

3.40 Logistical Support for DDR

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3.40 Logistical Support for DDR

Summary

A foundation of DDR is the strength of its logistical, financial and administrative performance. Weak logistics can severely impact the effectiveness of DDR processes. Delays in delivering material supports to former members of armed forces and groups and beneficiary communities can directly undermine confidence in DDR and increase the risk of destabilization and violence. The three central components of DDR logistical requirements are equipment, materials and services; finance and budgeting; and personnel.

In mission contexts, normally logistical support is available for civilian staffing, finances and a range of elements such as transportation, medical services, engineering, weapons and ammunition management, and information technology. In a multi-dimensional operation, DDR is just one of the components with specific logistics needs. Other components may include military and civilian headquarters staff and their functions and military observers and their activities. Logistics may already be planned and financed through the mission and therefore can only be accessed for the DDR process with the agreement of the mission.

In non-mission contexts, logistics may already be planned and financed through Government or through other associated projects. However, even if logistics are in place in an associated project, they may be pre-allocated for that project and so non-transferable to support DDR processes. The context in which activities will be implemented may be one of the most important factors for planners to consider when conducting a mission or situational analysis, drafting logistics and support plans, assessing budget requirements and planning contingencies. Likewise, in non-mission contexts logistical support is dependent on the context, type and scope of activities implemented, the nature of the support available (such as direct financial or material support), the extent to which the role of the UN is advisory (as in providing DDR mediation support) and whether the UN is involved in direct execution (as in implementing reintegration).

In both mission and non-mission contexts, the delivery of the supplies/services requested depends on the timeliness and quality of information provided to logistical planners by DDR practitioners. Important information DDR practitioners need to provide to logistical planners includes the estimated total number of beneficiaries, broken down by indicators including sex, age, disability or illness, parties/groups and locations/sectors. Also, a timeline for the planning, implementation and completion of DDR processes is required. All should be provided promptly.

DDR practitioners should be aware of long lead times for acquiring services and materials. Procurement policy and procedure tend to slow down acquisitions. A list of priority equipment and services, which can be funded by voluntary contributions, should be made. Each category of logistical resources (civilian, commercial, military) has distinct advantages and disadvantages, which are largely dependent upon how hostile the operating environment is, the quality of national infrastructure and the cost.

1. Module scope and objectives

This module provides DDR practitioners with an overview of the considerations and tasks for planning and delivery of logistical support to DDR processes. A more detailed treatment of the finance and budgeting aspects of DDR processes is provided in IDDRS 3.41 on DDR Budgeting and Financing and IDDRS 3.42 on DDR Personnel and Staffing Capacities.

2. Terms, definitions and abbreviations

Annex A gives 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,’ ‘may,’ ‘can’ and ‘must’ 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 (ISO) 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;
- d. ‘can’ is used to indicate a possibility and capability;
- e. ‘must’ is used to indicate an external constraint or obligation.

3. Introduction

Among other things, the effectiveness and responsiveness of DDR rely on the administrative, logistical and financial support it gets from the Department of Peace Operations and United Nations agencies, funds and programmes, as well as non-UN sources. DDR is multidimensional and involves multiple actors; as a result, different support capabilities should be dealt with together in an integrated way as far as possible to provide maximum flexibility and responsiveness in implementation.

This guidance applies to mission and non-mission contexts and to all UN agencies, funds and programmes. However, UN agencies, funds and programmes will have their own logistics/procurement policies that should take primacy.

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4. Guiding principles

IDDRS 2.10 on The UN Approach to DDR sets out the main principles that guide all aspects of DDR processes. This section outlines how these principles apply to the planning of logistical support for DDR.

4.1 People centred

Logistics shall be planned and provided for with a people-centred approach. This involves catering to the varied needs (such as dietary, medical and gender-specific requirements) of the participants and beneficiaries of DDR processes, as well as ensuring their safety and security.

4.2. Unconditional release and protection of children

DDR planning shall prioritize the immediate release of children associated with armed forces and groups, irrespective of the status of peace negotiations and/or the development of DDR programmes and DDR-related tools. Child protection agencies shall be able to provide the logistical support to separate children from armed forces and groups and further support to their successful reunification with families and reintegration. All stakeholders in the DDR process, however, should ensure logistical means of supporting the identification and unconditional release of children at all stages of the DDR process.

4.3 Gender responsive and inclusive

The design and delivery of DDR logistics shall address the specific needs of women and girls as well as men and boys. In line with the Sustainable Development Goals, relevant logistics data shall be capable of being disaggregated by gender and age and include adolescents. The specific needs of women, girls, men and boys in logistical support must be accounted for in planning and monitoring, as these considerations must inform the costing and financing of DDR processes. This is particularly relevant where activities directly target ex-combatants and/or specific communities and community members (participants), and where those activities involve in-kind or material benefits.

4.4 Flexible, accountable and transparent

There shall be accountability, transparency and flexibility in using the most appropriate support mechanisms available to ensure efficient and effective planning, implementation and completion of DDR processes, from funding to logistical support. This includes appropriate monitoring and evaluation tools to assess the provision of logistics and evaluate effectiveness, efficiency and any other relevant aspects as described in the results chain and operational plan. For further information, see IDDRS 3.50 on Monitoring and Evaluation of DDR.

5. Approach to logistics planning

Logistics is defined as the process of planning, implementing and controlling the efficient and cost-effective flow and storage of raw materials, goods, cash, equipment and personnel from the point of origin until the completion of an activity, in accordance with the end user's requirements. Proper logistics planning entails considering logistical aspects throughout the various stages of the procurement process. It contributes to efficient procurement processes and reduces the risk of additional costs and delays that may contribute to participants and beneficiaries losing confidence in DDR and to increased risk of destabilization and violence.

There are six general logistics planning considerations in UN missions that should also be applied to logistics planning in DDR:

- **Integrated mission/situational analysis** defines the operational tasks to be performed and the resulting logistical requirements. Some tasks are specified by the mandate, while others are implied. For example, a specified task might be to disarm opposing factions. The implied tasks may include storage of and accountability for weapons and ammunition, destruction procedures, and re-issue procedures. If the mission analysis only notes the specified task, then the resources necessary to perform the implied tasks will be understated. Once the specified and implied tasks are identified, the logistical planner should consider the tasks estimated in relation to the environment in which they are to be executed.
- **Logistical planning factors** are the stipulated relationships between two or more variables, for example, kgs/person/day, which can be used to plan resource needs in detail. If they are not readily available, they should be developed and applied when planning a specific mission or DDR process.
- **Logistical requirements** should be determined for each task in the mission analysis. The resulting 'gross logistical requirements' can then be used by the planner to plan and implement the efficient supply and distribution of supports to DDR teams and relevant actors.
- **Sources of logistical support** for field operations are normally obtained from four main sources: Member States, UN-engaged contractors (either local or international), UN-owned assets and/or host nations.
- **Logistical contributions** are solicited from Member States once logistical requirements are known. The UN will solicit Member States that possess the required logistical capability to provide all or part of the logistical force necessary. The Member States will then indicate what support forces they can make available.
- **Logistical shortfalls** can be assessed once Member State contributions are determined. If identified capability shortfalls cannot be resolved through additional member solicitations or increased host nation or contractor support, the planner should recommend that the operational plan be changed to reflect these differences. Otherwise, the mission may be jeopardized.

5.1 Components of logistics planning

There are some common actions that UN logistical planners should implement in DDR processes. These include but are not limited to the following:

- Preparing logistics and support plans, deployment timelines and budget requirements;
- Developing logistical plans, contingency plans and implementation methodologies and tools to enable effective execution of logistical plans;
- Formulating standard operating procedures, including policies for field logistical support;
- Providing effective and timely planning, oversight, management and coordination of logistics support operations, including integration and monitoring of the implementation of logistics support plans at all field offices;
- Managing logistics operations, including management of logistics assets, materiel, contracts and personnel;
- Ensuring timely, accountable and cost-effective delivery of cargoes, including equipment, raw materials and other assets;
- Ensuring that supervised staff are adequately trained and cross trained, and identifying additional training needs to achieve high working standards;
- Coordinating and providing logistical support to ongoing air, land, sea or rail operations in the field;
- Ensuring that logistical requirements take account of gender-specific needs;
- Coordinating logistical activities with procurement, finance, human resources, policy and other substantive units;
- Developing plans, procedures and reports on materiel assessment and movements and other operational logistical issues, including planning and costing of operational budgets;
- Planning and coordinating logistical support to new, sustaining, expanding, contracting and liquidating field operations;
- Ensuring that accurate and complete accounting, reporting and internal control systems are functioning and that all relevant records are maintained; and
- Coordinating logistical operations with other UN agencies and organizations in the field.

5.2 Fraud and corruption

Fraud is a knowing misrepresentation of the truth or a concealment of a material fact to induce another to act to his or her detriment. Corruption is the act of doing something with an intent to give an advantage inappropriate with official duties, to obtain a benefit, to harm or to improperly influence the actions of another party. Actions taken to instigate, aid, abet, attempt, conspire or cooperate in a fraudulent or corrupt act, also constitute fraud or corruption.

DDR logistical planners shall include due consideration of fraud and corruption risks and the management of same. UN staff members, non-staff personnel, vendors, implementing partners and responsible parties must be aware of their responsibility to prevent fraud and corruption. UN Staff Rules require all staff members to report instances of fraud and corruption. Managers are required to make non-staff personnel,

vendors, implementing partners and responsible parties contracted/engaged by their respective offices aware of the UN policies on fraud and corruption. Vendors, including non-governmental organizations and civil society organizations, should be made aware of and accept that they are subject to the UN Development Programme Vendor Sanction Procedures, through the instructions on fraud and corruption issued within standard bidding documents and their signed bid submission.

6. DDR logistical requirements and support in mission settings

6.1. Areas of support in mission settings

Depending on the specific character of the DDR process, some or all of the following support services may be required:

- **Buildings and contents:** living accommodations; facilities for training participants; equipment; camp construction materials, including outsourcing of construction and management; working accommodations; office furniture; office equipment and supplies.
- **General services and supplies:** fuel; general services such as janitorial and waste disposal; security, including women's specific security needs (bathroom locks, lighted areas at night, augmented security in women's areas).
- **Safety:** fire prevention and precautions, and fire-fighting equipment.
- **Communications and information technology:** communications equipment and infrastructure; computers; tablets as required; biometric devices; identity card machines software, including management information systems (custom design if necessary) and licences.
- **Medical, dental and sanitary services and supplies:** medical and dental services and supplies to respond to diverse needs, hygiene supplies for females, contraception supplies for men and women, prenatal supplies for pregnant women, neonatal supplies, sufficient resources to manage extraordinary disease outbreaks.
- **Movement and transport:** movement control, surface transport, air transport.
- **Hydration and nutrition:** water, food rations, food preparation and supply arrangements.
- **Weapons and ammunition management:** weapons storage, management, and destruction facilities and equipment.

The above support can be ensured directly or through implementing partners. To the extent possible, to foster national ownership, national and local actors shall participate in the logistical support chain.

6.2. DDR statement of requirements in a mission setting

The quality and timeliness of DDR logistical support to a peacekeeping mission depend on the quality and timeliness of information provided by DDR practitioners to logistical planners. DDR practitioners need to state the logistical requirements that fall under the direct managerial or financial scope of the peacekeeping mission.

In principle, DDR practitioners should attempt to get all logistical requirements for UN support to DDR funded out of the regular mission budget. Also, they should identify a (small) number of priority pieces of equipment and services that could be funded from voluntary contributions (which often make it possible to procure locally and with shorter lead times) on a reimbursable basis. The procurement of equipment and services in this way should be carried out according to the rules and regulations of individual agencies.

In contexts where children associated with armed forces and groups are present, DDR logistical arrangements need to take into consideration the unique needs and safeguards required when dealing with them and ensure these are integrated into planning accommodation and services at reception centres.

6.3. Options for the provision of logistical support for DDR processes

The range of logistical support provided to DDR processes will normally include a combination of UN civilian, commercial and military resources. Each of these elements has distinct advantages and disadvantages:

- **UN civilian support** under direct UN control is easily adjusted and can operate in all but the most hostile environments; however, it takes time to assemble the required personnel and equipment, and to establish the necessary organization.
- **Commercial support** comes fully staffed and equipped, but it takes time to put the appropriate contractual arrangements in place, and commercial support cannot always be relied on to operate in hostile conditions.
- **Military support** can operate in the most hostile environments, can be mobilized relatively quickly (depending on the troop-contributing country), and comes fully staffed and equipped. However, military support lacks continuity, because of the need to rotate personnel every 6–12 months. It can be expensive and can also be unpredictable, as resources might be pulled away to address critical emerging security issues (see IDDRS 4.40 on UN Military Roles and Responsibilities).

7. Logistical support to DDR processes in non-mission and mission settings

DDR in non-mission settings is highly varied and can range from joint technical assessments, providing strategic and technical assistance, to supporting or executing a broad set of DDR process activities. Unlike a mission setting, where the mission budget can be used to support DDR, in non-mission settings there is no access to a mission budget.

National Governments may have limited capacity and access to domestic budgets to contribute to DDR in both mission and non-mission settings. Such capacity and financial limitations can mean that implementation of DDR processes by Government is challenging. In such situations, UN institutions may move to direct execution if mandated by the national Government and while DDR remains under the lead of Government. DDR practitioners and planners must be aware of any resource constraints and logistical implications of this situation and shall factor these into their logistical support preparations, planning and implementation.

In both mission and non-mission settings, DDR-related tools include pre-DDR, community violence reduction (CVR), transitional weapons and ammunition management (WAM), DDR mediation support and DDR support to transitional security arrangements. Some tools may be explicitly mandated in mission settings. For example, CVR may be explicitly mandated by a UN Security Council and/or General Assembly resolution. Regardless, the following tools will have implications for logistics.

7.1. Pre-DDR

Pre-DDR activities tend to be local-level transitional stabilization measures implemented where the preconditions for full DDR are not present or where there is an interim need for stabilization and the restoration of security in sensitive areas. Lack of stability and the local focus will present logistical challenges, such as sourcing tools or hardware for cash-for-work activities.

7.2. Community violence reduction

CVR is a bottom-up approach that targets youth at risk of recruitment, community members and armed groups. By virtue of its wide scope, CVR will present varied logistical challenges depending on the activity being implemented. The environment (characterized by widely diffused and localized violence by different non-state armed groups) in which CVR is implemented will also present an array of challenges, all of which should be considered during logistical planning and situational analysis.

7.3. Transitional weapons and ammunition management

Transitional WAM is a series of interim arms control measures that can be implemented by DDR practitioners before, during and after DDR processes, but predominantly when the preconditions for disarmament are not in place. Logistical implications will arise depending upon the nature of the transitional WAM activities. These may include (i) conducting a detailed situational analysis to understand community dynamics, patterns of weapon ownership and how to coordinate activities with the national approach to arms control and management systems; (ii) receiving weapons/ammunition in static camps or via mobile units; (iii) weapons storage management; (iv) ammunition and explosives storage management; (v) transportation of materiel; (vi) monitoring and reporting; (vii) disposal of weapons systems, ammunition and explosives; and (viii) community consultation, sensitization and outreach.

7.4. DDR support to mediation

DDR support to mediation consists of three types of activities that can be undertaken before, during or after the mediation process: (i) direct mediation support, (ii) capacity-building and (iii) analysis. Some activities may have limited logistical implications (for example, providing good practice examples), whereas others may have definite logistical implications (for example, providing sensitization of armed groups).

7.5. DDR support to transitional security arrangements

DDR support to transitional security arrangements has traditionally been focused on avoiding a resumption of armed conflict. Often implemented in mission contexts, activities include the temporary establishment of legitimate non-state security providers, and support may be technical, financial or material. Depending on the kind of support and the environment in which transitional security arrangements are implemented, they may have a wide variety of logistical implications.

Annex A: Abbreviations

CVR	community violence reduction
WAM	weapons and ammunition management

NOTE

Each IDDRS module is current with effect from the date shown on this 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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