of selecting and assembling combatants for demobilization and the civilian process of discharge, reinsertion and reintegration.

How soldiers are demobilized affects the reinsertion and reintegration processes. At each phase:

- the administration of assistance has to be accounted for;
- weapons collected need to be classified and analysed;
- beneficiaries of reintegration assistance need to be tracked; and
- the quality of services provided during the implementation of the programme needs to be assessed.

To plan, monitor and evaluate the processes, a management information system (MIS) regarding the discharged ex-combatants is required and will contain the following components:

- a database on the basic socio-economic profile of ex-combatants;
- a database on disarmament and weapons classification;
- a database of tracking benefit administration such as on payments of the settling-in package, training scholarships and employment subsidies to the ex-combatants; and
- a database on the programme's financial flows.

The MIS depends on the satisfactory performance of all those involved in the collection and processing of information. There is, therefore, a need for extensive training of enumerators, country staff and headquarters staff. Particular emphasis will be given to the fact that the MIS is a system not only of control but also of assistance. Consequently, a constant two-way flow of information between the DDRR field offices and the JIU will be ensured throughout programme implementation.

The MIS will provide a useful tool for planning and implementing demobilization. In connection with the reinsertion and reintegration of ex-combatants, the system is indispensable to the JIU in efficiently discharging its duties in planning and budgeting, implementation, monitoring and evaluation. The system serves multiple functions and users. It is also updated from multiple data sources.

The MIS may be conceived as comprising several simple databases that are logically linked together using a unique identifier (ID number). An MIS expert will be recruited to

design, install and run the programme start-up. To keep the overheads of maintaining the system to a minimum, a self-updating and checking mechanism will be put in place.

DEX Unit

Management of the DRRR Trust Fund

Fundamental principles for the management of the DRRR Trust Fund are based on transparency and openness with a clear separation between the policy /allocation aspects of the DRRR Trust Fund operations and the fiduciary /administrative responsibility.

The Trust Fund will be administered by UNDP in accordance with the terms of reference of the Trust Fund. In this capacity, the UNDP will establish and maintain appropriate records and accounts to identify the contributions to the Fund, the commitments to be financed out of the Fund and the receipt and disbursement of funds.

The DEX Unit will be established and will be composed of UNDP staff with the overall responsibility for financial management and procurement for the programme. The DEX Unit will monitor expenditures related to the activities financed under the Trust Fund. The responsibilities of the DEX Unit will include procurement of goods, services and other items, screening and recommending UNDP's approval and payment, and monitoring all expenditures financed by the funds. UNDP will finance the cost of the DEX Unit from its own proper resources; therefore, all contributions will go towards direct costs of the DRRR programme.

Modalities of administration and administrative charges

The UNDP, as the administrator of the DRRR Trust Fund, will be responsible for all disbursements in conformity with its own regulations, rules and procedures and consistent with the allocations and decisions made by the project approval and review committee of the JIU of the NCDDRR as well as the broader priorities set in consultation with the NCDDRR and the donor community.

The UNDP will strive for maximum efficiency and effectiveness in administering the DRRR Trust Fund while promoting sound financial management and accountability to ensure that all required fiduciary and administrative cost elements are adequately funded.

Monitoring and evaluation

A sound, independent monitoring and evaluation mechanism for the entire Fund will be established as well as adequate external audits.

Reporting and auditing

Appropriate progress reports will be forwarded to the donors on a monthly basis covering general progress on implementation, financial reports on income and expenditure. The progress reporting will be the prime responsibility of the UNDP Resident Representative in Monrovia. However, the reports will also be submitted to the donors through UNDP Headquarters in New York to the relevant permanent missions to the United Nations. These progress reports will include the status of intended outputs, achievements and progress on the programme.

On an annual basis, UNDP will provide financial reports on income and expenditure of the Trust Fund to donors, in accordance with UNDP's financial regulations and rules.

An annual financial statement will be prepared for the Fund showing income and expenditures as of 31 December of every year and shall be submitted by the 30 June, i.e., six months after.

Contributions made available will be subject exclusively to the internal and external auditing procedures provided for in the financial regulations, rules and directives of UNDP. Should an audit report of the Board of Auditors of UNDP to its governing body contain observations relevant to the contributions, such information will be available to the donor(s).

Technical Coordination Committee

A Technical Coordinating Committee (TCC) will be established by the JIU to consult and inform external programme partners on critical issues of planning and programme development with regard to the DDRR programme. This will provide a broad forum for technical and strategic consultation in support of rational programming for all the DDRR activities.

The responsibilities of the TCC will be to:

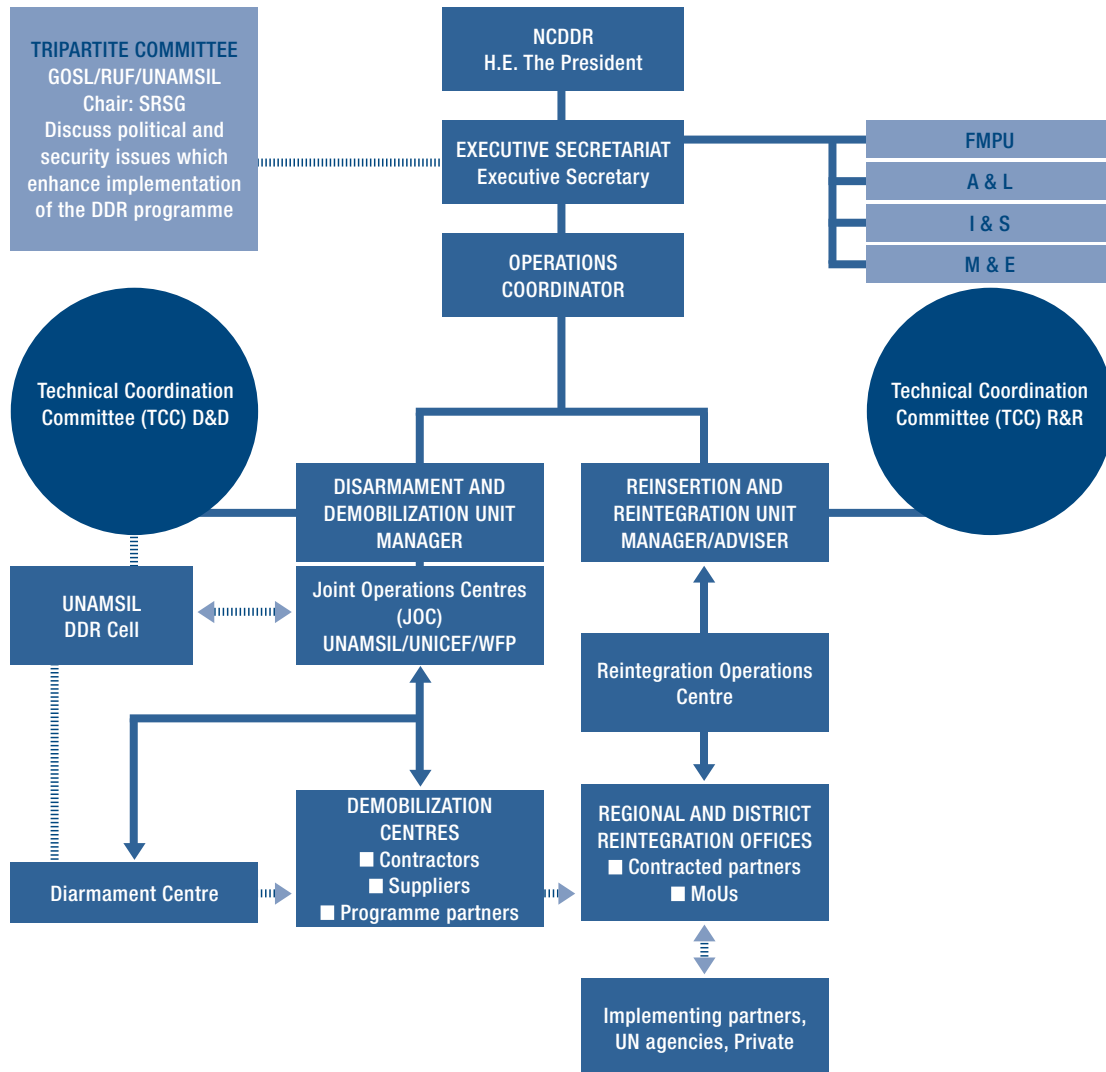
- identify strategic, operational and technical issues that may have an impact on the disarmament, demobilisation and reintegration process;
- develop technical standards, guidelines, and operating principles, which will be adhered to by all involved in the implementation of specific DDRR activities;
- provide the framework for securing the support of key partners with regard to input to planning and implementing disarmament and demobilization activities as well as the reintegration process;
- provide the basis for operational planning and consensus on issues relating to disarmament, demobilization and reintegration; and
- on a regular basis identify key policy issues that need to be resolved by the policy committee and provide policy options to the NCDDRR for consideration.

The membership of the TCC will be based on invitation by the JIU and consist of relevant programme staff from agencies such as UNICEF, UNDP, UNHCR, WFP, WHO, EU, USAID, UNMIL, the Food and Agriculture Organization (FAO), OCHA and other appropriate agencies. Relevant NTGL agencies could be invited for participation when necessary. The TCC will be constituted on a relevant sector basis such as disarmament and demobilization and reintegration, and it will meet fortnightly or as and when required. The membership and participation will vary according to the relevant sector.

Project Approval Committee

A Project Approval Committee (PAC) will be established to ensure transparency in the use of donor resources. The PAC will be responsible for the review and approval of projects submitted by the implementing partners (i.e., international and national NGOs, etc.) to the JIU of the NCDDRRP. Financial resources from the assessed budget of the mission would be processed outside this framework. The members of the PAC will comprise one representative each from the EU, USAID, UNDP, UNMIL, UNICEF and NTGL.

Annex D: DDR institutional framework: Sierra Leone



Source: Comminos, Stelios, Aki Stavrou and Brian Stewart, *Assessment of the Reintegration Programmes of the National Committee on Disarmament, Demobilization and Reintegration (NCDDR)*, NCDDR, Freetown, 2002, p. 33.

Endnotes

- 1 See *The Rule of Law and Transitional Justice in Conflict and Post-Conflict Societies*, report of the Secretary-General to the Security Council, S/2004/616, 3 August 2004.
- 2 Ibid., p. 4.