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South Sudan DDR Programme Review Report

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Preface

This report is based on a review of the ongoing Disarmament, Demobilization and Reintegration (DDR) in Southern Sudan. It is part of the broader review being conducted by the Stockholm Policy Group (SPG) of the national DDR in Sudan as agreed in the Comprehensive Peace Agreement (CPA). The individual reports of the sub teams for the north and the south were attached to the main report for information and clarity of details. The north sub team consisted of the following members:

Kees Kingma (sub team leader)
Frank Muhereza; and
John Gachie.

The review team for southern Sudan would like to sincerely thank representatives of the Government of Southern Sudan (GoSS), the United Nations (UN) and its agencies, implementing partners and donors to the DDR program for their very positive approach to the review. We are grateful for the willingness of all stakeholders that we have met to discuss and look forward to what would need to be done in terms of successful DDR following the referendum. The team had the pleasure of working and interacting with a large number of highly qualified, committed and creative staff in the relevant agencies.

Executive Summary Southern Sudan Review

The purpose of the review of the Disarmament, Demobilization and Reintegration (DDR) in Sudan is to take stock of the ongoing National DDR program, and to provide forward-looking options and considerations for strategic and programmatic adjustments reflecting the lessons learned to date and the changing conditions on the ground. This report provides such assessment and the review team's recommendations for the DDR in southern Sudan.

The Review Mission concludes that the 2005 Comprehensive Peace Agreement (CPA), which is de facto a ceasefire, was in southern Sudan an insufficient basis for an actual demobilization of active-duty combatants. The demobilization and reintegration support that has taken place so far appears more an expensive livelihoods support program for a limited group of people than a relevant contribution to peace and stability in southern Sudan. From the review conducted, we conclude that the DDR has not been effective in terms of contributing to the reduction of military capability, military expenditure, nor to confidence building measures.

The review found that in the light of the foreseen 90,000 combatants to be demobilized in southern Sudan, the actual numbers that have been assisted thus far is very low. Actual demobilization in southern Sudan only started in 2009. By early December 2010, only 9,736 combatants and women associated with the armed forces (WAAF) had been demobilized, and even less assisted in their reintegration. The DDR faced serious delays that were mostly due to a combination of lack of willingness of the key actors to actually start to downsize the active-duty forces and to general and genuine challenges of designing and implementing such complex exercise in a difficult environment. Ineffective and incoherent communication on the DDR has also seriously weakened the operation. The demobilization and subsequent reinsertion and reintegration support showed several operational disconnects between the Southern Sudan Disarmament, Demobilization and Reintegration Commission (SSDDRC), the Sudanese People's Liberation Army (SPLA), the UN Mission in Sudan (UNMIS) and the UN Development Programme (UNDP) – regarding policy as well as operational matters.

The Review Team observes a general consensus that no matter what the political environment will be over the next few years, a large number of combatants would still need to be assisted in their demobilization and reintegration in southern Sudan. The current number of people under arms is far too much of a burden on the national budget of southern Sudan. The post-CPA DDR caseload in southern Sudan could be as high as 130,000 combatants.

The Review Mission recommends redesigning and starting DDR in southern Sudan on a new footing before beginning to demobilize Phase II (active-duty SPLA). The current situation, in the run-up to the referendum in which the people of southern Sudan will be able to choose between unity with the North or independence, brings a level of uncertainty. However, the new situation that will exist in a few months from now also provides an opportunity to look afresh at whether any demobilization would be required and, if so, how it could best be organized and managed.

Some of the main recommendations flowing from the review in southern Sudan are:

1. Any new DDR in southern Sudan, beyond Phase I, needs to be initiated, owned and lead by the Government of Southern Sudan (GoSS);
2. An active role of the SPLA in the DDR is essential, both in linking the DDR to Security Sector Reform (SSR), as well as by starting to prepare the combatants for DDR while they are still within the forces;
3. Any future demobilization in southern Sudan should be preceded by the GoSS taking the lead in developing a comprehensive and truly joint information and sensitization strategy, so that the combatants and society at large know what to expect and prepare for;

4. The cash component in the reinsertion package could be increased and paid in several instalments;
5. Innovative holding patterns – both within the SPLA and after demobilization – could be introduced in order to facilitate the return to civilian life;
6. All relevant actors need to build a clear reintegration perspective in their activities, right from the initial counselling and the design and use of the reinsertion packages;
7. The new DDR design should consider replacing the targeted reintegration support. Several other support efforts could replace the targeted support. First, additional cash provided (over time) in the reinsertion package would assist the ex-combatants further into the reintegration process and prevent that the new caseloads would feel that they would be worse off than those assisted in Phase I. Secondly, the program should move towards more needs-based support to ex-combatants, especially for the most vulnerable ones. It would need to be based on a solid understanding of both the profiles of ex-combatants and the opportunities in the economy;
8. A future DDR would need to deal much more specifically with the needs of the disabled combatants currently still in the ranks of the SPLA;
9. Ways of dual targeting would be recommended, as well as enhanced community-based and social reintegration support;
10. WAAF do need support in their reintegration process, but such support would preferably not be managed through the demobilization process, which could even have a negative effect on them;
11. A ‘weapons-linked-to-development’ approach is to be used to improve the control of small arms and light weapons in society; and
12. In any future DDR operation, the management of the process needs to be done from one single unit and with all the relevant headquarter staff based in one single location.

The main findings and recommendations of the report are listed more extensively in the final section of this report.

As annexes to this report, two short notes are included on:

- A. What is working and what is not, and what can be done better; and
- B. Issues for further research.

Acronyms

AA	Assembly Area
AAH	Action Africa Hilfe
AEC	Assessment and Evaluation Committee
CAAF	Children associated with armed forces
CBRS	Community Based Reintegration and Security
CPA	Comprehensive Peace Agreement
CSAC	Community Security and Small Arms Control
DDR	Disarmament, demobilization, and reintegration
GNU	Government of National Unity
GoSS	Government of Southern Sudan
GTZ	Deutsche Gesellschaft fuer Technische Zusammenarbeit
ICRS	Information, Counselling and Referral System
IDDRP	Interim Disarmament, Demobilization and Reintegration Programme
IDDRS	Integrated Disarmament, Demobilization, and Reintegration Standards
IDP	Internally displaced person
IUNDDR Unit	Integrated United Nations Disarmament, Demobilization and Reintegration Unit
IP	Implementing Partner
JDDRC	Joint Disarmament Demobilization Reintegration Commission
JICA	Japan International Cooperation Agency
LoA	Letter of Agreement
MYDDRP	Multi-Year Disarmament, Demobilization and Reintegration Programme
NCP	National Congress Party
NGO	Non-governmental organisation
NSDRC	Northern Sudan Disarmament, Demobilization and Reintegration Commission
OAG	Other Armed Group
PI	Public Information
RFP	Request for Proposals
RTCC	Reintegration Technical Coordination Committee
SAF	Sudan Armed Forces
SNG	Special Needs Group
SOP	Standard Operating Procedure
SPLA	Sudan People's Liberation Army
SPLM	Sudan People's Liberation Movement
SSBCSAC	Southern Sudan Bureau for Community Security and Arms Control
SSDDRC	Southern Sudan Disarmament, Demobilization and Reintegration Commission
SSR	Security sector reform
UNDP	United Nations Development Programme
UNMIS	United Nations Mission in Sudan
WAAF	Women associated with armed forces

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Introduction and Background

Disarmament, demobilization and reintegration (DDR) is an integral part of Sudan's Comprehensive Peace Agreement (CPA). In accordance with the National DDR Strategic Plan (November 2007), the *main objective* of DDR in the Sudan is to "contribute to creating an enabling environment for human security and provide support to post-peace agreement social stabilization across Sudan, particularly in war-affected areas." Strengthening security through disarmament, demobilization and reintegration of ex-combatants into a productive civilian life is an essential element for stabilization and peaceful development.

Given the forthcoming referendum in the south on January 9, 2011, it is considered timely for this Review Mission to take stock of the ongoing National DDR program, and to provide forward looking options and considerations for strategic and programmatic adjustments reflecting the lessons learned to date and the changing conditions on the ground. This matches the request of the DDR partners in Sudan¹ for the Review Mission to explore program options beyond the current individual focus that: (a) provides a more community-based approach that strengthens the absorption capacity of communities through economic recovery and development projects; (b) uses transit camps to provide training before discharge from the Sudanese People's Liberation Army (SPLA); and (c) builds institutional capacity and strong engagement by state line ministries to support large-scale infrastructure or agricultural employment schemes.

The present report looks at the specific issues, context and needs in southern Sudan. It acknowledges that many of the issues raised are similar and/or closely linked to the implementation of the national DDR program in the North. However there are also many contextual issues and needs that are unique to the south. In this report the Review Team assesses the performance, outlines the challenges, and provides possible elements of adjustment for the future. The Review Team would like to reiterate that the review exercise is neither an evaluation, nor a redesign of the program. As per the terms of reference (ToR), the exercise examines the southern part of the DDR program and its implementation to date and presents an analysis and proposals to improve the, relevance, efficiency, and effectiveness.

The overall Sudan DDR Review Team is lead by Nat Colletta. The team specifically looking at southern Sudan consists of Kees Kingma (leader), John Gachie and Frank E. Muhereza.

The Review Team arrived in Juba on November 2, 2010 and departed the week of November 22, 2010. During this period a progress report was presented at a DDR Review Conference in the south on November 15-16, 2010. The team made visits to Aweil, Rumbek, Yei and Wau. The review also benefited significantly from the presentations and discussions in the DDR Review Conference held in Juba, November 15-16, 2010. Kees Kingma returned to Juba on December 12, to make a presentation of the draft report to key stakeholders at the southern Sudan Disarmament, Demobilization and Reintegration Commission (SSDDRC) on December 13.

1.1 Authorizing Environment

The DDR process as captured in the Security Arrangement of the CPA was envisaged as an interim security measure that would address the core issues of proportional force downsizing, rationalization and standardization in the creation/formation of a national Sudanese Army. The parties to the CPA agreed to implement a DDR process anchored on Chapter Five of the agreement.² The DDR program is thus an integral part of the CPA. It places the program within a "comprehensive process of national reconciliation and healing throughout the country as part of the peace and confidence building

¹ See the terms of reference (ToR) as included in the request for proposals (RFP) for this Review.

² Security Arrangements, Annexure 1: Permanent Ceasefire and Security Arrangements Implementation Modalities and Appendices, Part III: Demobilization, Disarmament, Re-Integration and Reconciliation, pp. 118-121.

measures,” with the overall objective to “contribute to creating an enabling environment to human security and to support post-peace-agreement social stabilization across the Sudan.”

The Machakos protocol of the CPA further envisions a general plan for repatriation, resettlement, rehabilitation, reconstruction, and development to address the needs of those areas affected by the war and to redress the historical imbalances of development and resources allocation.

The preamble to the Permanent Ceasefire and Security Arrangements Implementation Modalities signed on December 31, 2004, captures the essence of the DDR process thus “Aware of the fact that Disarmament, Demobilization and Reintegration (DDR) of ex-combatants are crucial components for a secure and peaceful Sudan, [the parties] commit themselves to credible, transparent and effective DDR processes which will support the ex-combatants’ transition to productive civilian life.”

The most striking component of the security arrangements was the restriction regarding all other forces excluding the Sudan People’s Liberation Army (SPLA) and the Sudan Armed Forces (SAF). In this process all Other Armed Groups (OAGs) were allowed to align and or be absorbed into either of the two principal armies. The parties further committed to “proportional downsizing” and pledged to engage in DDR processes with assistance from the international community for the benefit of those to be affected by force reduction and demobilization.

The parties to the Sudanese Comprehensive Peace Agreement (CPA) were well aware that they represented two differing visions and held contradictory legal-political assumptions. At the core of the agreement was a fundamental weakness of aligning the primacy of national unity and sovereignty of Sudan with the inherent right of self-determination for the people of southern Sudan, as envisaged by the Machakos Protocol of 2002.

In the National DDR Strategic Plan of 2007 the parties elaborated further that the main objective of DDR in the Sudan is “to contribute to creating an enabling environment to human security and support post-peace agreement social stabilization across Sudan, particularly in war-affected areas.” And, in the process strengthen security through disarmament, demobilization and re-integration of ex-combatants into a productive civilian life as an essential element for stabilization and peaceful development.

In this regard, the National DDR Strategic Plan, its inception, implementation and in particular, the execution, management and policy development, were not CPA compliant as it failed to accommodate the One-Country Two-Systems principle that is the bedrock of the peace agreement. This cardinal departure from the onset compromised the DDR process in the eyes of the Sudan Peoples Liberation Army/Movement (SPLA/M) and led to lack of national ownership of the process. The current DDR design is in the south thus perceived to be Unitarian, in particular with regard to its management structure and operational procedures which require the SSDDRC and the supporting UN (UNDP/UNMIS) DDR structures to defer to ‘Khartoum’ for policy, management and funding issues.

The optimal size of the armed forces is addressed as an issue for resolution following the CPA arrangements. However, the future status, composition, size and mandate of the armed forces (SAF and/or SPLA) are yet to be clarified. Despite the official abolishment of Other Armed Groups (OAGs), the existing armed individuals with affiliation to former militia, rebel groups, local defence forces and other non-affiliated combatants are uncertain in numbers.

The current relative peace and stability in Sudan though attributed to the CPA provisions and security arrangements is due to a large measure to heavy diplomatic and financial engagement by the international actors. This engagement has helped the parties maintain control over evolving political processes without a relapse into full-scale armed conflict.

For southern Sudan, the DDR posed urgent challenges in terms of security, logistics and infrastructure. In the absence of supporting social-political and economic infrastructure and systems to embed the

DDR process, the GoSS was suspicious and wary of a process that was planned, directed, and implemented from Khartoum.

The DDR process was used by both parties to jettison excess, disloyal and or dysfunctional caseload of OAG combatants. On the part of the SPLA, the DDR process provided a pilot scheme of disengaging downstream a none-loyal and distrusted excess load of hitherto militia combatants accommodated as result of South-South Dialogue. In the wake of Juba Declaration of 2006, the SPLA had to accommodate over 34,000 new combatants from the South Sudan Defence Forces (SSDF) within its bloated standing list.

The Juba Declaration did not have explicit DDR imperatives and requirements as it was primarily an agreement between the SPLA/M and the then SSDF leadership to integrate its combatants into the SPLA main stream forces as part of the South-South Dialogue as envisaged in the CPA. As a consequence of the Juba Declaration, the command structure of the SPLA was reviewed, and a hitherto non-existent position of Deputy Commander-in-Chief was created to accommodate the Commander of the SSDF. The implicit DDR component of the Juba Declaration was that the militia groups in the south that were merged into the SPLA would be eligible for the DDR process.

The agreement also failed to account for the deep social-political and religious divide and distrust between the parties wrought on by decades of war. In this regard, both parties were highly unlikely to expend the necessary political goodwill and faith in the implementing the accord. As the Assessment and Evaluation Committee (AEC) notes, nearly all bench marks and mile stones in the agreement have not met their deadlines, including the national consensus, the national elections and force withdrawal and redeployment.

Perhaps the major assumption was the failure to acknowledge that Sudan was engaged in multiple conflicts at the time of the peace agreement, which would compromise the Disarmament, Demobilization and Reintegration process. Indeed, Sudan is a signatory to three concurrent peace agreements that are not fully implemented, namely CPA (2005), the Darfur Agreement (2006) and Eastern Sudan Agreement (2006) and it would have untenable for Sudan Armed Forces to disarm and demobilize. In light of these agreements and realities on the ground it was unrealistic on the part of the international community to expect full compliance from the Sudanese Government. In the same vein, it was untenable to expect similar compliance to the DDR process by the SPLA/M in lieu of the post-referendum outcomes and in particular, the threat analysis that would have to address multiple militia groups operating in the south.

A 2008 Saferworld report on the DDR experience in Sudan captures the essence and dilemma thus “central to the challenges to the success of the CPA is the reality that it represents only a partial peace. Firstly, because it was an agreement between the two main parties and its success will be dependent on bringing in other contending groups during implementation. Secondly, the agreement defers major issues until 2011 – after referendum on southern self-determination – giving the impression that it is essentially a ceasefire permitting both parties to consolidate their positions and seek security and political gains during the interim period.”³

A major structural weakness if not contradiction in the CPA was the failure to extract firm commitments from both parties with regard to final force configuration, strengths and deployment status and deferring these issues until the post referendum period. In any event, the agreement was perceived by both parties as a partial peace and in the process allowing both parties to rearm and restructure, if not to reorganise, in case hostilities were to resume.

Neither the CPA, nor the 2007 National DDR Strategic Plan did provide a framework for verification of disarmament, discharge or of the following arms management and control, by an independent external body. UNMIS has no mandate to monitor the disarmament and discharge of individual

³ Saferworld. Developing integrated approaches to post-conflict security and recovery: A case study of Integrated DDR in Sudan, July 2008.

soldiers, and neither of the commissions has normally been present at the time of discharge from the armed forces.

The SAF and SPLA internal processes of discharge and disarmament do not include an arms reduction process. Weapons are collected and stored under control of each army. The agreement was designed for a situation in which two armed forces agree to engage in a process of demilitarization, peace-building and mutual trust – the reverse is true as both parties have continued to move heavy weaponry and large consignments of small arms in the ceasefire zones according to Joint Monitoring Team reports. The momentum that existed at the time of signing the CPA has progressively waned and been replaced by mutual suspicion and hostility.

The agreement was primarily between the dominant forces in the Sudan conflict. In the south it failed to address other conflicts waged by proxy militia groups that were aligned, funded and supported by Sudan Armed Forces (SAF). These moribund militia groups continue to pose major security threat in southern Sudan and could delay, affect, hamper the DDR processes.

The current DDR design is in the south perceived to be Unitarian and serves the interest of its partner in the North and as it is currently implemented favours the SAF. The ground realities are more complex than anticipated by the drafters of the National DDR Strategic Plan. Neither the SPLA nor the SAF have displayed much appetite to supporting a fully-fledged DDR process owing to political and military uncertainties related to contentious provisions of the CPA.

It would be imperative therefore to review the current DDR strategy in the post-referendum period to address structural flaws in design, execution and implementation and embed the core principal of national ownership in light of the outcome of the referendum.

1.2 Evolving Political Situation

Sudan is on the midst of a major social, political, economic and military transformation as it enters the final phase of the peace agreement. The countdown to the critical vote on self-determination for the people of southern Sudan looms without the requisite foundation for mutually beneficial post-CPA arrangements.

The anxieties around political events in the lead-up to the referendum only compounds Sudan's social-political and economic vulnerabilities, and in particular, poses a latent threat to national security given the high numbers of combatants under arms. In the absence of a comprehensive and binding post-CPA global agreement on citizenship and nationality, natural resource management over oil and water, security, currency, assets, and liabilities including international treaties, Sudan faces its most defining and singular moment since independence in 1956. Regardless of the referendum's outcome, the two principal parties to the CPA must negotiate Sudan's North-South future to avoid conflict and open war.

In the interim both principal parties, despite robust high-level international engagement are beholden to the traditional Sudanese political strategy and tactics – brinkmanship. These tactics threaten to turn post referendum negotiations into a game that might unravel at each and every turn and stage.

The latest brief by the International Crisis Group on the Sudan aptly captures the essence thus “But the absence of a basic blue-print for post 2011 relationship between North and south contributes to uncertainties about the political and economic future of each, risks the referendum being viewed as a zero-sum game and thus sustains fears about the smooth conduct of the exercise and acceptance of its result.”⁴

⁴ International Crisis Group. Negotiating Sudan's North South Future. Update briefing, November 23, 2010.

The need for movement and progress by both parties on post-referendum arrangements regardless of the outcome is critical in creating a framework agreement that will serve as the building block for detailed negotiations on key issues of nationality, citizenship, currency, border movement, and property and residency rights. At the moment, despite strenuous mediation efforts by the international community these have yielded little results.

As a speech by President Salva Kiir to the 16th Extraordinary Summit of IGAD Heads of State and Government on Sudan held in Addis Ababa, Ethiopia on November 23, 2010 captures, “we are genuinely willing to negotiate with our brothers and sisters in the North. We are committed to work in a spirit of partnership to create peaceful and sustainable good relations between northern and southern Sudan regardless of the outcome of the referendum.” He added, “it is in our interest to see to it that the North remains a viable state, just as it should be in the interest of the North to see southern Sudan emerge as a viable state too.”

With little progress after months of high-level diplomatic engagement, the African Union High-Level Implementation Panel, the UN Secretary-General Panel on the Sudan and the United States Special Envoy to Sudan have jump-started the stalled negotiations. Though optimistic, progress has been slow and disjointed as each party seeks to extort maximum concessions with the minimum of effort and neither party is averse to employing belligerent rhetoric for domestic and external leveraging. Mistrust between the parties remains high, compounded by the lack of progress on key CPA protocols and benchmarks, the most critical and potential trigger and flash-point being the Abyei referendum standoff and border demarcation.

In such an evolving and fragile environment the atmosphere does not lend itself to national consensus-building nor to a win-win post referendum scenario. Both parties are ensnared to employing their leverage at the eleventh hour to gain significant concessions from each other. This stalling negotiating strategy and tactic is used by the ruling National Congress Party (NCP) in Khartoum which faces widespread domestic political censure in the North regarding the entire CPA negotiating process.

Given the above political context, the DDR process is stymied and contextualized through the prism of future military-cum-security imperatives of the two parties in the post-CPA situation. A key concern is the fate and status of the OAGs. For the SPLA/M, the referendum is the fulcrum that all issues revolve around. For the NCP the DDR offers, ironically, its best opportunity to negotiate both an internal and external golden handshake. In short, it provides a convenient means of rewarding those, especially PDF and OAGs who fought on their behalf, perhaps using international funding to do so in the process.

The self-determination vote outcome will be a defining moment that will shake the political foundation of the country. The need for a post-referendum framework agreement is imperative if the country is to avoid widespread conflict and a slide to open war. As a recent report by the Rift Valley Institute notes “*Relations between the SPLM and the National Congress Party (...) have become acrimonious; public statements are confrontational; resolution of disputes has been repeatedly delayed (...) delays are used as stalling and spoiling tactic (...) both kinds of delay threaten the process.*”⁵ The CPA does not explicitly require border demarcation as a precondition for the holding of the referendum – a point the SPLM/GoSS has repeatedly sought to explain and impress without much success.

It is in the same vein that international community has sought to engage both parties to agree to a framework agreement that would address all moot issues. As the International Crisis Group (ICG) report argues “such an agreement should also ensure that a mechanism is firmly in place so that negotiations can continue beyond January – up to (and possibly beyond) July 2011, the date on which

⁵ Rift Valley Institute. Race Against Time: The Countdown to the referenda in Southern Sudan and Abyei (October 2010).

both the CPA expires, and the south might expect to attain independence, if it votes secession, as expected.”

1.3 Socioeconomic Context

The DDR program is being undertaken in a socioeconomic context where the national economy is underdeveloped, implying very limited opportunities for sustainable economic reintegration of demobilized combatants. The economic base is very small. Most production is for subsistence. Even basic consumer items in the towns have been imported, such as most vegetables and eggs. Decades of war have left their mark on the physical infrastructure and institutional capacity, especially outside the urban areas. All basic social services are seriously lacking. The institutions of the State are lacking in most parts of southern Sudan, and where these institutions exist, they are seriously under-resourced and constrained in their operations. In most of the rural communities, poverty conditions are widespread. Adult literacy levels are extremely low. Skilled manpower is difficult to attract outside of the capital city of Juba. Sections 2.2.3 and 2.4.1 below will elaborate on the above context and the implications of this socioeconomic environment for the reintegration processes.

2 Program: Objectives, Strategy and Considerations for Improvements

2.1 Disarmament and Arms Control

2.1.1 Arms Collection, Storage and Disposal

Current Status and challenges:

The actual disarmament is not part of the DDR, as agreed under the CPA. In fact, the first ‘D’ of the DDR in Sudan should thus not have been included in the term. The SPLA ensures that combatants report for demobilization. At the point of pre-registration the combatants have already been disarmed by the SPLA, and weapons remain thus under its control. As a result, the UN has incomplete information into how the actual disarmament takes place and where the weapons have gone. It is only recorded on the discharge certificates – and therefore in the Disarmament, Reintegration, and Arms Management System (DREAM) – which combatants have handed in weapons. At the time of the review the system indicated that 4,557 weapons had been handed in (in Juba and Rumbek), which implies that 52% of the demobilized combatants⁶ (excluding the women associated with the armed forces – WAAF) handed in a weapon. As soon as people report for the UNMIS-led part of the process they no longer have any weapons. We can therefore also not draw any conclusions whether the demobilization has any impact on the availability and control of weapons in the country. One can assume that weapons in SPLA armouries are safer than those in the hands of individual soldiers. But one can also raise questions whether the demobilized soldiers have always remained unarmed. There are no indications as such, but it would be possible that the SPLA has in some cases handed them their weapon back once they had gone through the entire process. There is also the local concern expressed throughout the review process that it is culturally acceptable to bear arms to protect one’s cattle and other assets. In a situation where the reach and capacity of the state to provide security and enforce the rule of law is weak, it is rational for one to want to retain weapons as a last means of defence of one’s assets and family.

The Way Forward:

- Looking towards the future, it would appear self-evident that the SPLA remains in control of all its weapons. The only issue that the international partners who are supporting this process could raise would be the possible guarantee that those people that have been demobilized would indeed no longer have access to SPLA weapons. The larger problem in the country is that of uncontrolled weapons, which will be discussed below. In parallel to the demobilization it would be a useful confidence building measure if the SPLA would show clearly that it is not and will not distribute weapons to people who are not (or no longer) recognized members of its forces.

2.1.2 ‘Soft’ Arms Management

Current Status:

Two decades of armed conflicts in southern Sudan exposed almost all the communities to the vagaries of war, in which the largest percentage of the able-bodied males and females were at some point in their lives involved with the fighting, in one way or the other, whether directly or indirectly. Many people in these communities were therefore exposed to small arms and light weapons (SALW). It is estimated that the weapons held by civilians amount to 1,240,000, which is about four weapons per

⁶ To date 9,736 combatants have been demobilized in Southern Sudan (see Table 1).

every 100 citizens in Sudan. While this is almost more than double the number of the weapons held by armed groups in Sudan, the dearth of statistics on actual number suggests that the actual number of firearms in civilian hands could actually be higher, especially in southern Sudan.

The sources of these firearms are mainly internal, although cross-border dimensions have also played a critical role. There have been reports that even after the CPA, a large number of small arms in the possession of non-state armed groups in the south have continued to originate largely from inventories of both the SPLA and SAF. High levels of small arms and ammunition have continued to circulate, particularly in Jonglei, Upper Nile, Western Equatoria and the Transitional Areas, partly as a response to the continuing insecurity and partly as a result of the inability or unwillingness of the GoSS to protect communities in these areas.⁷ Small arms are readily available from a number of other sources within southern Sudan, including *“un-recovered civil war arms caches, poorly secured SPLA and disarmed militia stockpiles, and military weapons held by civilians. Moreover, considerable sums of money given to the leaders of armed communities and groups during some disarmament could be used to procure fresh weapons independently of SAF assistance.”*⁸ It has been reported that the best-functioning weapons collected during civilian disarmament exercises in Jonglei in mid-2006 and late-2008 were redistributed to local police – and in some cases recycled into SPLA stocks themselves.⁹

In the past, there have been efforts by the SPLA to collect firearms from armed civilians and other non-state actors. These efforts have included both voluntary as well as forceful disarmament. SPLA has carried out disarmament campaigns in various parts of southern Sudan, including parts of Jonglei, Warrap, Unity and Lakes States. In some places, the SPLA encountered resistance, which at times turned into bloody confrontations (for example in Jonglei). There have also been recurrent incidents of looting of weapons collected during disarmament from the SPLA/GoSS stores.¹⁰

UNDP has supported the Southern Sudan Bureau for Community Security and Arms Control (SSBCSAC) to develop policies and legislation for regulating ownership and use of small arms. The legal and policy framework has not yet been finalized. Proper mechanisms for stockpile management are not yet in place. There have not been any excess or obsolete stocks destroyed in southern Sudan, so far.

Issues and Challenges:

- The policy and legal framework necessary for controlling small arms proliferation in the communities has not yet been finalized. The primary responsibility of the SSBCSAC is to provide an institutional framework for controlling small arms proliferation. A similar institutional framework is not yet in place at state level and below.
- In many states including Jonglei, Warrap, Unity and Lakes States, attempts by the SPLA between 2006 and 2009 to disarm the civilian both peacefully and forceful have been resisted, resulting in bloody confrontations. Some of the arms that were voluntarily collected from civilians may have been recycled back to the population, which defeated the purpose of undertaking disarmament. Proper mechanisms for arms control, storage and eventual destruction have not yet been put in place.

The Way Forward:

- The development of a policy and legal framework in southern Sudan for the control of small arms should be fast-tracked. Considerable regional expertise is already available in this area, which has been built among others with support from UNDP country programs (e.g. Uganda and Kenya)

⁷ Small Arms Survey, 2009: 54.

⁸ Small Arms Survey, 2009: 51.

⁹ Small Arms Survey, 2009: 36.

¹⁰ See UNDP/ South Sudan Bureau for Community Security and Arms Control, *‘Eastern Equatoria State Consultation Report, 1 March – 10 April 2010.*

through the Regional Centre for the Control of Small Arms and Light Weapons in the Great Lakes Region, the Horn of Africa and Bordering States (RECSA) and the respective National Focal Points for the Control of Small Arms and Light Weapons. The SSBCSAC should be supported to domesticate international instruments intended to prevent, control and reduce the proliferation of SALW.¹¹

- It is proposed that a ‘weapons-linked-to-development’ approach be used to undertake disarmament in southern Sudan. In this community-based approach, communities should be persuaded to voluntarily surrender their firearms in return for which GoSS in collaboration with its development partners should increase ongoing development interventions to address community-identified drivers of insecurity. The community projects identified under community security action plans through county level community consultations should be funded without pre-conditions. However, additional development initiatives should be linked to cooperation from the community by surrendering any remaining weapons. As the peace dividends become real (with increased presence of the state), community cooperation in voluntary surrender of weapons will become automatic.

2.2 Demobilization

According to the CPA, 90,000 members of the SPLA would be demobilized. But it was also understood that the SPLA would absorb new members following the CPA signing. As explained above, after the signing of the CPA, OAGs in southern Sudan were required to realign with the SPLA. All combatants who were considered to be of adult age were pre-registered for inclusion on the list of forces under SPLA. Those not selected for integration in military, police, wildlife services or permanent employment in the public sector were considered eligible for demobilization. To be considered a member of SPLA, each candidate to be demobilized had to be certified in writing by his/her superior commanding officer, to attest that the members belonged to his/her unit, having been recruited before the signing of the CPA.

The target number to be demobilized under Phase I is 36,641, of those belonging to the Special Needs Group (SNG). Subsequently, about 53,400 SPLA active-duty forces were to be demobilized, as Phase II. The progress to date has been much less than foreseen. The statistics provided by UNDP show the following (as at December 2, 2010):

Table 1

Cumulative demobilization and reintegration in southern Sudan	
Demobilized	9,736
of which:	
- male	5,007
- female	3,751
- WAAF	978
Registered with implementing partners	7,728
Received start-up kit	1,594
Received training	3,261

Source: UNDP

¹¹ Some of the international best practice guidelines that need to be adapted to the specific realities of Southern Sudan include the following: Best Practice Guide on Marking, Record-keeping and Traceability of Small Arms and Light Weapons; Best Practice Guide on the Definition and Indicators of a Surplus of Small Arms and Light Weapons; Best Practice Guidelines on Small Arms and Light Weapons in Disarmament, Demobilization & Reintegration (DD&R) Processes; Best Practice Guide on National Procedures for Stockpile Management and Security, and Best Practice Guide on National Procedures for the Destruction of Small Arms and Light Weapons.¹¹ Sudan is a signatory to the Nairobi Protocol for the Prevention, Control and Reduction of Small Arms and Light Weapons in the Great Lakes Region, the Horn of Africa and Bordering States, of April 2004. The Southern Sudan Bureau for Community Security and Arms Control should be facilitated to adopt the Best Practice Guidelines for the implementation of the Nairobi Protocols on Small Arms and Light Weapons. These Best Practice Guidelines are available at: <http://www.recsasec.org/pdf/Best%20Practice%20Guidelines%20Book.pdf>.

2.2.1 Registration, eligibility criteria and verification

Current Status

The demobilization of combatants in southern Sudan started at Mangala in Central Equatoria State (2,116 combatants – 10 June to 31 August 2009); then Rumbek in Lakes States (3,675 combatants – 23 October 2009 to 14 May 2010); Aweil in Northern Bahr El Ghazal State (2,844 combatants – 7 July to 29 September 2010). At the time of the Review Mission, demobilization was ongoing in Torit, Eastern Equatoria State. It started on 14 October 2010, but was stopped again due to eligibility issues. On 9 November, demobilization commenced in Wau in Western Bahr El Ghazal State.

The overall number of combatants and WAAF that has been demobilized thus far is 9,736, as shown in Table 1. This clearly shows that much less demobilization has taken place than foreseen. Only 11% of the original target for southern Sudan has been demobilized, and only 26% of the SNG target (Phase I). Moreover, 10% of the demobilized were no combatants, but WAAF, who are receiving the same benefits as the ex-combatants. It is also clear that the demobilization has thus far not yet affected the military capability of the SPLA. It is noteworthy that outside the DDR program under review, more than 3,000 children have been released by the SPLA since 2005. Since 2008, UNICEF has supported 500.

It should be noted that the team was informed that in some instances the demobilization has in fact been reversed, since a number of fighters have been put back on the SPLA payroll after their demobilization. This would make the reliability (or relevance) of the above statistics questionable. It also questions in fact the credibility and viability of the entire DDR effort.

The entire DDR support program starts with a list that is prepared by the SPLA at the state level. The list is checked against the payroll of the SPLA. Subsequently the list is forwarded to the SSDDRC for its approval, which in turn forwards the list to UNMIS. (For more detail on the process, see Annex.)

Demobilization in the south is taking place in up to three locations simultaneously. The agreed number of demobilizations per day per site is 50-60. According to UNMIS this could go up to about 100 per day per site. On their discharge certificates, the following information about ex-combatants is indicated: name, age; military identification number and rank; date of enrolment into SPLA, as well as discharge; units in the military and state where they were discharged from; the nature of firearms and amount of ammunition in their possession.

In late 2009 serious problems were identified in the eligibility and verification process of ex-combatants and WAAF.¹² The entire demobilization was suspended in order to allow improvements in the process. A new Standard Operating Procedure (SOP) was developed, which is now being applied. According to UNMIS, the Joint Verification Team (JVT) now rejects about 23% of those reporting for demobilization. Of the WAAF, about 60% are being rejected. To verify the WAAF before they enter into the process, the International Organisation for Migration (IOM) runs a questionnaire on behalf of the SSDDRC, which was designed by SSDDRC, UNMIS and UNDP, based on the SOP on WAAF.

Issues and Challenges:

- There have always been some problems with the DDR master-list. Sometimes the serial numbers did not match with the names. Enumerators who were used in the preparation of the DDR master-list were not properly trained. Sometimes names have not been written in their proper order as ex-combatants are using them. Sometimes, the wrong names have been used on the IDs. Sometimes names of parents indicated in the master-list did not correspond with what the ex-combatants were saying. It is therefore still doubtful that the screening process by SPLA payroll section and the SSDDRC is sufficient. One of the lists (quickly) looked at by the team passed through these stages

¹² Rowe and Banal, 2009.

without even one single correction. The process does not include a comparison between the demobilized and the original pre-registration list.

- States bordering the North have been exposed to armed conflicts much longer than any other areas. In Aweil, caseworkers encountered significant difficulties dealing with ex-combatants who had self-demobilized after the CPA. On learning that their colleagues who had remained in the barracks were getting packages, they came back demanding that they also be included on the lists of beneficiaries. Their names were not on the master-list.
- The master-list is unavailable to the SSDDRC until when ex-combatants are presented at the assembly area (AA). The profiling of combatants using the Disarmament, Reintegration, and Arms Management System (DREAM) database should start earlier. The data can then be made available for planning to provide appropriate reintegration support. Data such as preferred resettlement location, gender, age, pre-military occupation, additional (non-military) skills acquired while in the army, could help implementing partners prepare more adequately to support reintegration.
- The use of thumbprints for identification is problematic, because they are usually not properly captured. The system can therefore not be used.
- In relatively remote places, the SPLA commanders of units with young combatants are often creating hurdles for the release of children associated with armed forces.

The Way Forward:

- Despite the new SOP, it is still likely that ineligible people are able to get their name on the list of SNGs to be demobilized. Of the international partners, the UN Mission in Sudan (UNMIS) is the best positioned to take appropriate action. Meanwhile improved screening is required to minimize abuse.
- The decision on how many SPLA will be demobilized beyond Phase I will ultimately be that of the GoSS itself. What exactly will be the numbers and timeframe will likely depend on several factors, such as the outcome of the referendum, the perceived security threats, the reorganisation and modernization process of the SPLA, the number of soldiers recruited by the SPLA, and the pressures to economize.

2.2.2 Assembly, profiling, services and discharge

In the AAs a large number of services take place in a very short spell of time – only one day. The sequence is quite well organized, but it is doubtful that the ex-combatants benefit from the services in an optimal fashion. Most observers agree that there is need for a longer process in which the profiling and initial services to the ex-combatants can take place. Since the distances are significant, returning for follow-up sessions is costly and time-consuming.

Service Discharge:

After being disarmed, ex-combatants are given discharge certificates, a pass to enable them to move from the barracks to wherever an AA has been set up.

Assembly Areas:

After being discharged, ex-combatants are transported by the SPLA from their barracks to an AA outside the barracks, but close enough to the demobilisation site. The AA at Wau was between 30-45

minutes walking distance from the demobilisation site. It was an open field used as football playing field by a nearby primary school and community. Apart from a tent, there were no basic social amenities and facilities at the AA (not even toilet and sanitation facilities, and a perimeter fence). At the Wau AA, IOM repaired an existing borehole to provide safe drinking water. Mapel barracks is 100 km from Wau on bad roads, which takes more than three hours. Transport of combatants from the SPLA barracks is usually provided by UNMIS, at the request of SPLA. Sometimes, the transport is not readily available to take ex-combatants to the AA. If they arrive late at the AA, they will be expected to spend the night there, which creates logistical challenges, as there are no appropriate facilities. At the AA, every ex-combatant who had a discharge certificate is issued an eligibility verification form, which will be produced at the gate of the demobilisation site, as an indication that the person has been officially released for demobilisation.

Eligibility Verification:

The verification of eligibility takes place at the demobilisation site. Security at the site is provided by UN Military Observers (UNMO), which performs security checks on the ex-combatants before they are allowed access to the premises of the demobilisation site. Eligibility verification is carried out by UNMIS, in collaboration with the SSDDRC representative in the state, a representative of the SPLA, and UNMO. It involves cross-checking the basic biographic information (such as names, age, mother's name, military rank and unit) provided by the ex-combatants with the details contained in the 'master-list' provided by SPLA containing names of discharged combatants. Once a person has been verified as eligible for demobilisation, he/she proceeds for general briefing.

Orientation briefing:

The ex-combatants are provided both general administration briefing as well as orientation about the reintegration process. Three video recordings on DVD (available in English and Arabic) are used during the briefing. The first DVD is a general administration briefing, which is provided by the SSDDRC. The second DVD is about reintegration (available in Arabic and Dinka). The third DVD is about HIV/AIDS (is only available in Arabic). The DVD are shown using a laptop, and projected on a screen (using an overhead projector).

Health Screening:

After the video show, they proceed for medical screening conducted by a team from UNMIS. Medical screening of ex-combatants at demobilization sites involved verification of disability to determine, not only the disability levels, but also the type of medication for minor cases. Referral to major hospitals was made where it was considered necessary. The ex-combatants are also assessed for fitness to travel to preferred resettlement areas. If disability is found, the ex-combatants fill a disability verification form, and are referred for prosthetic or orthotic. For serious disabilities, the use of a proxy for reintegration support is accepted (although this is not encouraged). No screening for STIs or HIV/AIDS takes place. The ex-combatants are also checked for any form of visual impairment especially that associated with river-blindness. There is some limited counselling that takes place during medical screening. When disability is noted, referral is made for. Other than for physical disabilities, there is insufficient capacity to undertake assessment of disabilities associated with the psychosocial or psychiatric state of ex-combatants, except for the very obvious cases.

Profiling:

After the medical screening, the ex-combatants go to the counselling room where their profiles are entered into the DREAM database. Their photographs are taken and are issued with DDR photographic identification cards. During profiling, UNDP caseworkers focus on collecting data for entry into the DREAM database, while IOM caseworkers focus on providing guidance to the ex-combatants on the choice of economic reintegration options and the state for resettlement. Thereafter, the ex-combatants sign a statement of agreement with SSDDRC and the implementing partners (IPs),

indicating their selected reintegration options and state of resettlement. The SSDRRC representative signs a referral form, which the ex-combatants have to take to UNMIS Finance Office to receive their reinsertion cash and packages (food rations and non-food items).

Issues and Challenges and the Way Forward:

- Much of processes currently handled at the AA could actually be done before the combatants leave the barracks.
- There appears to be consensus that it would be beneficial to the ex-combatants if they had more time to spend at the AAs, in order to absorb more information and receive the services offered. One option to extend the time window for these services would be to combine it with some form of cantonment. But cantonment also implies high costs and risks. Infrastructure needs to be built, and if a large group of ex-combatants feels it has to wait too long or the support they are getting is not at the level they expected, violent trouble could break out. The further analysis of costs and risks of this option would have to be explored during any project reformulation process.
- The AAs, temporary as they are, need to be equipped with better basic facilities, now that in phase II a much bigger caseload will have to be considered for DDR.
- There was a critical capacity gap in the medical screening teams at demobilization sites in terms of identifying people with trauma and other forms of mental disorders. The doctors are not trained psychologists or psychiatrists. In Phase II, the people undertaking medical screening could be supported to benefit from short courses in psychosocial support issues, including how to work with standard tools used for psychiatric evaluation. This support could in the long-term be extended to the entire communities (on a demand-driven case-by-case basis).

2.2.3 Areas of return

Current Status:

Several factors influenced the mobility patterns of ex-combatants after demobilization. In Goja Boma, Otego Payam, Yei County, EES, the Review Mission visited an ex-combatant who returned to where he was born to resettle among his siblings and family. While ex-combatants are likely to disperse to any of the ten states (without any exceptions), many ex-combatants did not go back to the states where they were born, or resided prior to joining the SPLA.¹³ Some of the ex-combatants do not go to the states they proposed during demobilization profiling for resettlement. It was also pointed out to the team that during counselling, ex-combatants do not receive adequate information to enable them to make sufficiently informed choices about the areas of return. However, after they demobilize, they interface with their friends and relatives, as a result of which change their minds. Continued insecurity including the prevalence of weapons in many communities discouraged many ex-combatants from returning to their original homes, especially those further away from the state capitals.

While the ex-combatants from the Mangala caseloads demobilized in 2009 dispersed to all the then states, the majority remained (initially) in the Juba. It offered them more opportunities for employment and therefore livelihood improvement. But the fact that they were still owed salaries from the SPLA also played a role. Most ex-combatants spend the money they receive as reinsertion packages in the capitals of the states where they have been demobilized and where most are likely to have families.

¹³ The Review Mission encountered a member of SPLA from the North, who chose to resettle in the South after he was demobilised from SPLA. It was not possible to determine whether this was likely to be a common pattern. In Wau, the Review Mission spoke to an ex-combatant (discharge certificate No. 2JBA3003862) who joined the SPLA in Southern Darfur, but after he was demobilised from the SPLA (at the rank of 1st Lieutenant), chose to resettle in Western Bahr El Ghazal State (WBGs). There was war in Darfur at the time when he was demobilized, so chose to resettle in WBGs where there was DDR going on.

Those with children most likely prefer to remain in the state capital where their children are enrolled in schools, and their wives have some small businesses.

Many who lost social networks in the former villages of origin may have chosen to remain in the state capital. Some may have participated in the war in their states, and for fear of retribution chose to resettle elsewhere. Most ex-combatants who chose to reintegrate in the rural communities, returned to where they lived before they joined the SPLA, usually where they have relatives. In most of these communities, social kinship ties are still strong. Most who chose to resettle in communities other than where they lived before they joined the SPLA have resettled in the towns. None of the ex-combatants that the team interacted with reported having encountered hostility (for their participation in the military) from communities where they have resettled after being demobilized.

Issues and Challenges:

- Many of the Mangala caseload still owed salary arrears of six months. Even after they were demobilised, they stayed around Mangala, waiting for the SPLA to do something about their unpaid salaries.
- Immediate economic opportunities in the state capitals play a role in the decisions of ex-combatants to return to their rural communities, or not.
- Many ex-combatants have not returned to their original homes due to prevalence of landmines (e.g. in parts of Eastern Equatoria State).

The Way Forward:

- Involvement of resource people from line ministries and other relevant actors could improve the information provided to the ex-combatants on the basis of which they make their decision on where to go resettle and what economic activity to undertake.
- It is important for future reintegration support to realistically assess to which areas the ex-combatants are returning. For various reasons they are opting to stay in the towns rather than return to the rural communities. The reintegration support would need to be responsive to the needs and opportunities in towns. Informal sector activities would need to be supported, possibly through apprenticeships or other types of appropriate training.
- Rehabilitation of infrastructure and services in the rural areas would make it more attractive for the ex-combatants and their immediate families to return to their original communities. This is however a long-term perspective. Whenever the investments in rural areas could use the labour of ex-combatants, those opportunities should be explored.
- There is a need to conduct intensive sensitization in the communities where a sizeable numbers of former combatants are returning. The receiving community should be consulted and prepared to accommodate returning combatants.

2.2.4 Caseload projections

One of the initial findings of the review is that the CPA only provided a very general indication of who the 90,000 combatants were which the GoSS had agreed to demobilize. Only much after the signing of the CPA were two phases specified in which Phase I would include 36,641 members of Special Needs Groups (SNGs), including WAAF, and the subsequent Phase II would demobilize about 53,400 active-duty members of the SPLA. A misunderstanding appears to have developed between the GoSS and the donors of the DDR program, where the latter expected that the SPLA would use the DDR support to reduce the size of its forces. However, given that to date less than 10,000 combatants

and WAAF have been demobilized, it is very unlikely that any significant number of active-duty SPLA will be demobilized before the end of the CPA period.

Looking towards the future, it would be essential that the SPLA clearly state that demobilization would still be required and provide indicative numbers and some sort of timetable. It is clear that in the current context of uncertainties and sensitivities about the outcome and follow-up of the referendum it is not yet possible for the SPLA to do so. But it appears clear that references to what was agreed in the CPA would no longer be very relevant after the end of the CPA period in July 2011. If there will be a renewed DDR effort in southern Sudan, it is likely that period for its implementation would be rather around five years than less.

DDR in southern Sudan is being pursued to contribute to the achievement of the broader security objectives of the security sector of southern Sudan. The SPLA Act of 2009 was enacted. The SPLA White Paper on Defence, which defined strategic defence policy and capability requirements was produced in 2009. It puts the SPLA strength at around 160,000, many of whom are military ineffective, and hence will in the aftermath of the January 2011 referendum become candidates for DDR. Through security sector reforms, SPLA is to be organized into 30 standardized infantry brigades, with supporting combat support and combat service support forces, and a total effective manpower of 100,000, hence implying that the post-referendum period is likely to witness an increase in candidates for DDR.¹⁴

All planning would of course be dependent on the type of army that the SPLA would become and the evolving security situation in the region. In addition to the White Paper, some form of a Strategic Defence Review would likely be required. Subsequently, the demobilization requirement would flow from a Security Sector Reform (SSR). The medium- to long-term objectives are indeed towards an efficient, effective, accountable and affordable security sector. If internal security concerns would become more important over the medium-term, strengthening the Southern Sudan Police Service is likely to become more important. The current vision is that such would require the demobilization of most of the SPLA members in the police force and the recruitment of younger, qualified men and women.

The SSDDRC estimates the future caseload to be around 130,000. The current size of the SPLA is estimated at about 150,000. In addition, large numbers of SPLA members have been integrated in the police (about 15,000), prison guards (about 6,000), wildlife services (about 4,000) and the fire brigade (about 2-3,000). Payroll has now been computerized. One should recall that in 2006 the SPLA absorbed a large number of other armed forces in the south, in line with the CPA. Moreover, about 32,900¹⁵ soldiers from SAF and SPLA are currently in the Joint Integrated Units (JIUs) deployed in specifically defined areas. Half of them are contributed by the SPLA, and would thus in a post-referendum separation scenario return to the south. It is also likely that in addition some of the troops contributed by the SAF would wish to return to southern Sudan. It is not clear whether these troops returning to the south would be among the first groups to be demobilized or whether they would in fact be integrated in the SPLA, since they have received specific training and are well equipped. Either way, there will be early pressure to support additional demobilization, reinsertion and reintegration opportunities. In a Union scenario, the JIUs are foreseen to develop further and become the core of the Sudanese military.

It appears likely that the demobilization and reintegration of the future caseload in the south will be (even) more difficult to manage than has thus far been the case, since it is likely to include more hard-core active-duty SPLA fighters, fighters and leaders of OAGs absorbed in the SPLA following the CPA, and possibly remnants of the current JIUs. Additional data on these groups and the linkages with the post-referendum SSR planning processes will be required.

¹⁴ See Southern Sudan Security Sector, Budget Sector Plan, 2011-2013, August 2010.

¹⁵ Report of the UN Secretary General on Sudan, 14 October 2010 (S/2010/528).

Once the post-referendum government defines the actual numbers that will be demobilized and the appropriate timeframe to do so, and if/once that government requests external support, a DDR support operation can then be designed, based on the real needs, potential and limitations of the country. In such case it would also be advisable if the relevant Government would take the initiative, and subsequently lead the redesign of such DDR operation.

What caseload will be expected before the end of the CPA period? The SSDDRC is adamant that the entire 34,000 of Phase I would have to be demobilized and assisted. UNMIS is making arrangements to demobilize the combatants projected for Phase I before the rainy season, which starts around April, but it will also keep in mind how many could actually be assisted in their reintegration over the next half a year or so. Quite recently, UNDP expressed doubts whether Phase I demobilization should continue at all, given that there are doubts about the credibility of the caseload and the approach, unrealistic high expectations, and insufficient buy-in of key stakeholders. Projections indicate that with the current funding UNDP would only be able to fund the reintegration assistance of no more than an additional 10,000 ex-combatants.

By July 2011, it is advisable to have a clear break between the DDR under the CPA, and the DDR in the post-CPA era. In any case, the Review Mission recommends that the entire DDR program be revised before any active-duty SPLA will be demobilized.

2.3 Reinsertion

The reinsertion phase is the transitional phase in which the ex-combatant returns to the area in which he or she chooses to reintegrate. The assistance provided is thus meant to ensure that in the first few months following demobilization the ex-combatant and his/her immediate family can meet the immediate needs in order to start the reintegration process, in which he or she would also receive support more specifically meant to build a new – or resume the previous – livelihood. Reinsertion support in the current DDR in southern Sudan is mainly provided through a package, containing both cash and in-kind items. The review thus far assumes that all those that have been demobilized out of the SPLA – and the WAAF that have been processed – have also received their reinsertion support.

2.3.1 Transitional Safety Net

Current Status:

After verification, briefing/orientation and counselling, ex-combatants receive a reinsertion grant of SDG 860 (about US\$ 290). The cash grant, handed over by a UNMIS official at the demobilisation site, helps them to pay for immediate needs, including their transport and that of the food items to their areas of return. Ex-combatants also receive a food ration voucher, which entitles them to the following items: 202.5 kg of Durra sorghum; 22.5 kg of beans; 13.5 kg of oil, and; 4.5 kg of salt. These were valued at SDG 400 on the Juba market, and were expected to feed a family of 5 people for 3 months. The food rations are provided by WFP. The ex-combatants also receive a package of Non-Food Items (NFIs), provided by UNMIS, comprised 21 items, including the following, among others: curtain material; a small radio receiver; sandals; plastic sheet; soap; mosquito net; blanket; torch; cup; plate; and saucepans. These were valued at SDG 500 on the Juba market. The three components together are considered to be the ‘transitional safety net’ package. Every time they receive any package, their ID cards are punched.

Ex-combatants used the reinsertion cash all quite differently. The team believes on the basis of its discussions that most used it for transport to their preferred area for resettlement. Others used it for subsistence in the state capitals where their families had settled.¹⁶

Issues and Challenges:

- The package does not contain incentives for combatants to voluntarily demobilize. The reinsertion packages given are not as attractive to ex-combatants compared to the loss of regular monthly salaries they received while they were still SPLA soldiers.
- Many ex-combatants did not think the packages were ‘worth-their-while’, considering, first, their contributions to the liberation struggle, and secondly, the hassles right from the assembly area to the demobilization site to just access the packages.
- Findings of the review suggest that the packages as currently being provided are expensive to deliver and often not appropriate. In-kind packages were expensive and risky to transport to the return/resettlement area, not to mention that food items provided to ex-combatants undermined local food production, as local farmers could not compete.
- Some ex-combatants have large families. The food rations could not last their families the anticipated three months.
- The packages given have been standardized. Some ex-combatants would have preferred the entire package to be given to them in cash. Some ex-combatants in fact sell their packages to get cash to buy whatever they need. The use of vouchers instead of pre-determined packages has been explored, but administrative capacity to handle vouchers is lacking.¹⁷ Giving ex-combatants money encourages investment in the local economies, which is likely to stimulate local production. To say the least, cash also empowers ex-combatants to make their own choices.
- The packages for SNGs were not specifically appropriate for women, and yet more than half of those demobilized are women.
- Persistent questions are being asked at various levels why WAAF should receive reinsertion and reintegration support via the DDR program. Being part of the general demobilization process increases the risk of them being stigmatized. It might in fact prevent some women accessing reintegration support, especially if they have been associated with the SAF.
- There have been cases when the NFI package did not have all the 21 items. Sometimes, there are delays in delivery of food rations by WFP.
- Some ex-combatants send so-called ‘proxies’ to collect their packages, and yet the SOP is that ‘proxies’ allowed are those for ex-combatants who have been approved by a Medical Officer as being disabled.
- The value of the in-kind support in the south was often less than in the North due to higher delivery costs.

The Way Forward:

- The Review Team sees the need to better analyze, discuss, and rationalize the issues concerning the reinsertion package, in order to manage public and individual ex-combatant perceptions and

¹⁶ An ex-combatant demobilised in Mangala in July 2009 whom the Review Mission interviewed in Yei said he used what remained from transport to buy goats, which he slaughtered and prepared a meal for colleagues in the village who helped him to open land for crop cultivation.

¹⁷ UNDP has recent experience with vouchers in Eastern Sudan. So lessons from there should be considered.

expectations, especially regarding relevance and inequities. The reinsertion packages as they are now being provided might need to be reconstituted in order to optimize transitional support for the ex-combatants and their immediate families.

- The advantages and disadvantages of the mix between cash and in-kind composition (including sequencing, location and timing of its distribution) should be further examined in accord with local needs and the feasibility to deliver an effective transitional safety net to the demobilized and their dependents.
- Individual ex-combatants should be treated differently according to their ranks, but there must be parity among those who are of the same rank. The calculations of the amount of money to be paid as reinsertion packages should be related to the level of pay associated with the rank in the military. It may be calculated as a certain percentage of their annual gross salaries. Instead of a one-time package, reinsertion funds could be paid out in a series of instalments over a time period consistent with expectations of moving to a sustainable livelihood (e.g., a farming cycle of 6-9 months for agriculture; an x period for restocking for cattle folk; a Y period of time to train and get gainful employment in an urban or peri-urban setting; etc.). While standardization may not have been so much of a problem with the SNGs, it will certainly have to be reconsidered when the DDR starts with the active-duty SPLA in Phase II. When high-ranking military officers begin coming through the ranks, it will be difficult to continue giving out standardized packages. A Brigadier cannot be treated the same way as a private. The GoSS can consider excluding them from the regular demobilization. There are also possible ways of providing them recognition over and above the D&R benefits, such as medals, ceremonies, etc. Even gratuities may be considered on top of a standard DDR package. It could be considered to introduce, as done in Uganda and elsewhere, differential benefits in accord with years of service. For example, under five years service one may get only the DDR severance treatment; between five and ten years they might get the DDR plus a one-time gratuity payment; for 10 years and beyond they may get the package plus a pension kicking in at a certain time.
- The development of a more specific policy on ‘proxies’, and the appropriate implementation, should be expedited.

2.3.2 Reinsertion Projects

Current Status:

A new concept of ‘reinsertion projects’ was brought to the attention of the Review Team. The mission did not find any reference to such reinsertion projects in official documentation on the DDR program. An UNMIS concept note was reportedly being drafted, but not shared with the mission. In discussions we learned that this new concept was coined as projects that would assist ex-combatants after their demobilization, but before reintegration support activities are in place. Reinsertion projects would thus be intended to enable the ex-combatants to earn income, which they use to cover their (and their immediate family’s) basic needs, as they await support to help them to reintegrate into civilian life. Reinsertion projects could take many forms. They could be in form of a cash-for-work project or an immediate placement on a job. Such projects could also be designed in a way that they become the first opportunity that ex-combatants have not only to learn new skills, but also to engage with the wider community outside the military. Where available, reinsertion projects could, according to UNMIS, be a useful pre-reintegration training orientation for ex-combatants.

Issues and Challenges:

- The concept of reinsertion project as presented by UNMIS does not differ significantly from the current reintegration support. The mission is of the view that the introduction of this new concept is more a response to rigid institutional responsibilities (within the UN system) and modalities

than a substantive innovation. Introducing this as a new concept within the work-program of one specific agency appears not very useful. It is artificial not to present short-term employment, job-placements, livelihood and start up grants, micro-finance and vocational training as reintegration support.

- The need for finding something to do for ex-combatants immediately after they leave the army is indeed crucial for community security. If they do not have something to earn them an income and to support their families, they could become a security risk. In that sense, immediate absorption of ex-combatants in initiatives such as ‘cash-for-work’ schemes would be most useful.
- There is an additional risk in explicitly allocating project funding to areas where ex-combatants have caused trouble. This system of funds allocation could in fact provide an incentive for more trouble.

The Way Forward:

- In order to ensure that the ex-combatants do not experience a prolonged gap between their release from the force with their reinsertion package and the follow-up reintegration support, several measures could be taken:
 - a. Increase the cash component of the reinsertion package and make the payments in several instalments;
 - b. Consider the introduction of more explicit ‘holding patterns’, as will be outlined below;
 - c. More flexible and creative cooperation between the partners in the DDR, to come with measures that could facilitate the reintegration of the ex-combatants right from the time of demobilization, without creating more complicated multi-layered support structures; and
 - d. Utilization of the start-up period in order to expedite the recruitment and operationalisation of implementing partners for (community-based) reintegration support.
- As peace returns to most of southern Sudan there are likely to be a lot of infrastructure development projects undertaken. This is a boost to local economic growth, which will in the short-term lead to employment opportunities. Ex-combatants who may wish to earn some income while they also learn new skills can be considered for attachment to some of these projects.
- It is proposed that before ex-combatants are released into civilian life, they should already have received training in the new life skills and their preferred economic options, and preferably opportunities for job placement and self-employment identified to the extent possible. All such training should be certified and coordinated with the relevant ministry.
- During the FY2009/2010, SPLA implemented four agricultural production projects. Several SPLA facilities were also constructed in different states, including Mapel, Duar and New Kush.¹⁸ These should be considered as opportunities for undertaking initial reintegration support to ex-combatants.

2.3.3 Interim Stabilization

In the situation in which a post-CPA DDR program is likely to be developed where labour absorption is weak, the institutions of the state fragile especially provision of security and the rule of law, the need for buying time and creating political space for consensus building and the economic, security and governance environment to improve. might all be essential from the outset. It could therefore be useful for the GoSS, with possible assistance of the UN, to develop a variety of ‘holding patterns’ in which the combatants that are preparing for full demobilization can already start their transformation. These ‘holding patterns’ could either be established when the combatants are still in their military

¹⁸ See Southern Sudan Security Sector, Budget Sector Plan, 2011-2013, August 2010.

structures and being paid, or after demobilization, when they would work together in groups in specific locations:

- a. *Within the military*: the SPLA could develop a variety of training modules for skills that would be important within the force as well as for the subsequent reintegration of the soldiers into civilian life. As basic starting effort the team recommends a large-scale literacy and numeracy campaign in the SPLA. General life skills, legal advice, health and HIV/AIDS awareness, basic human rights knowledge, conflict resolutions skills and job-readiness training would all appear very useful for those preparing for demobilization. Draft manuals for such training have already been prepared by UNDP. Advantage of such training inside the force would be that the work would also be part of the modernization and professionalisation of the SPLA. It would also allow the leadership to buy some time. Disadvantages however would be that the soldiers would not yet be exposed to civilian life and the associated individual challenges. In addition, if only those to be demobilized would be in one cantonment site, it might lead to frustration and security risks if the actual demobilization is following at a predicted time. Moreover, if the trainees would still be military, most of the external (development) funding could not be spent on these activities.
- b. *Outside of the military*: several options would exist to retain groups of ex-combatants together to jointly conduct useful work, while developing skills in the process. Groups of ex-combatants can be engaged in existing cash-for-work infrastructure rehabilitation projects. And it is also possible to develop special schemes in which groups of ex-combatants can be deployed, such as in de-mining operations or feeder road rehabilitation and maintenance. During this group work ex-combatants could be encouraged to share knowledge and experience. Experiences with the South African Development Core and the Namibia Development Brigades are providing promising examples of training and employment schemes utilized as transitional interim stabilization measures. However, experience has shown that these programs work best when the cohort of ex-combatants are maintained in control structures enabling mutual support, while the command structure is best placed under civilian administration (e.g., Ministry of Labour or Agriculture, an NGO or Private sector entity). Also, they need to be designed with sunset clauses or predetermined time frames, not as permanent entities.¹⁹

The SPLA is in fact already using the concept of ‘holding pattern’ by having many of its cadres temporarily absorbed in the police, prisons, wildlife services, fire brigade and public service. It would be an improvement if that could be combined with some sort of more structured training, so that the people that would eventually have to leave the military would be better prepared for civilian life. Voluntary departure from these services should also be encouraged. Indeed, holding patterns should preferably not prevent those that could already start a livelihood to do so.

The ToR for the program review and some government officials referred to the possible need for ‘transit camps’. Based on experience in other countries, the review team would like to stress that it is important that it would be clearly defined what they would be doing in these camps, and how long they would stay. Risks exist that groups of ex-combatants would get frustrated and lose their sight on their own responsibilities in their reintegration processes. The SPLA should be fully aware of these risks. If well designed as a holding pattern aiming at interim stabilization in line with the suggestions above, and established in locations where not too many additional infrastructure would be required, these transit camps could have value.

2.4 Reintegration

¹⁹ See Colletta, Nat J., Jens Samuelsson Schojorlien and Hannes Berts. “Interim Stabilization: Balancing Security and Development in Post-Conflict Peace-building.” Folke Bernadotte Academy, Ministry of Foreign Affairs, Sweden, December 2008: Stockholm.

The reintegration of ex-combatants into civilian life, after they have left military structures, is a complex socio-economic and psychological process. Supporting this process can be done at many levels, and with different approaches. Moreover, we should note that the attitudes of the communities to receive their lost sons and daughters back, having access to land and the general economic environment are usually decisive factors in the success or failure of reintegration. In southern Sudan, the SSDDRC and its partners indeed take an approach involving several complementary activities and modalities to support the reintegration processes.

The Review Mission notes that the concept of reintegration is in southern Sudan often referred to as an activity, rather than a process and set of outcomes. The suggestion or assumption that once an ex-combatant/WAAF has received her/his support, she or he has been reintegrated is incorrect. Moreover, since the support is also supposed to include a form of follow-up with the ex-combatants, the concept of 'reintegration package' is also misleading.

The Review Mission observed in discussions in Juba and during field trips to various states that overall progress in terms of the reintegration of ex-combatants has been very limited. This can be attributed to the very difficult socio-economic environment as well as the limited support provided to the demobilized so far. Less than one third of those demobilized has received full reintegration assistance through training and a start-up kit. Also other types of reintegration assistance have been provided, but only at limited scale.

The reasons of the delay in unfolding the program are both internal and external to the DDR operation itself. A major reason appears to be that it has taken a very long time to develop and operationalise an appropriate reintegration strategy. The delay in the delivery of reintegration support has for thousands of demobilized combatants or WAAF led to a significant gap between the time of demobilization, receiving the reinsertion support and the time that they would be assisted in their home community with activities supporting their livelihood and social reintegration.

Issues and Challenges:

- Reintegration support is intended to prepare ex-combatants to return to civilian life and take advantage of the broader economic opportunities that are available in their local economies for income generation. In much of southern Sudan, the immediate economic opportunities for income generation are still limited. In the rural communities, extreme poverty conditions are widespread implying that broader recovery support is necessary to strengthen local economies and nurture holistic development in the States.
- When government jobs are advertised in the states, it is difficult to find applicants with the desired qualifications willing to work and stay there. The relatively small number with the required skills tends to move to Juba and other larger urban areas. In addition, the SSDDRC has a high turnover of staff, when they get the right calibre employed in the state capitals.

2.4.1 Reintegration environment

The contextual environment in which reintegration was to be undertaken had a very significant role to play in influencing the extent of stabilization as well as other outcomes of the reintegration. The influencing factors ranged from social, cultural, gender, economic, political and security factors.

Security environment:

Several open or suppressed community conflicts threaten security in southern Sudan. The most virulent of these conflicts were experienced in Jonglei in 2009, and involved retaliatory attacks between Murle militias and the Nuer. Very virulent armed conflicts were reported in Malakal in 2009. In addition, attacks by the Uganda rebel group, the Lord's Resistance Army (LRA), in Western

Equatoria and along the Sudan–DRC border have likewise terrorized communities and displaced thousands.²⁰ EES has also experience its fair share of widespread clan and community-based conflicts over cattle, marriage disputes, borders and natural resources. Cattle rustling, armed robbery, and banditry are endemic.²¹ The return to ancestral villages or pre-displacement homes by IDPs and refugees has exacerbated tensions over land and other resources.

Small arms are still widespread in civilian hands. There are several nomadic pastoral communities that are armed. The state does not have the monopoly of violence in southern Sudan. In the frontier states bordering North Sudan, insecurity is rife and many people are armed for their own protection. Institutions for ensuring the rule of law have not yet been established in all parts of southern Sudan. Insecurity is likely to increase in the run-up to the January 2011 referendum. There is speculation that whatever the results of the referendum, the need to exercise restraint for the sake of peace will remain paramount. Whichever way the vote goes, it will likely be contested. Speculations surrounding the likely outcome from the referendum have also affected the smooth progress of DDR. A lot of efforts are being made to make war an unlikely outcome of the referendum.²²

The prevalence of small arms, widespread inter-ethnic and inter-community armed conflicts have contributed to the internal displacement of approximately 212,000 people in 2010, down from 391,400 in 2009.²³ This continued general displacement has a negative impact on the reintegration processes and environment.

Socioeconomic environment:

The non-subsistence part of the economy in southern Sudan is very small, with clear implications for the opportunities available for ex-combatants. Over 95% of the GoSS budget is dependent on oil revenues. Presently close to 90% of the agricultural production in southern Sudan is rain-fed. Over 80% of the people are still engaged in subsistence agriculture and livestock production, hence unable to generate surpluses needed to boost local manufacturing and value addition through agro-processing industries. The conflict-afflicted communities are highly vulnerable to both man-made and natural disasters such as war, drought and floods. Local food production is often disrupted by floods and drought, leading to widespread food insecurity.

The role of the private sector in the economy is still limited, as the formal economy is dominated by the public sector, where the SPLA still plays a key role. Basic infrastructure is poor and in many cases non-existent. Transport and communication are a nightmare in most parts of southern Sudan, outside the state capitals. Air transport has remained the most reliable means of transportation across the vast country. There are major impediments to the increase in local production, and basic social service delivery, and these include the following: lack of adequate roads and transportation capacity, poor energy distribution networks and limited marketing opportunities due to widespread poverty in the population.²⁴

Most consumption goods are imported from neighbouring countries, which means they are highly priced compared to those produced locally. Hardware, groceries and household goods are mainly imported from Khartoum, Kenya, Uganda and DRC. The high costs of transport, coupled with several taxes levied on the goods crossing from one state to another makes commodities extremely expensive. Local industries for value addition to agricultural products are lacking, implying that there are limited opportunities employment outside the formal employment in government, NGOs and private sector.

²⁰ Small Arms Survey, 2009: 50.

²¹ See UNDP/ South Sudan Bureau for Community Security and Arms Control, *'Eastern Equatoria State Consultation Report, 1 March – 10 April 2010.*

²² An ex-combatant who spoke on behalf of trainees who graduated at Juba MTCs on 4 November 2010 was widely applauded by fellow graduates when in her speech, she intimated that even if they have received 6 months training in their preferred economic options from GTZ; successfully completed their training graduated and received start-up kits, they could only consider themselves as ex-combatants after January 2011 referendum.

²³ These statistics were extracted from the WHO report (2010), and quoted by OCHA in their excerpts on 'Scary Statistics' for Southern Sudan, October 2010.

²⁴ World Bank, ADB, SSDDRC, Socio-economic Study of Communities of Return, August 2010.

Reintegration is taking place against a backdrop of very despicable social statistics. Southern Sudan has a very high maternal mortality rate of 2,054 per 100,000 live births. One out of seven women who become pregnant will probably die from pregnancy-related causes. 40.6% of mothers do not receive antenatal care. There are only 13.6% institutional (hospital) deliveries. Infant mortality stands at 102 per 1,000 live births. One out of every seven children die before their fifth birthday (under five mortality is 135 per 1,000 live births). Malaria is hyper endemic, and accounts for more than 40% of all health facility visits. More than 50% of the population do not have access to improved drinking water. Only 6.4% of the population has access to improved sanitation facilities. Less than 50% of all children receive 5 years of primary school education. Of those enrolled, only 1.9% complete primary school education. For every 1,000 primary school teachers, there is only one teacher. 85% of the adults do not know how to read or write. 92% of the women cannot read and write. Only 27% of the girls are attending primary school.²⁵

Political environment:

Southern Sudan has endured more than two decades of political and economic marginalization, neglect, social conflict and war. In many parts of south Sudan, as the state increasingly became absent, political power was consolidated along tribal lines, in the hands of traditional elders and chiefs, who now control access to land, and other resources. The current highly decentralized system of government in southern Sudan has to contend with residual traditional authority structures, which have remained pervasive since the formal government is mostly visible at state and county levels, and beyond that, the penetration of the formal state is weak. Some functions of the state, beyond the county level, are exercised by traditional chiefs. Although there are several political parties in southern Sudan, they have not played any meaningful role in the implementation of the DDR program.

Cultural environment:

Southern Sudan has multiple ethnicities, cultural proclivities, religious practices and linguistic orientations. It has also been characterized by a diversity of community conflicts both before and after the CPA of 2005. The people of southern Sudan live a highly communal life, where traditions influence many attributes of their social and political predispositions. After more than 20 years of armed conflicts, the cultures of many communities have often become militarized, with the gun playing a central role. Many cultural issues affected the way that the DDR program was to be operationalised. In some areas, traditional leaders play a very crucial role in distribution of land and resolving community conflicts.

Southern Sudan is a patriarchal society where men are dominant over women. In all states, there are widespread 'cultural practices' that negatively affect women, because women do not enjoy equal rights with the men, and are largely considered as 'property'. Most women are illiterate because education is not considered a priority for girls. Girls are usually married off early to generate bride wealth for their families, leading to early pregnancy, which is associated with high maternity death due to poor health care. There are cultural practices such as girl-child abduction for marriage in exchange for cattle, which are still common. Women lack protection under the law in southern Sudan (including the traditional law). In the homes, women shoulder the responsibility of looking after their families. In marriage, they often suffer sexual violence, including rape and defilement.²⁶

It is also believed that the long war, the associated economic and security situation have had an impact on some cultural trend, which again might affect the scope for effective reintegration. Many people have depended on food handouts during the war and the more recent period. This is likely to have affected a general entrepreneurial spirit required for ex-combatants to create their own livelihood and

²⁵ These statistics were extracted from the WHO report (2010), and quoted by OCHA in their excerpts on 'Scary Statistics' for Southern Sudan, October 2010.

²⁶ See UNDP/ South Sudan Bureau for Community Security and Arms Control, '*Eastern Equatoria State Consultation Report, 1st March – 10th April 2010*'.

future. Many became too dependent on handouts, and this affected the general attitude towards work. The general lack of discipline of many of the people that stayed in wartimes also affects their acceptability for employers. This is reflected in the large numbers of workers from neighbouring countries currently employed in low-skilled jobs in southern Sudan.

The Way Forward:

- The very complex environment requires a lot of flexibility in implementing a DDR program. Those supporting the implementation of the program have to be humble about the progress they make and the achievements they realize.
- There is a need for further support to the stabilization of the security situation in outlying areas of southern Sudan by building state structures where they are non-existent so as to extend the authority of the state.
- Any reintegration support to the ex-combatant would need to link up with other efforts to stimulate economic activities, particularly outside of the main urban areas in southern Sudan. This implies the need for accelerated development throughout the country.
- Opportunities to support reintegration through private sector growth should be further explored. For example, setting tax incentives for private companies to invest and hire ex-combatants. There are many other such options from employment subsidies to private vendors to informal sector apprenticeship promotion, to policies encouraging linkage between middle and large companies to SMEs for supply chain inputs rather than procurement abroad (so as to stimulate local SME growth). It should be noted however that private companies are currently quite risk-averse, wanting to see how the referendum turns out.
- A successful DDR program will need to create more positive synergies with initiatives for improving community security and reducing community conflicts, to create an enabling environment for sustainable peace to be realized.
- The role of women as peacemakers is not sufficiently utilized. Women need to be supported to play a bigger role in the DDR program.

2.4.2 Counselling and referral

Current Status:

In the design of the UNDP DDR program, it was envisaged that after settling in their areas of return, Information, Counselling and Referral Services (ICRS) would continue to be provided through as wide a network of offices as possible. Such ICRS would allow ex-combatants to clarify any uncertainties about the reintegration process, while allowing them to make informed decisions about the most appropriate route to integration.²⁷ However, when the DDR program was operationalised, so-called ICRS became much more limited and it was largely provided within a single day at the demobilization site.²⁸

After arriving at the demobilization site, ex-combatants start with a general reintegration briefing, through which information on opportunities and support services available through the DDR program is provided. Three videos are screened in two languages (English and Arabic) for groups of 15-20 persons informing them of their rights and obligations under the reintegration program, describing the

²⁷ UNDP DDR program project document, p.15.

²⁸ It has been mentioned often that there were design issues with the UNDP DDR program. Here we see that even some of the things which the original design of the program set out to do were changed and done in a different way that made the program less effective.

economic and social support available. Officials from SSDDRC and UNDP are at hand to answering questions that arise, through which process, some limited counselling is provided. This is the first form of counselling that takes place.

After the orientation briefing, ex-combatants proceed for profiling, using the DREAM database, through which counselling and referral support is provided. Caseworkers are at hand to guide them through economic opportunities and services available in their preferred resettlement communities. On the basis of the information provided in the profiling with DREAM, caseworkers are able to advise ex-combatants on the most suitable reintegration options. Apart from the advice given regarding available reintegration options, ex-combatants also benefited from some limited counselling and referral during medical screening that takes place at demobilization sites.

For those demobilized in 2009, counselling was provided on referral basis. After being demobilized, ex-combatants would be given a referral slip, which they would take for one to one counselling at the SSDDRC state office in the state they have chosen for reintegration within three months of being demobilized. This approach was subsequently changed. In 2010, counselling was provided on the same day the ex-combatants were demobilized, and took place at the SSDDRC offices in the state where the ex-combatants were demobilized, thus not necessarily where they were to resettle.

At the demobilization site in Wau, WBGs, counselling involved a discussion with two caseworkers, one from UNDP and another from an IP (in some demobilization sites, for example, Mangala in CES and Rumbek in Lakes States, it was a one-on-one counselling session), where ex-combatants are assisted to make a decision on the state in which they would like to reintegrate, and the reintegration support that is best for them. During the profiling of data of ex-combatants in Wau, UNDP caseworkers carried out the profiling together with caseworkers from the IP (IOM). The IOM caseworkers do so in order to ensure that all the relevant questions are asked.

What has been referred to as reintegration counselling is actually profiling and career guidance. The counselling that takes place during profiling is intended to determine economic options for reintegration by ex-combatants. In each state, UNDP is supposed to have deployed six caseworkers that use the DREAM database to generate a detailed profile of ex-combatants. The following types of data are generated using the DREAM database: biographic information (name, date of birth, father's name, mother's name, tribe, sex, nature of disability – if applicable –, marital status, number of wives, number of children, number per age group, number of dependants). They are also asked about their academic and professional backgrounds, including the following: level of education; languages proficiency; work experience and duration; and military background (military ID, military training received, rank, unit, Battalion, Brigade, date of enlistment, field of army service, years of service, last duty station and occupational activities engaged in).

Information is also collected on resettlement preference of the ex-combatants, such as: where they want to settle after demobilization, and the reasons why; what they want to do; when they intend to relocate; the type of house they will live, and whether they own it; how they meet their daily needs. General information about how HIV is transmitted and can be prevented has been included (optional). For each of the economic options preferred, there are sets of questions asked. For those who choose agriculture, they are asked whether they have access to land and inputs, as well as equipment for tilling the land; whether they have is free from conflicts and landmines; how they intend to use land they own/have access to; and the nature of support they need.

The ex-combatants indicate their preferences for reintegration, which is entered in the DREAM database. The IDs issued by UNMIS bear their photographs. After they have been issued with IDs by UNMIS and entered into the DREAMS database, they are then counselled. Whatever counselling is said to take place is actually the advice provided by caseworkers and representatives of the IPs on the basis of questions in the DREAM database, which were designed to elicit information about the person, his/her assets, skills, etc. The counselling lasts between 10-20 minutes if there are no

challenges with translations, and 30-45 minutes when translations have to be done twice. The caseworkers are almost always recruited locally.

Issues and Challenges:

- The Review Mission notes that the program has not produced a profile (on a limited sample basis) of the characteristics, needs and aspirations of the potential caseloads. Such profiles would have been essential in order to conduct any planning for activities that serve the needs and aspirations of the ex-combatants. For a possible redesign of the program, profiles of the projected caseloads will certainly be required in order to ensure relevance, efficiency and effectiveness.
- The current design of the DDR program makes counselling very difficult. Some form of counselling should preferably start while the combatants are still in the military. There was no pre-discharge counselling of ex-combatants before they are brought to the AA on the expectations from the new life after disarmament and demobilization. The ex-combatants were not properly counselled on what to expect before they left the military. During the demobilisation process, when ex-combatants raised questions regarding what they were told by their commanders would be given to them, neither UNMIS who were managing the demobilisation process nor the UNDP caseworkers that were counselling the ex-combatants before discharge had reportedly been prepared to give answers to these questions (beyond stating what the DDR program was not intended to do). And there were no SPLA officers present to reiterate the government's policy position. Some ex-combatants felt they had been short-changed by the UN officials and caseworkers at the demobilisation sites. Occasionally, they bore the brunt of the frustrations of the ex-combatants. A caseworker told the Review Mission in Wau: *"Some ex-combatants tell us openly that we are playing tricks on them. They thought they would get big cars, big buildings and large warehouses to sell cement. They see others who fought with them who became public servants driving big cars. We try to counsel them, but they feel bad. They feel used and betrayed. It puts us at risk."*²⁹ There have been reports of staff at demobilisation sites being threatened by ex-combatants who feel that the packages given are not sufficient. Some refuse to sign reintegration agreements after they discover that the entire reinsertion cash is worth only around US\$ 400.³⁰ The weaknesses with regard to the counselling are closely linked to the weaknesses in communication and outreach as described in section 2.5, below. Messages on what the DDR entails have not been clearly defined and shared.
- What currently takes place at demobilization sites is not counselling. What caseworkers are doing at demobilization sites is a combination of quick profiling and vocational career guidance. Counselling as such has been reduced to a mechanistic process of rapid sorting and matching of candidates with programs rather than a continuous process integrating social psychological assessment and occupational counselling and placement. There is very minimal counselling of ex-combatants that takes place in the maximum of 45 minutes that caseworkers have with the ex-combatants. This is not enough because during the war, the combatants were promised so many things. They need to be properly counselled by professionals so that their expectations match reality. The process thus needs more time devoted to it. Especially if it is considered to increase the daily caseload per demobilization site, the time devoted to 'counselling' might be even more reduced, with associated negative consequences.
- Different categories need different kinds of counselling (the SNGs – WAAF, CAAF, the elderly, the disabled all need different counselling, which is tailored to their special conditions and circumstances). The counselling that will be done to the commanders is different from that which will need to be done to the rank and file, and should start before disarmament begins. It needs to be done while they are still under military command structures for it to be better appreciated. Ex-combatants feel angry, used and abused at being told all of a sudden that there is no salary

²⁹ Interview, UNDP Case Worker, Wau, 10 November 2010.

³⁰ Interview, State Coordinator, SDDRC, WBS, 10 November 2010.

without being properly counselled, when they see these who are absorbed in permanent employment enjoy the fruits of nationhood. Counselling should help to manage expectation and also address trauma, and not simply provide career guidance.

- The absence of systematic counselling and referral services undermined the ability to determine what needed to be done (in terms of counselling needs), and how. Psychosocial counselling and referral services were not yet available, for ex-combatants as well as for the members of the communities, who have equally been affected by armed conflicts. These services are essential to overcome trauma associated with the prolonged exposure to violence and insecurity. There were no referrals yet for those diagnosed with trauma for specialized psychosocial assistance. There were problems with alcohol and substance abuse that were associated with cases that needed psychosocial support that were difficult to diagnose during demobilisation counselling.
- Southern Sudanese nationals are recruited as caseworkers because of the need to reduce the time wasted in simultaneous translations. While this could potentially build local capacity, the training they receive is not sufficient to make them good counsellors. The UNDP and IOM caseworkers in WBGs and NBGS had received very limited training in counselling in form of short courses in Khartoum and Nairobi. The caseworkers interviewed at Wau said the questions in the DREAM database raise expectations of the ex-combatants. Our assessment was that it is more likely that the way the caseworkers asked the questions during profiling raised the expectations of the ex-combatants. Despite the training that they have received, they could by asking these questions actually worsen already high expectations among ex-combatants.
- There is no pre-counselling briefing to prepare the ex-combatants not only for the counselling, but also the process of demobilisation and reintegration. In Rumbek, the counselling was first done by UNDP caseworkers, and thereafter the ex-combatants would go to IPs for reintegration training, at which point they would be taken through another process of counselling. The current approach of UNDP and the IP caseworkers doing counselling together reduced on the overhead costs, and caseworkers assisted each other to clarify issues to ex-combatants. But still the time is not sufficient for the caseworkers, since too many combatants are being demobilized per day.
- The counselling rooms at the demobilisation sites are small. At Wau, the room where counselling was being done had 5 desks with 2 caseworkers on each desk. The caseworkers handle the ex-combatants in daily groups of 50, which implies that counselling and profiling sessions are most often rushed. Psychosocial and trauma counselling require a safe and convenient space and more time. It is not possible to do proper psychosocial and trauma counselling in the current conditions.
- More resources were spent on economic reintegration and less on psychosocial and trauma counselling. There was limited capacity to provide professional psychosocial support to ex-combatants. There were no indications that any form of psychosocial support was provided to community members, most of whom were equally affected by the prolonged exposure to armed conflicts. Many people in the communities where ex-combatants were being reintegrated were themselves also reintegrating themselves, either as a result of having been internally displaced or refugees in neighbouring countries. There was no counselling referral provided at the demobilization sites. The DREAM database does not provide a very good basis for psychosocial and trauma counselling and referrals. The DREAM database did not capture all the caseloads that required psychosocial and trauma counselling referrals.

The Way Forward:

- Counselling would need to start in the barracks. Some ex-combatants were commanders while in the army. When they are demobilized, they want to still be treated like bosses by their juniors. They have not been counselled about their new life. In Aweil, the highest ranked ex-combatant who had been received was a Colonel. When he entered the counselling room, all ex-combatants who were present stood up, and wanted to move out of the counselling room to leave it to him.

- Ex-combatants could play an important role as counsellors themselves. Those with skills and ambitions, and sufficient credibility in their communities, could be trained.
- For reintegration to be sustainable the referral should preferably identify viable (private sector) economic opportunities for ex-combatants.
- Ex-combatants required significant psychosocial support to address both physical health problems and the psychological challenges associated with their experiences during the war to prepare them for the return to the communities of their choice.
- Psychosocial support should also be provided to members of communities where ex-combatants are reintegrated.
- UNDP is currently exploring the idea to organize, together with the SSDDRC and the Ministry of Social Welfare, a job-fair for SPLA staff that wish to be social workers. They would be trained and they could subsequently support DDR-related processes over the next few years inside the SPLA. They would identify potential spoilers and specifically difficult cases, and help the other actors to better understand the dynamics. Beyond the DDR, these people would certainly be qualified to get jobs with GoSS, NGOs, UN, etc.

2.4.3 Social Reintegration assistance

Current Status:

Through supporting social reintegration, the program sought to facilitate the successful transition of communities by linking the DDR program to, and collaborating with (in order to build positive synergies for efficiency and sustainability) not only through ongoing national and sub-national level livelihood improvement programs, but also processes in support of broader social reconciliation and healing. Specifically, UNDP aimed to lead the process of promoting broader participation of national NGO and CBOs in implementing the program.³¹ This was achieved through the following undertakings:

UNDP has been implementing a ‘Civilian Training Package’, comprising a series of training programs intended for ex-combatants and others, providing them with skills and knowledge to help prepare them for civilian life.³² The introduction of the ‘Civilian Training Package’ followed a desk review of training manuals used by UN agencies in 2009, and participatory consultations in the 10 states to find out what ex-combatants and recipient communities wanted in terms of life skills. During the consultations, Focus Group Discussions were held with ex-combatants, WAAF, CAAF, and community leaders (including administrators; women and youth leaders; religious leaders). It became clear that ex-combatants and community members were keen to learn more about HIV/AIDS; sanitation and hygiene; civic education; nutrition and childcare; and malaria and river blindness. In consultations with line ministries, UNDP developed the following modules through which Life Skills Training is provided to ex-combatants and community members: Citizenship and Civilian Life Skills; Peace Building and Reconciliation; Mother and Child Nutrition; Hygiene and Sanitation; HIV/AIDS and Reproductive Health; Malaria prevention; and lastly, River Blindness. A manual was designed for each module. Gender was mainstreamed in all the manuals. The manuals were field-tested and revised. Instructional materials have been prepared for use of the manuals. In the module on ‘Citizenship and Civilian Life Skills’, for example, ex-combatants are taught about their rights and responsibilities as civilians; how they can respect civilian authority; why they need their mindset from taking and giving military orders to doing consultations to reach consensus on issues.

³¹ UNDP DDR Program Project Document, p. 13.

³² Sometimes referred to as ‘life skills’ training.

UNDP has also been implementing a series of community reintegration projects as part of its social reintegration initiatives. UNDP, working with SSDDRC, is collaborating with PACT Sudan under its Peace-Building Project (funded by DFID, Norway and DANIDA) to enhance reintegration of ex-combatants by supporting a wide range of interventions in the receiving communities, which benefit not only the ex-combatant/WAAF but also the local population. The Review Mission visited two of the nine indigenous organisations that in 2010 received funds for supporting community reintegration of WAAF and female ex-combatants. These are: the Women's Self Help Development Organisation (WSHDO) and Adventist Youth Development Initiative (AYDI).

WSHDO is an umbrella women's organisation with a membership of 30 women's groups in the four counties of Central Equatoria State (CES), comprising almost 700 women. WSHDO is supporting 100 WAAF and 200 women from the community to set up cooperatives in food processing, blocking making and tailoring, and a cooperative restaurant. UNDP linked a women's co-operative affiliated to WSHDO to UNMIS, which provided a canteen at its old site for the women to run. The canteen has been running successfully for years. UNMIS has also recently provided another canteen for WSHDO to run at the new UNMIS site. UNDP will provide 50% of the staff from the WAAF trained by GTZ at the Juba MTC once they have graduated. WSHDO has employed several women at the canteen who are paid a monthly salary of SDG 450. UNDP is also supporting WSHDO to establish the first ever women-only brick making factory in southern Sudan. AYDI is supporting 15 WAAF and 15 community members to set up a tailoring cooperative. For both organisations, UNDP has supported adult literacy classes.

Under a tripartite partnership of PACT, SSDDRC and UNDP, PACT provided the equipment for the WSHDO restaurant at the new UNMIS site, which will also be used for training other women. PACT also supported WSHDO to undertake training of WAAF in tailoring. WSHDO's business plan and proposal were developed with the support from PACT Sudan. WSHDO is marketing shea butter products, such as body butter, mosquito repellent jelly, and soap and lip balm, all under the brand name of 'Lulu Life', which are produced by a private company in Lakes State. These products are available from Jit Supermarket chains in Juba.

Both WSHDO and AYDI used the grant from PACT Sudan to buy sewing machines, which they use for training women in tailoring. UNDP also supported day-care services for children of the trainees at WSHDO and AYDI. UNDP provided play toys for the infants, while PACT paid for a caretaker. This makes it possible for the women to concentrate on training. UNDP lobbied the Ministry of Health not to evict WSHDO from its current premises in the outskirts of Juba when it was discovered that the organisation had accessed funding from PACT Sudan. UNDP has already identified an additional four indigenous national organisations in Rumbek and four others in Juba.

The Review Team was informed that PACT Sudan was also supporting two indigenous organisations (Roots and SAHA), which the Mission did not have time to visit. Roots is supporting 25 WAAF (including 15 female ex-combatants and 5 women from the community) to set up a jewellery and crafts cooperative. It is hoped that Roots will be able to produce export-quality jewellery, crafts and school uniforms. SAHA is providing adult literacy training to 120 female ex-combatants, 30 returnees and 50 women in the community, and space for reconciliation dialogue. Support has also been to communities of return in Lakes State through the construction of boreholes. UNDP has also supported various women groups to undertake small-scale gardening.

UNDP had not sub-contracted any indigenous organisation to deliver reintegration support as implementing partners. However, through this community-based social reintegration initiative, the PACT/SSDDRC/UNDP partnership was able to build some local capacity of indigenous NGOs to support community reintegration. Both WSHDO and AYDI accessed through a competitive process the funding from PACT Sudan. Working with indigenous organisations in which both ex-combatants and community members benefit not only from training, but also from opportunities for employment and

income generation, facilitates social reintegration as many ex-combatants and communities members can be reached quickly all at the same time, and begin to appreciate each other as useful citizens.

UNDP is also implementing an HIV/AIDS Awareness Training for ex-combatants as part of its social reintegration initiatives. UNDP trains ex-combatants and WAAF – a high-risk HIV infection group – to become HIV Peer Educations within their community. This empowers them to provide health information and learning to their families, other ex-combatants and the community at large. Through this ‘food-for-training’ project, UNDP is able to support ex-combatants and their families. Other activities which UNDP has undertaken as part of its social reintegration initiatives include: Adult Literacy and Numeracy, as an attempt to address the high adult illiteracy rates. The more the community has been exposed to armed conflict, the lower the adult literacy rates. Illiteracy rates are highest in the communities in the states neighbouring North Sudan. In Juba, 100 ex-combatants out of the 704 ex-combatants who completed a GTZ- organized five-month training at the MTC Juba in November 2010 were fully literate. The majority was illiterate. To ensure that they benefited, not only from the reintegration training received but also from life skills, ex-combatants were also given adult literacy and numeracy training for three months. While the three months were not adequate, it was still better than nothing.

UNDP has been supporting ex-combatants who have completed reintegration training with job placements as part of social reintegration. With support from UNDP, 25 Ex-combatants have been taken on by UNMIS as individual contractors at the new UNMIS site in Juba. These have been working at the site for about five months and earn SDG 48 per day. UNDP is currently helping 40 Ex-combatants to process their P11 profiles for recruitment by UNMIS as plumbers and pipe fitters and carpenters. A list of 20 names had also been sent to UNOPS for consideration for employment. Two WAAF who completed reintegration training at Juba MTC have also been supported to gain employment at Oasis Hotel as housekeepers. One ex-combatant is working at the Ministry of Education as an Office Assistant.

GTZ had retained one WAAF as a trainer at the Juba MTC. GTZ has also established collaboration with international agencies in Juba, Rumbek and Torit to whom they refer ex-combatants for job placement. Ex-combatant has benefited from employment with GTZ’s intensive-intensive Road Construction Project. Some ex-combatant had been referred for employment to Norwegian Church Aid, Norwegian People’s Aid, Danish De-mining Group, and UNOPS. Before the November 2010 graduation ceremony for the first caseload in Juba, UNOPS requested for the list of outstanding ex-combatants in masonry, plumbing, carpentry, electricity and welding. Ex-combatants who trained in driving have been helped to process their driving licenses. Many private companies had been contacted with proposals seeking placement for trained ex-combatants, but most had put on hold any recruitment till after the January 2011 referendum. IOM supported six ex-combatants in Wau to get jobs with Eyat Road Construction Company. The company was rehabilitating the road from Wau to Aweil.

Social reintegration support by UNDP has also involved supporting individual WAAF and ex-combatants who received training in small business to strengthen their businesses (for those who had already started micro-shops). UNDP staff have been providing some limited support in form of business development services to ex-combatants to form groups in order for them to be eligible to access micro-credit from micro-finance institutions that give soft loans. The collateral required is not cash but group guarantee. Sudan Microfinance Institution (SUMI) in Juba, which has been approached by UNDP and its DDR program IPs such as GTZ for extending micro-credit support to ex-combatants has been extremely positive. In Juba, representatives of SUMI are usually invited for one follow-up session to speak to the trainees at the Juba MTC about opportunities for access micro-credit. In Eastern Equatoria, UNDP and GTZ are collaborating with BRAC to integrate micro-finance training into the curricula for ex-combatants. In Juba, 20 WAAF and female ex-combatants had already registered to form women groups through which they could easily access micro-credit.

UNDP staff has been following up WAAF who received training in different fields to see how they were coping. The ex-combatants are traced to their businesses and sometimes to their homes to see whether the training they received had improved their lives. The current follow-up (by both UNDP and its IPs) of ex-combatants who have already received training and reintegration support is however considered not adequate. There is no structured monitoring framework to maintain a continuous support system (whether directly or indirectly through IPs) for those who have already received their initial reintegration support.

Through the social reintegration support, UNDP and its various DDR implementing partners have tried to reach out to the private sector in various ingenious ways. In CES and Lakes States where GTZ is the main implementing partner for the DDR program, partnerships had been established with local small enterprises, which provide GTZ with trainers and training facilities. In Juba, vocational training in driving is carried by the Daleers Driving School while Paramount Salon does training in hairdressing. In Rumbek, there were also several local small enterprises that were undertaking training of ex-combatants and WAAF in driving, hairdressing, food processing, tailoring, joinery and carpentry. GTZ also links ex-combatants with the private sector to support them in finding employment. Information on job opportunities in the private sector is displayed on GTZ's Information, Counselling and Referral Service (ICRS) notice board in Juba and Rumbek.

The above forms of reintegration support through apprentice training and job-placement support helped ex-combatants to make a connection with the community in which they seek to reintegrate. Such arrangements were also one of the channels through which a mutually beneficial relationship was established between the DDR program and the private sector.

Issues and Challenges:

None of the things that were carried out by the UNDP staff in the name of social reintegration clearly mainstreamed issues of reconciliation and social healing, which should have been expected to be central to any social reintegration initiative.

The initiative to link with the private sector is commendable. IPs are paying private sector organisations to train ex-combatants through apprenticeship. In Wau and Aweil, IOM was paying US\$ 100 for apprenticeship training for each ex-combatant at a private organisation. While this builds capacity of private sector, it is not sustainable in the long-term without a clear framework. The major challenge with apprentice training and job-placement support is that outside the state capitals, there are not that many opportunities available for ex-combatants to benefit from.

Job placement support by UNDP and its implementing partners is useful for those who are being supported. Unfortunately, they are the lucky few. For this to become sustainable, it needs to be structured in form of a framework for business development support services provided as part of the contract with DDR IPs. Currently, there is no continuous business development support provided to those who have benefited from reintegration training and support.

It was not clear whose responsibility it would be to undertake follow-up of ex-combatants after completion of reintegration training to ensure they are sustainably integrated in civilian life. This is the case for the follow-up support as well as the general monitoring function. IPs are contracted to provide support to the reintegration of ex-combatants for up to 12 months. During the five months training, every 15 days the IPs prepares a report on every ex-combatant participating in the training, which is integrated in DREAM. After ex-combatants have completed their training and received their material packages, IPs conduct two follow-up sessions with every ex-combatants, which is inadequate. The State representatives of the SSDDRC, whose responsibility this should be are under-facilitated.

While there were efforts to enable ex-combatants to appreciate the possibility of boosting their businesses by accessing micro-credit, the Review Mission did not find any ex-combatant who had successfully accessed any loan facility from a micro-finance institution for business development.

Partly, this could be the result of an infant micro-finance sector in southern Sudan, and limited appreciation of the use of micro-credit.

The Way Forward:

After giving ex-combatants training in small businesses, they need to be supported with continuous business development support, which should be done through the relevant line ministries in partnership with indigenous NGOs and CBOs and their development partners.

An appropriate legal and policy regulatory framework for the functioning of deposit and non-deposit taking micro-finance institutions should be developed. Support should be extended to existing private micro-finance institutions such as the Sudan Micro-finance Institution (SUMI) in order to enhance its capacity to reach as many beneficiaries as possible. Packages (be they reinsertion or reintegration) can never be enough. Such institutions supplement what ex-combatants are able to leverage from the DDR program.

2.4.4 Economic Reintegration Assistance

The General Approach

Current status:

A special component within the DDR supports the economic reintegration of each ex-combatant or WAAF. The ex-combatants and WAAF are allowed to choose from one of the following reintegration options: (1) Agriculture and livestock (which also includes fishery and forestry); (2) Small business development; (3) Vocational training; and (4) Adult education (accelerated learning). In addition to either of the above, ex-combatants are also able to benefit from adult literacy and numeracy, as well as the civilian training program for life skills. Where feasible, they may also include job placement and labour-intensive works. The actual assistance available may vary by region and area (urban/rural). However, the assistance available appears not to be based on a solid analysis of the local labour markets.

Table 2: Reintegration Option chosen in southern Sudan under the UNDP DDRP

State	Agric ultur e	Vocatio nal Trainin g	Small Busin ess	Educ ation	Othe rs	Livesto ck	Gove rnme nt job	Not menti oned	TOTAL
CES	71	253	809	7	1	1	5	7	1154
EES	85	62	70	-	-	3	-	-	220
WES	8	5	51	-	-	-	-	-	64
LAKES	1732	174	1974	9	4	7	3	-	3903
WBG	6	14	26	1	1	-	-	-	48
WARRAP	15	5	24	4	-	-	-	-	48
NBG	346	269	1624	124	4	603	-	-	2970
JONGLEI	19	18	103	1	1	-	-	-	142
TOTALS	2282	800	4681	146	11	614	8	7	8549

According to the above statistics, 55% of the ex-combatants chose small business; 27% chose agriculture; 9% chose vocational training; 7% chose livestock; 2% chose education, 0.1% went into government jobs; and 0.2% others.

Under each of the four economic reintegration options that were offered, the specific fields of training offered varied not only over time, but also between implementing partners across the states. Under small business, a short training was offered in the following fields among others: tea and coffee; airtime card vending; juice bar; peanut butter making; vegetable growing; vender kiosks. Under vocational training, training was offered in the following fields among others: tailoring; driving; auto mechanics; carpentry and joinery; plumbing and pipe fitting; welding and metal fabrication; construction (bricklaying and concrete practise); food-processing; electrical installation.

At the start of the DDR program, some Business Opportunities Mapping studies were carried out to collect information to guide caseworkers in advising the ex-combatants. It was hoped that the information collected would help implementing partners in organizing start-up kits for ex-combatants. The mappings were also intended to give up-to-date market information for ex-combatants during training on existing business opportunities, which would enable them to select the most viable business enterprise to run after the training. In addition, GTZ carried out a market survey for economic opportunities for demobilised ex-combatants in Juba in August 2010 to inform the choices of economic options for reintegration by ex-combatants. The study mapped out the various business opportunities in and around Juba, their prospects and profitability. By now, most of these studies have been hardly used and would need updating.

Part of the reintegration counselling, which is done jointly by UNDP caseworkers and the reintegration implementing partners, ex-combatants are assisted to identify an economic option for reintegration. The ex-combatants sign an agreement with an SSDDRC representative in the state indicating the option which they have chosen to do, and the state selected for resettlement. A referral slip is provided to the ex-combatants, which he/she takes to the SSDDRC state office in the state they have chosen for reintegration within three months. It is this referral slip that ex-combatants present to the state office in the chosen state of reintegration that is used for linking them up with IPs. When ex-combatants change their states for resettlement, there are SOPs for change of state of reinsertion. The IDs issued by UNMIS at the site of demobilization have photographs to prevent 'double dipping'. When caseloads change options or the state of reinsertion, a new agreement is signed with at the state offices of the SSDDRC where the change has been made. The information has to be crosschecked in the DREAM before a change is effected to prevent fraud.

The total value of the individual economic reintegration support provided in form of in-kind material and training is US\$ 1,750, of which US\$ 1,500 is contributed by the international community and US\$ 250 by the GoNU/GoSS (although GoSS has not yet put in its US\$250). It should be noted that this amount is much higher than what is on average available for the targeted economic reintegration support in DDR operations in Africa. At the same time, the costs of delivering the assistance in the complex environment of southern Sudan and the way the assistance is now designed are very high. Like the economic reintegration options, the specific contents of the kits received after completion of the reintegration training under the different reintegration options varied not only between the selected activities and over time, but also between implementing partners and across the states.³³

Issues and challenges:

- Outside the State capitals immediate economic opportunities for reintegration were limited, partly because of the consequences of the devastation caused by the prolonged exposure to armed

³³ In Yei, an ex-combatant had received a reintegration kit from FAO through Action Africa Hilfe (AAH) comprising the following: a hand Sprayer; Treadle Pump; a crocodile brand Hoe; Vegetable seeds, as well as seeds for other crops such as: sorghum (7kgs); groundnuts (50kgs); Maize (15kgs); a wheelbarrow. Those who trained in saloon and hairdressing with GTZ at MTC Juba received the following in their kit: towels; hair pieces; weaves; shampoo; conditioner; hand driers; detol detergent; treatment; chemicals for perm and curly hair; pedicure/manicure kit. Those who trained to start a 'Juice Bar' received the following: a juice maker; water purifiers/dispensers; chairs; tables.

conflicts. In the longer term economic opportunities in southern Sudan would certainly exist. But they would need a broader effort to be developed.

- When making the choice for one of economic options, there is very limited time for the ex-combatants to be able to get all the information needed for them to make informed choices. The ex-combatants do not have any opportunity to consult with their families and friends on the most appropriate reintegration economic option. Guidance on economic options needs to start while the ex-combatants are still in the barracks, so that by the time they come to the demobilization sites, they would have been able to make up their minds.
- Ex-combatants sometimes chose economic options, not because it is what they wanted, but because that was what was immediately available. The time given to ex-combatants who had been in the military (for a long time) to choose a reintegration option was insufficient. Many may have preferred options, which were not available, but were advised during the counselling by caseworkers to choose other options. Some chose options where they knew they would get kits that they could easily sell. Some chose small business because they were interested in DSA paid during training by IPs.
- The reintegration kit provided for those involved in agriculture is potentially very useful. If packages provided are intended to enable the beneficiaries immediately to start their businesses, then they are inadequate. The IPs say that the inputs provided are what the money can buy. But ex-combatants who chose agriculture complained, for example, that while sprayers were provided, no insecticides were included.³⁴ Ex-combatants were given seeds and hoes, but not appropriate equipment for opening land. Most still need support for land opening, e.g. hand tractors, ox ploughs as well as access to tractors.
- The period that the ex-combatants and WAAF are being supported by the IPs is too short for the assistance to lead to a sustainable economic activity.

The Way Forward:

- If there are ex-combatants who choose reintegration options similar to their pre-military occupations, then we recommend that during counselling on reintegration options, ex-combatants be advised to chose options that help them to build on their past experiences and skills rather than start new occupations.
- Opportunity mapping was done in some states, but is outdated and need to be revisited to reflect the reality in the ground. The opportunities identified should lead to the possible adaptation of economic reintegration options offered to the ex-combatants and should point at needed capacity building of (potential) IPs.
- More flexibility is needed to assist ex-combatants and WAAF who choose to go for an economic reintegration option that is not included in the list provided for under the DDR program. Potential opportunities vary significantly from place to place. Some young ex-combatants wish to go for formal education, opportunities for which were still very limited.
- Choosing an economic option should be informed by a combination of several factors in the contextual environment and an assessment of enabling factors. While still in the proposed 'holding patterns, ex-combatants should benefit from career guidance provided by experts from the various line ministries in their respective fields, which will help them in making informed

³⁴ In Wau an ex-combatant who received training in small business from IOM refused to take the reintegration kit following he completed the training, after he discovered that the business would not guarantee a regular and sustainable income. Instead, he asked to be assisted in finding a job placement where he would train as an apprentice, and the monetary equivalent of his reintegration kit used to pay for his DSA as well as placement with the private sector organisation, where he was training as a security guard.

decisions about the economic options. If ex-combatants are given adequate counselling, and are properly trained, there are considerable chances that they will also use the cash component of their reinsertion package more wisely. They will have made up their minds what they wish to realistically do.

Delivery of Economic Reintegration Assistance

Under the UNDP-supported DDR program, reintegration support is provided to ex-combatants by international implementing partner organisations selected through a competitive bidding process. While many national organisations in southern Sudan submitted bids to provide reintegration support, none had the competence and capacity levels that SDDRC and UNDP were looking for. The following international organisations were selected to support the reintegration of ex-combatants: IOM, FAO, GTZ and BRAC. Current contracts consist of a Letter of Agreement (LoA) with FAO for 383 participants; a contract with GTZ for 1,158 participants and a LoA with IOM for 3,986 participants. Amendments are being processed for FAO for 750 participants and for GTZ for 2,568.

While UNDP was unable to contract national organisations as IPs, it insisted that the contracted IPs had to bring national organisations on board, by way of building their capacity. GTZ was working in collaboration with a driving school in Juba and Torit to provide reintegration training to ex-combatants who choose the driving option.

Issues and Challenges:

- There have been challenges bringing on board implementing partners (IPs) to support ex-combatants to reintegrate in all states. It took longer than had been anticipated and some of the IPs that were selected turned out to have capacity challenges. In Central Equatoria (CE), FAO delayed coming on board. Delays by FAO to start reintegration support for ex-combatants who selected agriculture led to some ex-combatants changing their options from agriculture (with FAO) to small business (with GTZ) in Juba, Yei and Rumbek.
- The way the DDR program was structured, ex-combatants are allowed to disperse in their resettlement communities before receiving all the support that they need. In 2009, ex-combatants would only receive reinsertion kits, and thereafter go to their states of resettlement where they would receive counselling and their reintegration training. After being demobilized, ex-combatants disperse throughout the ten states in southern Sudan, although the majority remained in state capitals. This created logistical challenges for both the ex-combatants to return to the state capitals, and for the IPs to locate the ex-combatants after they have dispersed.
- Many ex-combatants have not received their full reintegration support. For some, it was because the kits were not yet available. After the reintegration training, many dispersed far away from where the kits were supposed to be collected and had not showed up to collect their reintegration kits. Others did not leave their current addresses, to determine the nearest focal point where these kits can be delivered.
- In Yei, FAO which was sub-contracted by UNDP to deliver reintegration support to ex-combatants who selected agriculture option had also sub-contracted a third party, Action Africa Hilfe (AAH) in Yei to help train ex-combatants in modern agronomic practices, deliver agricultural extension support and monitor the performance of crops grown by ex-combatants, as well as provide technical backstopping including pest and disease surveillance and general market information. This multi-layering of delivery of reintegration support under the DDR program has increased the overhead costs for the delivery of reintegration support. What one wants to reduce is such mounting transaction costs, which in the end only take away from the amount available for the beneficiary.

- There is a lack of parity in the reintegration training provided by IPs. GTZ gives SDG 200 per month for lunch and transport. This daily subsistence allowance (DSA) is meant to be an incentive for ex-combatants to join and complete training. However, it also leads to ex-combatants choosing options for their reintegration support mostly based on these immediate ‘benefits’. FAO does not provide any allowances as incentives, because most of the time, ex-combatants are trained on site. AYDI, a national NGO sub-contracted by GTZ, was giving some training programs in tailoring for ex-combatants and WAAF. It pays SDG 5 for lunch and SDG 8 for transport. However, the trainees are in fact not given the SDG 5 lunch allowance, which the organisation has used to buy electric sewing machines for training the women.
- While the use of photographic IDs has reduced incidences of ‘double dipping’, the practice has not been completely eliminated. It is likely to occur through the use of ‘proxies’. In Yei for example, a 60-year old ex-combatant started receiving reintegration support from FAO in November 2010. The delay by FAO to start supporting ex-combatants who chose agriculture led to many to change their options. After he returned to his village in Goja boma, Otego Payam, Yei County, the ex-combatant could not return to Juba to pursue alternative training in auto-mechanic engineering. The ex-combatant therefore preferred to send his son to Juba MTC as his ‘proxy’ to train as an auto-mechanic (driving) in September 2010. When FAO finally started reintegration support for those who opted for agriculture in November 2010, the ex-combatant did not refuse the agricultural training support and inputs that were provided by FAO. Another ex-combatant had claimed his documents got lost, came to Juba and processed new ones, and claimed he wanted to change states, but gave the new documents to a proxy. The number of actual ‘double-dippers’ is hard to estimate. Caseloads involving the use of proxies are now being scrutinised to remove those who were ‘double-dipping’.

The Way Forward:

- The delivery of reintegration support to ex-combatants could be directly contracted to organisations that currently have adequate infrastructure at state level, such as FAO, ILO, GTZ, IOM, PACT and BRAC. In order to work towards sustainability and widening the reach of the support, some of the reintegration support activities should be delivered in true partnership with indigenous organisations (NGOs and CBOs) as well as relevant line ministries (Agriculture, Cooperatives, Gender and Social Development), in ways that not only build their capacity, but also enhance service delivery. Short-term delivery of the services, which is required under a DDR program, is to be combined with building capacity for the longer-term.

Training for Reintegration

The economic reintegration assistance as provided by GTZ in CES has entailed five months training at Multi-Service Training Centres (MTCs). The trainees who graduated at Juba MTC said they had received five months training, of which two months were training in adult literacy and numeracy, and life skills. Day-care services were provided at MTC Juba and AYDI at their training centre at the ADRA compound in Muniki. A few of the trainees have saved part of their DSA to start small business that have grown to support their families. After survey of the private sector and potential for inclusion of participants in jobs (e.g. could the program ‘pay’ the private sector to take qualified participants for on-the-job training with the hope that if they were good, they would be kept on); successful completion, the trainees are awarded certificates of completion (and transcripts for grades for those who undertake training in the professional trades). This increases their marketability in the job market.

The first reintegration training of ex-combatants that had been undertaken in southern Sudan was carried out between June and December 2009, with support from JICA at Juba MTC. Out of 104 registered trainees, 62 completed and graduated. The second batch of trainees of 704 Ex-combatants who completed 5-month training at the MTC Juba graduated on 4 November 2010. A total of 565 ex-combatants graduated in the following fields under small business: Tea and Coffee (6); Airtime card

vending (12 trainees); Juice Bar (14 trainees); Peanut butter making (6 trainees); Vegetable growing (12 trainees); Vender Kiosks (515 trainees). A total of 138 ex-combatants graduated in the following fields under vocational training: Tailoring (11 trainees); Driving (36 trainees); Auto Mechanics (39 trainees); Carpentry (13 trainees); Plumbing (8 trainees); Welding and Metal Fabrication (7 trainees); Construction (11 trainees); Food processing (3 trainees); Electrical installation (4 trainees). The third lot of 216 ex-combatants had commenced training at MTC Juba, and is expected to graduate in February 2011.

To ensure success of the training of ex-combatants, in Lakes, GTZ had recruited ex-combatants to train their colleagues in adult literacy and numeracy life skills, as well as hairdressing and beauty. Ex-combatants respect tutors who are their peers. It is a form of employment for the ex-combatants who do the teaching as well. People in the communities affected by armed conflict were also being brought on board to benefit for the training provided under the DDR program. Activities by many IPs were also extended to non-combatants. There are more opportunities for healing and reconciliation as ex-combatants are not targeted at the exclusion of other community members. The communities where ex-combatants are being reintegrated are also as poor as the ex-combatants.

The period between demobilization and start of reintegration training with IPs has been gradually reduced from approximately six months (when the DDR started in 2009 with the Mangala caseload) to an average of 12 weeks (3 months by November 2010, when Wau caseload was handled). After training at GTZ, ex-combatants go for attachment with national and international organisations. Those ex-combatants who participated in the different reintegration training clearly appreciated the support they received and the knowledge they acquired.

Issues and Challenges:

- Challenges experienced by ex-combatants who participated in the different reintegration training ranged from inability of the support received to match their expectations, especially the fact that some hoped that they would continue coming back for similar packages. Many felt the packages received were inadequate, although they were better than nothing at all. Many still hope for the day when they will start to receive a monthly social benefit provided by the state.
- Variations in the DSA's paid out during training between implementing partners across states (both within the same economic options selected and across different economic options) is causing tensions among ex-combatants. The allowances are clearly not perceived as a contribution towards the immediate needs for food and transport, but seen as an entitlement. This also suggests that the allowances paid by GTZ are more than would be required for food and transport.
- There are still challenges associated with the long duration ex-combatants take from the time they are demobilized, to not only the start reintegration training, but also the receipt of reintegration kits after finishing training and graduating. The shorter the duration between demobilization and reintegration training, the less the dropout rates. In Juba, the majority of the 704 ex-combatants who completed a 5-month training at the MTC Juba organized by GTZ and graduated on 4 November 2010 had by the of November not received their packages. 253 kits had been given out.
- There have also been delays in the distribution of reintegration kits after completion of reintegration training. The delays were due a variety of reasons. Due to the logistical challenges associated with the delivery of the kits at the MTC, it was decided that a focal point in the community where there was a highest concentration of ex-combatants would be identified, and a date fixed when the kits would be delivered to ex-combatants. Kits are delivered according to a pre-determined schedule after ex-combatants have graduated. Some ex-combatants however had become impatient about waiting for their turn. Among those who graduated in November 2010 at Juba MTC, 205 did not indicate where they were staying to make it easy for the kits to be delivered nearest to their residences. GTZ did not have in its stores kits for carpentry; auto-mechanics; plumbing and pipefitting; construction; electrical installation. This is because what

was available on the local market was inferior quality, the kits had been ordered from South Africa, and would take time to be delivered to the ex-combatants.

- Some ex-combatants dropped out from the Juba MTC training because they had problems of finding accommodation in Juba.
- The sequencing and scheduling of the various forms of assistance has been problematic. Ex-combatants receive reinsertion packages, and disperse into the communities of their choice for resettlement. Then training is organized after some time. Apart from creating the impression that periodically, they should expect subventions of some sort, staggered delivery of assistance makes it difficult for ex-combatants to build on spin-off effects from assistance provided. It is never enough at any one point in time.
- Harmonisation of reintegration training (curricula and duration): While the bulk of ex-combatants so far trained have received training at Juba MTC (supported by GTZ) where the curricula is streamlined to the vocational training provided by MTC (graduates in certain courses receive certificates and transcripts showing their grades), there were also training taking place which focused mainly on imparting the practical skills. The duration for the training offered by different IPs in different states varied.
- The Review Team was not in a position to directly assess the success of reintegration support since the most critical aspect of the reintegration support, skills training had only started some five months ago, in a few states. The first batch of the trainees graduated on 4 November 2010.

The Way Forward:

- In undertaking reintegration training, the capabilities and abilities of ex-combatants should be taken into consideration. There should be training programs for young people and for those of advanced ages. Training programs should take into consideration previous occupation experiences. Efforts to convince people to choose training over small business support should continue.
- It is proposed that in the re-design of the SSDDRP, demobilization should occur after ex-combatants have received some initial training. Considerations should be made to retain ex-combatants on the payroll for a transition period of up to one year, during which proper sensitization and education of SPLA combatants waiting to be demobilized is undertaken, as well as proper counselling. Perhaps thought should be given to moving toward establishment of a number of field level ICRS centres in places of high return and under the appropriate ministry, such as labour, which should be also be dealing with the collecting employment and labour market information for use in career counselling and referral. The combatants need to be prepared to become civilians. If any referral for any additional support service has to be made, it will become extremely important because the decision to refer will be based on actual (and not perceived) needs.
- Wherever possible, trainees who receive start-up kits need to be supported to organize themselves in groups/associations/cooperatives, so that they can use their groups to guarantee soft loans. In groups, they could use the available market opportunities to their advantage. But clearly, these processes take time, especially in southern Sudan.
- Ways need to be found to scale up the training and increase the intake. Opportunities for decentralizing the training should also be further explored. Incentives can be put in place to stimulate the formation of a training market as such, stimulating competition and development of public and private training providers. This was for example successfully piloted in Mozambique with the establishment of a contract training scheme whereby training providers could compete for

funds to subsidize the establishment or expansion of their training provision especially targeting ex-combatants.

- Trainees in professional trades (such as bricklaying and concrete practice; plumbing and pipe fitting; electrical installation; welding; mechanical works, etc) should be linked to apprenticeship in government infrastructure, building construction and other contracts. Such approach is likely to be most promising in urban areas
- The IPs for economic reintegration should continue to identify and work with local artisans in the communities who have specialized skills. They could be further supported to play a role in the training of ex-combatants. If their capacity is enhanced, they will continue to be available to transfer their skills to ex-combatants yet to be demobilized.
- A Southern Sudan Vocational Training Policy has been finalized. A Draft Strategy for the implementation of the Vocational Training Policy has been developed with support from ILO³⁵ and should be finalized and implemented in order to regulate and harmonize the activities of institutions and organisations providing vocational training, including that provided under DDR program.

Overall Economic Reintegration Perspective

Where reintegration of ex-combatants has been completed or was ongoing, it is still very early to judge the extent of success of reintegration. Not all ex-combatants who have been demobilised have received all the support they are supposed to get. The majority have not yet received training in their preferred economic options. Many are still undergoing training. A few of the demobilized ex-combatants who have completed training have stabilized, and show much promise to lead a normal civilian life. Among those ex-combatants where significant headway has been registered in reintegration, their transition to civilian life appears to have been facilitated by a combination of factors, including the following: (a) the age at which the ex-combatants were demobilized, which influenced their ability to still be in a position to work hard and indulge in multiple forms of income generating activities; (b) availability of personal savings accumulated from previous employment in the army; (c) skills previously possessed from previous vocations; (d) previous experience in the respective trades chosen (retail trade and restaurant business); and (e) ability to gradually accumulate productive assets in an incremental manner.

Issues and Challenges:

- In the light of the caseload demobilized to date and the objectives of the DDR, the economic reintegration support has up to now not been more than some sort of random livelihoods support program.
- While what the ex-combatants could expect to get from DDR program in the form of reinsertion and reintegration support was explained clearly during the process of verification and counselling for demobilization, there was a feeling among ex-combatants that it was too little considering the years they had spent in the military and the contribution they had made to the armed struggle for liberation. When they were fighting, they were told that once they would capture power, they would be given houses, cars and their children would be sent to Europe and America for their education. The ex-combatants themselves feel they are heroes who deserve to be paid for their contributions during the war. Caseworkers interviewed by the Review Team spoke of tensions following the distribution of packages. Ex-combatants vent out their anger and frustrations on the IPs and their staff. They think the IPs are cheating them out of their packages. A DDR program that generates suspicion and animosity is not effective, nor sustainable.

³⁵ Implementation Strategy for the Southern Sudan Vocational Training Policy, Final Draft, December 2008.

- Several ex-combatants interviewed by the Review Team said that many of their colleagues who selected small business and received reintegration training in small business, and were given reintegration kits for small business, but had nothing to show five months after they received their kits. The majority had failed to sustain the capital base to keep their ‘micro-shops’ running because the expenses for family maintenance made it difficult for them to accumulate savings to reinvest in their ‘micro-businesses’.
- The DDR program was taking people out of the army where they were getting very reasonable monthly salaries, and leaving them on their own without any sustained source of income. After the cash received for reinsertion and the food and non-food items are all finished, the ex-combatants are basically on their own. In Wau, the Review Mission was informed that even after receiving their reinsertion packages, demobilized ex-combatants continued coming to the SSDDRC state offices, in the hope that they would be given additional packages. The DDR program was already creating very angry people. They could sooner rather later become a security risk, if they decide to join any group that may have disagreements with the government.

The Way Forward:

- In the **immediate term**, reintegration support needs to continue to clear the backlog. The large number of ex-combatants already demobilized in the south needs to receive its reintegration assistance. Depending on the decision how much of the Phase I demobilization will still take place, economic reintegration IPs need to be contracted and/or funded to support the ex-combatants.
- **Key considerations for the reintegration support in the revised DDR** for southern Sudan will be:
 - a. Good public and internal communication by the GoSS (SPLA and SSDDRC) would ensure that ex-combatants would understand that the DDR is not providing them a livelihood for ever after, but merely assisting them to make the transition and start to create their own future. It should among others be communicated that the DDR support is not a pension. An SPLA pension policy is under consideration, but not likely to be implemented for quite some time.³⁶
 - b. Once the DDR will have to deal with the active-duty combatants of the SPLA, the content of the economic reintegration support has to a) be attractive for the combatants, and b) be clearly presented in advance – and by the GoSS – to the combatants to be demobilized.
 - c. One of the factors that should be kept in mind in the type of support provided is that of the SPLA members most were living at home, or near their homes, and providing for their own livelihoods. Only in 2006 did the SPLA start paying salaries. We might thus assume that for many their reintegration would imply picking up an economic activity that they had till quite recently.
 - d. Only after these caseloads for possible demobilization would have been defined by the SPLA would it be possible to assess their characteristics, ambitions, needs, etc. Sample-based surveys would be required, preferably when the combatants are still with the SPLA.
 - e. If the opinion persists that the ‘package’ is not worth it and the delivery costs remain high, there might well be strong arguments to abandon the entitlement after the reinsertion package (and increase the reinsertion package and holding patterns) while investing more in community recovery and strengthening the public information and reconciliation activities.

³⁶ See Southern Sudan Security Sector, Budget Sector Plan, 2011-2013, August 2010.

- f. If part of the reintegration training takes place before demobilization when the ex-combatants are still in holding areas, delivery of reintegration support under a community-based reintegration program could be done among others through existing specialized agencies that already have infrastructures at state level, and have a presence in the counties where they will be working.
- g. Area-based projects working with local capacities, both governmental and non-governmental, should be developed according to the specific contexts in the respective areas where they will be implemented. In undertaking these projects, synergies should be created with (still quite weak) line ministries at state level for enhanced capacity building in service delivery. Some community-based opportunities could be: establishment of water-points, introduction of zero grazing, and fruit processing and marketing.
- h. Under a more community-based reintegration program, significant financial resources under the assessed budget available to UNMIS should be channelled into supporting enhancement of community security. It should be a process with an open timeline, but clear benchmarks and deliverables. The current CSAC initiatives supported by UNDP should also be continued. It would continue to fund community projects that consolidate community security objectives identified through stakeholder consultations at grassroots level.
- i. Funding could also be channelled to technical ministries, training institutions, etc. with special encouragement to engage ex-combatants and other war-affected groups in their activities.
- j. Over and above all the specific reintegration support measures, there continue to be instances in which creativity and proactive communication could bring ex-combatants in touch with opportunities which would be important for the development of their livelihoods. These opportunities could be identified and explored by each and everyone in the circle of DDR stakeholders. In the light of the enormous needs in southern Sudan to rehabilitate the infrastructure, significant investments are expected to continue over the next decade. In these investments many job opportunities could be filled by among others ex-combatants.
- k. The suggestion in the ToR for this review that large-scale infrastructure could be supported by the DDR operation is not supported by the Review Team. There is little doubt that southern Sudan needs massive investments in its infrastructure. But it is preferred to keep these challenges separate where their execution is concerned. The Review Team would favour supporting close collaboration between the two programs, specifically to maximize the number of ex-combatants that would be able to find work in these rehabilitation activities, gaining work experience and developing skills in the process.
- l. Considerations need to be made to put in place a national policy and legal framework on veterans that will define the nature of their pension and recognition of service for their contribution to the liberation wars in southern Sudan.

2.4.5 Targeting Principles

Current Status:

The DDR program has mainly focused on the individual reintegration benefits. Right from the start, the GNU/GoSS were the main advocates of these targeted reintegration assistance. Others have also stressed the advantages of targeting the communities rather than individual ex-combatants when undertaking reintegration support. Community reintegration projects will benefit everybody in the communities. In case of training for example, benefits are more broadly shared if training is undertaken within the communities rather than in MTCs elsewhere.

Individual ex-combatants were usually interested in the money and not the training. Some of the ex-combatants who participated in the reintegration training were over 60 years, and were expected to learn new skills. Many may have participated in the training because there were DSA paid out to participants who attended the training. For some it was an opportunity to get a source of income since the kits were quickly converted to cash. Everybody agrees that individual benefits need to be combined with community benefits. Targeting individual made it difficult for the DDR program to leverage community ownership of the program.

For successful long-term reintegration of ex-combatants, in the context of sustainable recovery and development, individual benefit targeting, enhancing the asset base of ex-combatants, has to be combined with community-wide support targeting basic physical infrastructure for improved service delivery. The challenge with community-wide projects is that the largest concentration of ex-combatants is in the towns.

Issues and Challenges:

- A DDR program that provides uniform packages for the generals and the rank file is likely to encounter significant challenges. The high-ranking officers need to be targeted differently from the rank and file. They have the potential of becoming spoilers. A standardized approach cannot be used. A reformulated DDR program should find ways of addressing the issue of different ranks of people and different groups within SPLM.
- Doing individual benefits to ex-combatants without addressing community wide problems, especially putting in place interventions that address insecurity in the communities through community-based reintegration initiatives will create security problems.

The Way Forward:

- There is a need to find a balance and rationalize individual benefits with community-wide benefits. Dual targeting is dependent on the careful assessment of individual needs and assets and community resources and opportunities for social support and livelihood promotion.
- The best opportunity for a successful community-based reintegration program is under agriculture. In the rural areas, far away from the state capital, with derelict social, economic and physical infrastructure, the local population are as impoverished as the ex-combatants seeking reintegration. The locals are almost as vulnerable as the ex-combatants. A community-based approach to reintegration is one which those involved in crop farming and livestock production are supported with farm inputs (improved seeds and requisite agricultural implements); training support in improved agronomic practices as well as provision of continuous agricultural extension advice and support for pest and disease control; pre-and post harvest handling; and marketing information. Support will also be needed for land opening, ranging from hand tractors, ox-driven ploughs to tractor hire services. There are opportunities for large scale commercial farming abound in states that astride the banks of Blue Nile that offers large flat flood plains for irrigated crop farming (e.g. WES, CFES, WBGS, NBGS, Jonglei, Lakes and Unity). One option that could be considered is for the SPLA to establish production units as part of the transition of combatants to civilian life; not as a punishment, but as an opportunity to learn about modern agriculture, while also continuing to earn their salaries and earning some modest income from a share of what they produce on the production units. The Ministry of Agriculture should take the lead and assist in the formation of cooperatives. It should also hire extension workers to support former combatants who are trying to create a livelihood in agriculture.
- After being demobilised, a community-based approach to supporting reintegration of ex-combatants into civilian life would target the creation of support groups around the various vocational trades/fields, which bring on board as many non-combatants as possible. The more

professional ex-combatants should be encouraged to form professional associations/cooperatives and companies, which can then be supported to access existing contracts in the public sector. Support groups, associations and cooperatives make it easier to reach not only the ex-combatants but also vulnerable categories in the communities, especially if in the formation of these groups, a deliberate effort is made for their inclusion.

- If there are private sector companies, preferential considerations for award of government contracts should be given to those that employ ex-combatants.
- In the new program design, community-based reintegration should be adopted because the potential for reaching many more people, including non-ex-combatants in the community more efficiently is very high. A community-based approach is also the most useful to link ex-combatants with enterprise development. Creating sustainable livelihoods is a long-term undertaking, which cannot become the primary objective of a DDR program. But a successful DDR program creates conditions for long term sustainable livelihoods to occur if it is properly linked to community development interventions that, for example, target labour intensive infrastructure development work.
- Under a community-based approach, reintegration assistance will respond to the specific social, economic, political and cultural context of the different categories of beneficiaries in the communities where the interventions are being delivered. The specific issues in this context will be established through participatory stakeholder consultations at grassroots level. Attention shall be paid to different groups so that the employment, social protection, education and training needs and opportunities of women and men, youth and children, including those with disabilities, are understood.
- Communities hosting the largest concentration of ex-combatants should be considered first before extending interventions to other communities. Existing initiatives in these communities should be identified through which capacity building can be provided for accessing funds for income generating activities that aim to improve the livelihoods of the ex-combatants as well as the communities. Apart from capacity building and support for income generating activities, support should also be extended to developing physical infrastructure and facilities (capital investment) in the communities. Capacity building support should as much as possible be provided through national organisations, whose capacity should also be strengthened in order for them to support community initiatives. Funding available for supporting these community initiatives should be stable, predictable and long-term.

2.4.6 Special needs groups

Among those who were considered for participating in the South Sudan DDR Program (SSDDRP) were categories that needed to be targeted specifically because of the special nature of individual needs. During phase I of the SSDDRP, the following categories were targeted as Special Needs Groups (SNGs): WAAF; CAAF; the elderly and the disabled, who include war casualties³⁷, as well as ex-combatants with mental health issues. As SNGs, the above categories of ex-combatants faced particular social, cultural, and economic challenges in reintegrating into civilian communities, which the SSDDRP social reintegration initiatives aimed to directly address. UNDP, working with the SSDDRC, in collaboration with several development partners has been undertaking various initiatives to support their reintegration in the communities. The interventions undertaken have varied from one SNGs category to another, and included the following, among others:

³⁷ Most wounded SPLA are in Mapel barracks Division 5 in WBGs, where demobilization was scheduled to start.

Women Ex-combatants and Women Associated with Armed Forces (WAAF):

A large number of women were involved in the war of liberation in different roles. Some were involved in direct combat. The 'Katiba Banat' was a females-only battalion, which had their own battle songs. The majority fought alongside the army without necessarily bearing arms, especially in critical support roles such as porters, cooks, field nurses and gathering of informal intelligence. Many of the women remained in their communities, at very considerable risk to their lives. These women were in all ways 'Women Associated with the Armed Forces' (WAAF). In recognition of their roles, the SPLA included their names on the master list of SPLA fighters who were to benefit from the DDR program. WAAF and female ex-combatants also needed to be targeted specifically because the nature of challenges they were expected to encounter in reintegration. Many got married and produced children in relationships that their families may not have approved, and therefore were likely to be rejected. These women needed to be supported to return to normal lives. For having sacrificed their education, families and careers in the same way their male colleagues did, WAAF received the same benefits as the SPLA combatants.

UNDP in collaboration with UNMIS carried out a field assessment all over the ten states of southern Sudan to establish the number of WAAF and female ex-combatants who would benefit from the SSDDRP. The number of women who were associated with the fighting forces was estimated at 3,000. Gender guidelines were formulated for implementing partners with regards to WAAF and female ex-combatants. Various project activities have been supported by UNDP under the social reintegration initiatives to address the differential needs of WAAF and female ex-combatants.

In the implementation of the SSDDRP, gender guidelines were formulated for IPs to ensure that they integrated in their planning the specific needs or considerations of female participants. To ensure gender was properly mainstreamed in the SSDDRP, one of the members of the SSDDRC is a woman. A gender specialist has been recruited among the program staff at SSDDRC. Gender disaggregated is generated in the DREAM database, which it possible to undertake gender-disaggregated analysis of the DDR program. Most of the cooperatives that are being supported by UNDP and SSDDRC under the social reintegration initiatives are women-only groups. The first ever women-only brick-making factory in southern Sudan is also being planned for WSHDO, a women umbrella organisation in Juba reaching out to about 700 women in 30 women's cooperative groups in CES.

During counselling at demobilization sites, WAAF and female ex-combatants were counselled by female caseworkers. There was no stereo-typing in the training as women were allowed to train in economic option that would ordinarily be a preserve of the men such as plumbing and pipe fitting; auto-mechanics and electrical installations. At all the reintegration training centres, children day care services were provided to ensure that mothers are not distracted.

Issues and Challenges:

- The definition of WAAF was problematic to the extent that there was no woman who was not associated with the fighting forces, whether directly or indirectly, in the zones that were under SPLA control. The cut-off point was very difficult to determine. It either could have left out many of those who were eligible or included those who were not even supposed to be on the lists. In Lakes State where there was a lot of fighting, and for a long time, there were many WAAF because there was more involvement in the war by the local populations.
- The reintegration program limited the choices of WAAF and women ex-combatants to only a few. Many would have preferred other vocations, which were not on offer under the DDR program, such as music, dance and drama; and nursing.

Children Associated with Armed Forces (CAAF):

Current Status:

In southern Sudan during the liberation war, there were thousands of children who were associated with the SPLA as well as other armed groups who had to be removed from the fighting forces, and were included under the category Special Needs Groups (SNGs). UNICEF estimated the number of children at the start of the DDR program to have been between 4,000 and 5,000. UNICEF recruited Child DDR Officer to coordinate the demobilization of CAAF. Through UNICEF, various projects were undertaken to support the reintegration of CAAF. CAAF are given in-kind reinsertion packages for their transitional support to adoption of civilian life, which are usually passed onto to the family where they are inserted. CAAF also benefited from the following support services: HIV/AIDS counselling and support; suicide, drug and alcohol abuse prevention services. There were support services that were provided specifically for the disabled children. Support services offered also involved reunification of demobilized children with families.

Issues and Challenges:

- After the elections, there was a lot of recruitment of children into the SPLA. Officially, SPLA is positive on the issue of releasing children from the army. On the ground, the situation is different; especially the farther away one is from the SPLA headquarters. UNICEF was not looking at the girls. SPLA releases the boys and keeps the girls as wives to the combatants. The focus in southern Sudan DDR on girl children and Girl-children Associated with Armed Forces (GAAF) has been weak. Within the category CAAF, there were certain vulnerable children, such as: the disabled including war casualties; those with HIV/AIDS; those separated from their families; orphaned. Reintegration support has not targeted them according to their specific needs.
- UNICEF has provided individual assistance such as tracing and reunification with families. Psychosocial support has also been provided, and targets both the children and the families where they are reintegrated. Other forms of support have included: accelerated education; apprenticeship training and vocational training. Matching children to jobs available has been a problem. Many who finish training are given start-up kits, but still cannot find jobs. Some end up selling their tools. The drivers, mechanics, builders have been the most successful.
- To encourage attendance of school, school fees were waived in schools where CAAF were studying. The school is given books and other forms of support. Older children in lower classes are encouraged to go for accelerated learning. There have been problem in schools located in far away places. In some cases the sheer absence of a school in the relevant area prevented the CAAF from returning to school.

Elderly:

Current Status:

An analysis of the Mangala caseload revealed the following in terms of the ages of the ex-combatants:

Age group by Gender (Number)

	(≤18)	(19-40)	(41-50)	(51-60)	60+	Total
Female	1	634	150	38	6	829
Male	0	448	439	302	98	1287
Total	1	1082	589	340	104	2116

An analysis of the Rumbek caseloads revealed the following:

Age group by Gender (Number)

	(<=18)	(19-40)	(41-50)	(51-60)	60+	Total
Female	0	1884	266	78	9	2237
Male	0	948	245	182	63	1438
Total	0	2832	511	260	72	3675

An analysis of the caseloads in Aweil revealed the following:

Age group by Gender (Number)

	(<=18)	(19-40)	(41-50)	(51-60)	60+	Total
Female	0	727	204	74	8	1013
Male	0	751	565	458	183	1957
Total	0	1478	769	532	191	2970

Disabled:

Current Status:

The SNG of Phase I of the demobilization was intended to assist in particular the large number of disabled veteran members of the SPLA. However, very few of them actually entered into the program. As it turned out the SPLA decided that the assistance under the DDR would not be appropriate and sufficient for these people. In fact they are currently being assisted within the SPLA, while still on the payroll. Little is also known by the SSDDRC and its partners about the actual needs of these combatants.

During demobilization, combatants are screened to determine whether they have any disabilities such as lameness, hearing and visual impairment. If a significant disability is identified, referral to a major hospital is proposed. In such case, the ex-combatants fill a disability verification form and are referred for prosthetic or orthotic. For serious disabilities, the ex-combatants are informed about the possibility of using a 'proxy' for receiving their reintegration support. In Wau, of the 3,600 expected caseloads for WBGs, 2,000 disabled ex-combatants were expected to be demobilized.

In addition to the normal package for demobilized ex-combatants, the disabled are potentially eligible for an additional US\$ 240 (from voluntary contributions) in medical support with disability needs screened and classified at the demobilization site. The needs of the disabled ex-combatants, like the WAAF and women ex-combatants, are also addressed by UNDP through social reintegration support activities.

In support the reintegration of ex-combatants with disabilities (XWDs), UNDP working with SSDDRC, in collaboration with various partners provided prosthetics/mobility aids/rehabilitation services from ICRC and MCDI. Eye care support services have also been provided to XWDs. UNDP foresees to sign a MoU with the Ministry of Health for eye care services to be provided to ex-combatants with visual disabilities. 38% of PWDs have eye problems. SSDDRC and UNDP are collaborating with the Ministry of Health and the Christian Blind Mission to screen ex-combatants to identify those with visual impairment who need operations. Young nationals are also to be supported to undertake training.

Issues and Challenges:

- It is striking that only a very small number of disabled combatants has been demobilized so far. This appears to be a reflection of the disconnect between the SPLA and the DDR. In fact, the SPLA runs its own program for wounded war heroes. The assistance provided is much more than what could be done through the DDR program. In fact, the GoSS annual budget for the War Disabled, Widows and Orphans Commission is about 50% larger than that of the SSDDRC.
- The nature of disabilities varied. Nevertheless, the program does not make a distinction between the level of support related to the degree of disability.
- The future DDR should use a clearer categorization of disabilities as has been developed by the WHO.

2.5 Public Information

The Public Information and Communication component of the project lacks coherence and is a serious weakness in the design and implementation of the DDR in southern Sudan. The lack of consistent and proactive messages has affected the very core of the objectives of the DDR. Particularly the SPLA has not been consistent in its messaging towards its rank and file with what had been agreed with the DDR partners. The incoherence in messages exists despite a Public Information Draft Plan that sketches out an impressive Public Information Strategy Planning Matrix (PISPM) with key deliverables, inputs and outputs expected in a DDR process. As the Public Information Plan Draft One states *“the aim is to help plan, implement and monitor a DDR Public Information Campaign in order to create buy-in on the part of all stakeholders of the DDR process in Sudan.”* It continues, *“it is also expected to help sensitize all parties regarding the importance of DDR (...) and it is important that PI campaign takes place with the leadership of the North and South DDR Commissions.”*

According to Public Information documentation provided to the review team, an undated Draft One entitled Public Information Plan for DDR, identifies eight primary objectives, ranging from ensuring that ex-combatants are aware of demobilization dates, location and the process, information to ex-combatants and their families regarding the benefits, prospective reintegration activities; informing SPLA both officers and rank of file about the disarmament and demobilization process including the roping in of the communities, civil society and general public. Others include informing the international community about DDR activities but with a disclaimer that the PI activities must pay attention to UN media rules and general needs of DDR. The draft also identifies seven primary audiences as follows; signatories to the CPA, ex-combatants, children and women associated with armed groups, communities to which the ex-combatants will return to, military both officers and rank in both the SPLA and SAF; local, state and national government officials.

It also identifies the secondary audience as communities surrounding the D&D centres, civil society leaders and representatives, candidates of other reintegration programmes, general public of Sudan and international community. It identifies PI tools and methodology including the print media, audio-visual media, other media/activities including use of community mobilisers, drama and role playing including use of formal SPLA military communications channels, local NGO networks and church networks.

The draft recommends that PI activities start at least two months prior to D&D and also seeks to extensive use of the UNMIS Miraya FM Radio for Public Service Announcements on the DDR outreach and sensitization campaign. In this regard, the draft includes a detailed PI Strategy Planning Matrix *“to help... design the timelines, prioritize audiences and budget for PI activities.”*

There is however, little evidence of planned PI activities as outlined in the draft prior to the start of the DDR process in documentation provided to the review team. This is apparent from the few DDR PI Task Force Tracking tool reports from September to November 2010 which record planned/projected Community Sensitization by Word of Mouth activities. These tracking tool reports are detailed on the targeted audiences, planned activities, location and methods of delivery, but short on progress, quiet scanty on next steps and due dates of activities including references to “seeking and or awaiting approval from the SSDDRC chairperson etc,” as the reason for no progress/movement. The final column on these tracking reports has focal point for follow up as either an individual officer or jointly composed of PI officers drawn from UNDP/UNMIS and SSDDRC.

On the part of the SSDDRC-UNDP, the review team perused a similarly undated draft public Information Plan on Public Rally on DDR on community level. This PI plan identifies its objectives as “to ensure maximal exposure to correct DDR messages, to disseminate DDR information using multiple channels and tools simultaneously or in as short time frame as possible.”

In this PI plan the tools/methodology envisaged was through entertainment-education (drama, song and dance) to better attract and maintain the attention of the public for what DDR process is, and how it can benefit southern Sudan. It equally calls for prior preparation before rollout of at least one month and the quality control activities to be carried out one week before the event including one-day activities before the DDR event commences. Again, the review team has no documented evidence that an activity as so envisaged in the PI plan occurred and or recorded and tracked. Indeed, such PI activity(ies) could have occurred/taken place but perhaps not shared with the review team.

Similarly, an undated PI plan for Central Equatorial DDR State Office sensitization programme for October - November 2010 records planned FM Radio activities in Juba with most of the action pending with references to “State Director/UNDP.” As noted above, there appears to have been a series of PI activities and action plan developed and in the process of development but not effected and implemented at least in the 3rd and 4th quarter of 2010 and is an indication of the slow progress made in the development of a structured, sustained and staggered PI campaign strategy.

Another undated two-page document titled The SSDDRC Information Strategy that the review team perused though brief and perhaps scanty in terms of PI concepts says inter alia “.... If there is going to be any meaningful campaign for the DDR in the States, it would be advantageous to employ mobile means and go to rural areas to propagate for DDR using loudspeakers and mobile cinema in addition to use of posters and symbols to distribute among the citizens.”

It identifies ten practical tools/outlets and methodologies of PI campaign including widespread use of FM Radio stations, for Public Service Announcements in Arabic and local languages. It also seeks the use of billboards with DDR messages in the states, pamphlets and brochures with visual and graphic DDR themes and messages. Others included mobile drama presentations in the states and other outreach activities using senior SPLA and Government officials in interactive FM radio programmes and the development of DDR messaging trinkets, badges and other outreach materials.

What is apparent from the above proliferation of ostensibly Public Information plans, strategies and concept notes, the review team was not able to access activity plan (s) that captured the diversity and extent of the PI deliverables and outputs as per expected inputs and, financial and human resources expended. There were huge gaps and disconnect in the co-ordination, planning and implementation of the PI by the various players and actors in the DDR process.

In the Standard Operating Procedures (SOP) developed by the NSDDRC and UNDP of May 2009 on the Reintegration of DDR participants – captures sensitization as “ a key component of the DDR process, since it only manages the expectations of the participants, but also sensitizes communities on DDR programme and makes them prepared for the programme and also facilitates in the social reintegration of the DDR participants.”

The SOP document is also categorical that sensitization messages should be clear enough to understand the benefits accruing during the demobilization and reintegration and “should be carried out prior to demobilization during reintegration and post reintegration.”

The Public Information and Communication implementation has thus been less than satisfactory. The messaging of key DDR themes and principals has been disjointed, at times incoherent, and leading to at times misinformation and disinformation on the part of the principal consumers of the DDR messages and products. This is particular with regard to ex-combatants leading to poor relationship and heightened expectations of the DDR process, thus undermining the key plank of Public Information Campaign, the buy-in and ownership of the process.

For most ex-combatants the DDR process was perceived as part of the reward/recognition and pension scheme that they were entitled to on discharge from the SPLA. Indeed, DDR publications and other public information campaigns, including Public Service Announcements through the broadcasting outlets and other outreach activities are at pains to de-link the DDR process from the pension/gratuity and severance benefits issue.

Most ex-combatants were misled before the DDR process begun that they would be entitled to a retinue of benefits, including a pension and or lump-sum one off gratuity payment. Other benefits they were promised and expected included health and schooling support for themselves and their children, housing and start-up kits and capital for their businesses.

Most ex-combatants that have gone through the DDR process have expressed deep disappointment with the process in particular with regard to the reinsertion packages and reintegration support. They perceive them as being both insufficient and unworthy of their sacrifice during the war, and in light the promises given to them by their commanders in the SPLA at the point of discharge.

Of particular concern is the singular failure to implement as advised in the draft plan a comprehensive structured and staggered PI campaign aligned to all phases of the process; prior to the Disarmament and Demobilization, during the DD phase, before the Reintegration phase and through out the DDR process.

As a joint SSDDRC-UNDP draft Public Information Plan notes “*Successful Public Information activities are integral for a successful DDR process (...) must be timely and correctly informed about the process. Equally importantly, the receiving communities should be equipped with information and sensitized for better support of ex-combatants to successful reintegration into civilian life.*”

No consistent and proactive messages have gone out to the larger audience, target groups at various stages of design and implementation have not been defined. Little is known in the region about how the DDR component of the CPA would be implemented. Communication has been reactive, at most. Many stakeholders in particular the ex-combatants have little or no knowledge of what to expect and in the process creating false expectations that the DDR process can deliver. The key misperception, if not disinformation is that the DDR process is part of a long-term national social security-cum-pension and or gratuity plan for ex-combatants.

Only very recently have communications and public information officers of the UNDP, UNMIS and the SSDDRC made a start in joint Public Information Campaign by a creating a Global Public Information Planning Committee. Its impact on future Public Information initiatives and activities are as yet to be felt. The leadership in and of this Committee has a yet to be confirmed, nor is sufficient budgetary, human resource and infrastructure been made available.

The result of this absence of functional, well-funded, staffed and coordinated public information plan has led to perception that the DDR is part of the larger community recovery and development benefits. In this regard, a coherent, functional and structured public information campaign must be a key priority. The Review Mission found the general knowledge of the DDR process is extremely weak,

and there is an urgent need to carry out a sustained national sensitization campaign to extend community buy-in and appreciation of the DDR process in security stabilization of southern Sudan.

A redesigned Public Information Strategy for the DDR process will have to include and address the following:

1. A well-structured and joint national public information and sensitization campaign during the entire DDR process and stages to inform all relevant audiences and address possible misconception about the DDR process, and in particular to manage expectations of (the entitlement of) the ex-combatants. Senior levels of the SPLA need to be fully on board with this. This campaign will use all outlets public and community, including informational and educational materials, community and leadership structures, engagement of the traditional leadership structures, the faith and religious organisations, civil society and most importantly, the cooption and buy-in of the two critical drivers of the DDR process, the political and military leadership of the GoSS.
2. Educate and inform the combatants on the DDR processes and stages in a language they understand to clarify and confirm their roles, benefits and entitlements before discharge from the SPLA.
3. Increased, enhanced and sustained support to the SSDDRC's Public Information capacity in terms of financial and human resources.
4. (Re-)establishment of a functional DDR Public Information Coordination and Messaging Clearing Committee between the SSDDRC, SPLA, other relevant national institutions, and the UN for enhanced quality control and integrity.
5. Increased and enhanced public relations activities and engagements targeting the different public audiences.
6. Improved and inclusive media relations and liaison work and activities.
7. Enhanced donor communication/information corridor for liaison and coordination.
8. Development of standardized Informational and Educational materials and programs for outreach campaign activities, paying particular attention to social-cultural sensitivities, and produced in the local languages.
9. The convening of DDR Public Information Strategy Development workshop to establish stakeholders' buy-in, input and ownership and to establish feedback channels.

These proposed future Public Information interventions and inputs are not comprehensive, but a reflection of the urgent need to design and implement a more robust, versatile and flexible Public Information strategy that serves the DDR process. At the moment, the level of understanding and or awareness of the DDR processes by at least the three key drivers of the process, the SPLA, the ex-combatants and the communities, is insufficient and inadequate. Worse, too many serious misunderstandings and misconceptions exist. And where applied, not sufficiently clear on the messaging and packaging of the DDR activities and outreach. The lack of proper information is particularly striking with regard to the expectations of entitlements and benefits accruing, projected and promised – thus creating unwarranted suspicions and tensions.

2.6 Community security and reconciliation

2.6.1 Enhancement of Community Security

Current Status:

The DDR program does not address community security issues in its entirety, as it does not focus on civilians who were in possessions of small arms without being associated with either SPLA or other armed groups. In many communities, several self-defence militias had been created, either by the SPLA or SAF. There were also very many combatants who voluntarily disarmed before or after the

CPA, who were never considered for registration on the SPLA master lists for disarmament and demobilization. There were also some armed groups and militias that did not align themselves with the SPLA in the south, but whose members melted away into civilian life in their communities. Many such groups still harbour their grievances, which have not been addressed through the DDR program. They continue to pose a security threat in the communities, because they still have access to weaponry. The prevalence of small arms in these communities has fuelled continued inter-communal violence whose escalating levels arguably pose the greatest current threat to human security in most of Sudan.³⁸

Through its Community Security and Arms Control (CSAC) project, UNDP has been collaborating with the South Sudan Bureau for Community Security and Arms Control and other relevant line ministries to enhance community security through supporting community security-focused county-level stakeholder consultations, through which community-level causes and drivers of insecurity were mapped using highly participatory methods and tools. On the basis of the factors fuelling conflicts identified and the actors involved, County Security Sensitive Action Plan are developed, in which community members identify and priority rank interventions considered necessary to address the community insecurity, and what the community requires to address the identified priorities. The state government, which is involved right from the start, takes a lead in implementing projects intended to address the identified priority problems. Significant progress has as a result been achieved in mitigation of local conflicts as well as peace building. Under CSAC, in each of the states where the project is being implemented, support is provided to GoSS in developing peace mitigation and capacity building strategies in the selected counties.

Through the CSAC project, security sector equipment is provided to support the work of state police. The equipment provided includes: vehicles, boats and motorcycles for improving transport, as well as equipment (Thuraya, VHF, HF Radio sets) for enhancing communication and information technology systems (including computers and internet equipment).

UNDP has also supported mine action activities in order to enhance community security. The South Sudan De-Mining Authority received capacity-building, training and support through UNDP, and more recently through NGOs as Norwegian People's Aid (NPA) and MAG to undertake de-mining activities throughout south Sudan. Since the signing of the CPA, 29,764 km of roads have been opened (and are now free from landmines) and 44.7 million square meters of community land have cleared of landmines. 4,191 De-mining Areas have been identified and 2,581 cleared; 13,948 anti personnel mines and 837,496 Un-exploded Ordinances (UXOs) have been destroyed. 2,662,721 people have received Mine Risk Education (MRE) and 4,119 landmine and Explosive Remnants of War (ERW) victims/survivors have been reported.³⁹

Issues and Challenges:

- Reintegrating ex-combatants in communities, which are still armed, is a recipe for insecurity. In some communities, such as the Mundari in CES and Ndinka Anabu of Lakes, disarmament by the SPLA without ensuring their security made them extremely vulnerable to attack from those who had not yet been disarmed.
- DDR in taking place in communities where reintegration is difficult because of very low labour absorption capacity in the communities. There are very low employment opportunities in the communities. The national and local economies have not yet started performing very well. There are threats to the state from OAG aligned to the SPLA after the Juba declaration.
- The slow pace of the DDR program might be a blessing, because it is extremely risky to demobilise and reintegrate ex-combatants in communities where prevalence of small arms is still

³⁸ Small Arms Survey, 2009: 54.

³⁹ See Southern Sudan Security Sector, Budget Sector Plan, 2011-2013, August 2010

very high. If they resent their packages, they will join the civilians who are still armed, and could become their leaders.

- Many parts of vast southern Sudan terrain and especially in the transitional areas are still heavily contaminated and infested with Landmines, Un-exploded Ordinances (UXOs), as well as Explosive Remnants of War (ERW). This has affected return and resettlement of communities in these areas. When the Review Mission travelled to Yei, de-mining teams were still very busy clearing landmines in many areas.
- Communities neighbouring Eastern DRC in WES and the Central African Republic (CAR) in WBS are affected by insecurity caused by the continued incursions from the renegade Uganda rebels, the LRA, while communities neighbouring north Sudan from NBS to Upper Nile are affected by insecurity caused by the incursion of armed militias from the north. They are a cause of insecurity and population displacement. In many communities across southern Sudan, tangible peace dividends have not yet been realized following the signing of the CPA, which officially ended the civil war.
- Capacity of the South Sudan Police Services (SSPS) to maintain law and order still weak. Armed criminal gangs still reign supreme in the communities far away from the state capitals.
- CSAC doing community consultations. These consultations are okay, but it is only the elites who participate. All stakeholders and conflict actors need to be brought on board.

The Way Forward:

- There is a need for urgency in enhancing capacity of the South Sudan Police Services (SSPS) to maintain law and order. Security cannot be ensured by non-state actors. Small arms cannot be collected from communities where they are prevalent. The future DDR program should be accompanied by a concerted effort to collect small arms peacefully. The police in south Sudan should be supported to restore the confidence of the communities in the ability of the state to protect them. The DDR program has to be closely linked with efforts to enhance community security as well as measures for remove firearms from non-state actors, including civilians.
- State authorities need to be supported to extend the authority of government to Payams and Bomas. As the capacity of the formal sector to enforce rule and law and access to justice is being strengthened, initiatives also need to be made to strengthen the integrity of the traditional (informal) authority structures and justice administration systems, which most communities in remote areas of southern Sudan depend on in the absence a strong presence and effectiveness of the formal sector institutions. Wherever the presence of the formal state is weak, traditional systems of authority as well as justice administration are pervasive. However, their practices are sometimes inconsistent with international human rights standards, hence some capacity building is required to enhance their performance.
- Traditional leaders still command authority in their constituency although it is frequently threatened by small arms. It would be useful to strengthen their capacity to develop good governance that can endow them more legitimacy in the process. Community consultation is a good entry point, but needs to be followed by some sort of leadership mentoring that involves the local and traditional authorities.

2.6.2 Reconciliation in Southern Sudan

Current Status:

Under the CSAC program, there were attempts to create an enabling environment for the success of the DDR program through enhancement of community security, including addressing locally identified causes of local level forms of insecurity through community consultations with a wide range of local stakeholders; and strengthening institutions of the state responsible for enforcement of law and order as well as supporting alternative traditional institutions that help to enforce the rule of law. Community security concerns included the need to maintain law and order; promotion of a culture of peace, tolerance and reconciliation.⁴⁰

Issues and Challenges:

- Under social reintegration, the design of the DDR program did not articulate issues of enhancing national reconciliation and healing through the DDR program, although these were issues that were central to negotiations between SPLM and southern Political Parties subsequent to the CPA of 2005.⁴¹ Even under social reintegration support where reference to issues of community reconciliation and healing was made, it remained largely ad hoc, and unsystematic.
- People think of their tribes first and foremost, hence social reintegration has to focus on the collective. Successful social reintegration should focus on the Payams and Bomas. Traditional chiefs have a role to play. The land in the community is allocated by the chiefs. And even if government wanted land, and they refuse, government cannot do anything. The religious leaders (churches and mosques) are in the big towns and in the village, it is the traditional chiefs who reign supreme.

The Way Forward:

- There is a need for a systematic program for undertaking civic education to educate and create awareness among ex-combatants and recipient communities on their individual and community rights and responsibilities as citizens to improve social responsibility.
- An approach to enhancing community security should consider supporting traditional institutions, structures and mechanisms of addressing issues of conflict resolution and reconciliation at community levels, mainly to make them more accountable and democratic in order to enhance their acceptability. The relevance of surviving traditional and locally-anchored systems of governance and conflict management to enhancing reconciliation and social cohesion needs to be examined, to determine how appropriately to support them in order to enhance their credibility and legitimacy.

The success of any DDR program in southern Sudan will be closely linked to the impact of practical measures to enhance community security as well as the control of small arms in civilian hands. The interventions to be undertaken will vary from state to state, depending largely on the extent of proliferation of illicit small arms, but will have primarily to be anchored on re-establishment of institutions of the state for maintaining law and order, as well as community mobilization for voluntary arms collection.

⁴⁰ As pronounced in the peace and reconciliation South-South Dialogue Covenant of 2005 and the CPA.

⁴¹ The Resolutions and Recommendations of the Dialogue between SPLM and Southern Political Parties under the Theme: Building Consensus for Peace, Stability and Development, Nyokuron, Juba, November 8-13, 2008

3 Implementation

As shown in Table 1, only about 11% of the original target for southern Sudan has been demobilized, and only 26% of the SNG target. Less than 10% of those demobilized – so less than 1% of the CPA target – have received full reintegration assistance through training, a start-up kit and follow-up services. The very slow DDR process is a result of external and internal factors. The latter were largely due to major problems in the institutional arrangements and the actual implementation.

3.1 National ownership

Current Status:

The implementation has been affected by the fact that the GoSS never perceived that it really owned this DDR exercise. The GoSS and people in the south were hardly involved in the design of the program. The implementation modality of the UNDP program in support of the DDR (direct execution by UNDP – DEX) and the fact that UNDP in Juba often referred GoSS inquiries or decisions to UNDP Khartoum for responses made that neither the SSDDRC nor the SPLA felt that the program was their tool to implement the required demobilization. Subsequent to the signing of the project document between the GoNU, the GoSS and UNDP a letter was signed stating that the program would be ‘co-managed’. However, the GoSS never perceived the program as really a shared responsibility. Co-management should have implied more than only presence as observer in some key decisions such as recruitment. The Project Executive Board rarely meets and has no agreed terms of reference.

The review observes that all agencies involved with implementing the DDR are less than satisfied with the current organisational arrangements. In fact, the set-up and several of the institutional responsibilities have not been clearly defined and/or agreed upon. Moreover, it is not always clear who leads when and where. And as mentioned above, the GoSS (i.e. neither the SSDDRC nor the SPLA) does not perceive that it owns this program.⁴²

Issues and Challenges:

- SSDDRC feels it was never part of the planning for the DDR program. The approach is not really appropriate for the situation in southern Sudan. SSDDRC did not have any budget lines to support planning and operational activities related to execution of the DDR program. SSDDRC staff often saw themselves as mere bystanders of what was supposed to be a GoSS program.
- The program was supposed to be implemented as ‘co-management’. However, in UNDP implementation modalities ‘co-management’ does actually not exist. UNDP is directly executing the reintegration support under the DDR program. UNDP has therefore also sub-contracted IPs. DDR program funds are going into UNDP structures for operationalisation and implementation of the program.
- There were disconnects quite early on between the SPLA and the actual DDR support provided. At some point the SPLA put ex-combatants back on its payroll since the ‘packages’ was perceived as insufficient. This was also a result of the expectations created by the SPLA, as explained in section 2.5 above. It appeared that the SPLA did not agree with the fact that the benefits and services provided through the DDR program were the same for all SPLA members, whether they were old veterans of the war or newly absorbed members from previously OAGs.

⁴² As an illustration: there are many references in reports and other communications to “UNDP DDR”, rather than the “Southern Sudan DDR”.

- Difficulties on the inside of the DDR operation have also had their impact on the external relations of the DDR. The SPLA appears to have become an ‘outsider’ of the DDR. The disconnect between the needs of the SPLA and the actual DDR activities has already been elaborated above. Also efforts to build a partnership with other governmental and non-governmental institutions to facilitate the reintegration of ex-combatants have been mostly ad-hoc. SSDDRC and UNDP had mostly separate interactions with (potential) partners.

The Way Forward:

- A redesign of the DDR program is required, initiated by GoSS. This would require close cooperation between the SSDDRC and the SPLA for the DDR to be relevant, effective and efficient. Since the DDR should be closely linked to the foreseen SSR over the next few years, the process should be owned by the SSDDRC as well as the SPLA. The most important function of the future DDR would likely be to assist the SPLA in its rightsizing process.
- The Review Team believes that the DDR interventions need to be managed by one Government-lead structure, with appropriate internal and external fiduciary systems. Since the SSDDRC still has limited capacity, in particular to manage large financing and procurement processes, a program of capacity building needs to be developed and agreed upon. Some modality would have to be worked out for financial management in which the GoSS would still lead the program and be responsible for its results, while the donors and UN stakeholders would be satisfied with the fiduciary guarantees. Whether the SDDRC would be ready to implement a project under ‘national execution’ is not for this mission to assess. But efforts should continue to strengthen the commission to at least be able to take on such responsibility some time in the future. Currently the Commission is already perceived as being better managed than most public institutions in southern Sudan. The SSDDRC chairperson indicated that he would be agreeable to an arrangement where a project appraisal committee comprising of representatives from GoSS and DDR donors and stakeholders to decide how funds sent to the commission would be spent.⁴³ Such modality would have to be accompanied by substantial technical assistance and on the job training.
- As a next steps towards the redesign of the program the following could be done:
 - a. An organisational development specialist could be brought in to guide the SSDDRC towards a structure and change process that would meet the basic requirements of managing a large and complex process;
 - b. The DREAM database should be officially transferred to the SSDDRC, and the relevant expertise should be made available;
 - c. UNMIS and UNDP would second its operational staff into the commission, or make otherwise staffing available for the implementation of future DDR;
 - d. UNMIS and UNDP would draw clear lines between people that are seconded to the SSDDRC and those that are representing the respective UN agencies.

3.2 Organisation and staffing

Current Status:

As a result of the lack of clarity about ownership as described in the previous section, the organisation and staffing of the operation has been very problematic throughout. Parallel structures exist, with insufficient communication. UNDP has seconded five staff to the SSDDRC, namely with technical expertise on administration and finance, management information systems, public information,

⁴³ Chairman of the SSDDRC, DDR Review Conference, Juba, 15 November 2010.

planning and M&E. UNDP has also contributed US\$ 200,000 to the upgrading of the premises of the SSDDRC. To bolster the capacity of the State Governments not only to undertake their mandate, but also to implement the DDR program, UNDP has embedded staff within the line ministries at state level. UNDP staff has also been seconded to the SSDDRC structures at State Level to support the implementation of the DDR program. UNMIS is also helping the SSDDRC by constructing State Offices.

On the UN side, the support to the National DDR Strategic Plan is to be managed through integrated UN DDR offices in which UNMIS and the UN agencies coordinate their support. UNMIS is supposed to provide the head of the office, while UNDP would provide the deputy. Between the agencies it had been agreed that UNMIS would be responsible for supporting the demobilization and reinsertion activities, while UNDP would focus its work mainly on the reintegration support, including the fundraising required. UNICEF would ensure support would be provided for those ex-combatants under 18 years old. In practice, however, this cooperation and coordination structure has disintegrated over the past few years. Communication between the various agencies appears to be much less than what would be required for effective and efficient management of the DDR support.

Issues and Challenges:

- Inefficiencies and ineffectiveness occur as a result of the many of the operational work takes place by UNMIS and UNDP staff outside the government structures.
- Difficulties in delivery and defining roles have also encouraged more ad hoc direct in kind support to the SSDDRC, which has lead to coordination problems and an increased administrative burden.
- Few nationals that SSDDRC has trained have left the commission to seek for better terms and conditions elsewhere. There is a high staff turnover in the Commission because of low pay and poor terms and conditions of service.
- At the state level, officers of the SSDDRC are usually not senior enough to relate effectively with the leadership of the State.
- There is a clear lack of planning and coordinating within the UN. Last year, no senior UNMIS and UNDP management meeting was held. If such would have been done regularly, a lot of the current issues would have been ironed out.

The Way Forward:

- A general process of joint DDR work planning by all stakeholders would need to be initiated by the GoSS.
- As already indicated above, a program of capacity building needs to be designed and implemented, especially with regard to financial management and procurement.
- The implementation modality chosen for further DDR would have to be accompanied by substantial technical assistance and on the job training.
- The plan to locate all UNDP DDR staff in the premises of the SSDDRC is a welcome move. UNDP should maintain a lean staff at the national level since its role will change from undertaking direct implementation to disbursing funds, oversight and some technical backstopping. Clear distinctions would have to be made whether someone works for UNDP to support and supervise the government's DDR, or whether someone is made available to the GoSS and reports within a GoSS structure.

- It would similarly be a welcome move if UNMIS would also consider locating some of its technical staff in the SSDDRC.
- At state level, the SSDDRC will be responsible for undertaking monitoring functions and UNDP Program Staff for s technical backstopping of SSDDRC staff and supervision of the implementing partners in the states. UNDP Program staff in the states will be UNVs, while UNDP Program Specialists at the country level will be people with international experience relevant for DDR. At State level, all UNDP program staff will have national counterparts from SSDDRC for mentoring purposes, and will report both to the SSDDRC and the UNDP Southern Sudan Programme.

3.3 Monitoring and Evaluation

Status, Issues and Challenges:

A strong monitoring and evaluation (M&E) system is always required for any DDR operation. However, in southern Sudan the system is not sufficiently defined in its operational details and institutional responsibilities. An M&E Strategy for the UNDP-supported individual reintegration project component was finalized in May 2010. It guides the M&E of a limited component of the overall DDR. Several of its components are delayed. The Management Information System (MIS) used, which is called the DREAM database, is in place and is officially a shared responsibility of UNMIS and UNDP, and to a small extent the SSDDRC. It has been pointed out that still too little information on outcomes of reintegration has been coming back from the State level through the DREAM reporting mechanism. It is usually only the implementing partners who are providing their weekly and monthly reports to UNDP. Baselines have not yet been established. So evaluation in the future will be difficult. The monitoring reports currently being produced are mostly reflecting inputs, activities and operational constraints. There appears to have been little use of DREAM to actually redirect programming and or resources.

The Way Forward:

- M&E needs to be strengthened in order to know more precisely and timely what is happening with the reintegration ex-combatants and their communities;
- M&E should cover more than only the funding/project agreement between the government(s) and UNDP. The entire process of DDR should be monitored in order to be able to correct or fine-tune the process as required.
- The team believes that in case of further DDR, the option of contracting out the entire evaluation component of the DDR to an independent firm or university should be considered.
- The MIS system (DREAM) is supposed to migrate to the SSDDRC, as planned.
- UNDP considers a perception survey in the south still as too early. It is now scheduled for March 2011.
- A Mid-Term Evaluation of the UNDP-supported program is due in 2011.

4 Costs and finances

The main report of the DDR review presents the overall picture of the costs of the DDR exercise in Sudan thus far. From the way UNMIS and UNDP are financed and the way resources are utilized it is not possible to precisely calculate these costs for the south separately. So this short summary is based on the assumption that the unit costs in the south and the north are the same.

On the basis of financial information provided by the UN, our calculations show that the unit costs of the DDR activities per beneficiary has been US\$ 5,210, which is high compared to completed DDR operations in other African countries. The UN costs on disarmament and demobilization are roughly US\$ 1,480 per person. Of that amount, US\$ 344 went directly to the beneficiary as reinsertion assistance. The rest (including an additional small sum paid to the beneficiary for food and travel related to the demobilization process) presumably accounts for processing costs. Regarding reintegration support, per beneficiary roughly US\$ 1,100 is spent directly on training or material assistance for each beneficiary, and roughly US\$ 2,630 to deliver that assistance.

The current Sudan DDR unit costs – and particularly the level of costs to deliver the actual assistance – may be rationalized as reflecting high start-up costs, with presumably the unit costs shrinking as the program evolves and economies of scale are reached further down the line. This would likely be the case if large caseloads would be assisted in the near future, but not to the extent that the unit costs would be within the range of what these operations would normally cost. From the analysis in this report it is clear that the challenges of delivering assistance in southern Sudan are enormous. The sheer size of the country justifies a somewhat higher unit cost. But we find that most of the expensive nature of the operation is built into the design of the program and flows from the way it is managed and coordinated. Significant savings could indeed be made through straightening out the management structure of the entire DDR and through moving towards more community-based reintegration support. Unfortunately, some activities that have not yet been (fully) developed, such as the assistance to disabled ex-combatants, would likely push up the unit costs in a future DDR.

Equally important as the relatively high unit costs in the current process is the question of the value for effort. Given the costs so far and findings reflected in this report on the results of the program to date, the review team finds that to date the value for effort of the DDR program in southern Sudan is unsatisfactory.

It should also be noted that since the signing of the CPA the SPLA has become significantly more expensive. Only after the CPA did the GoSS start to officially pay its soldiers. In the light of the numbers in the SPLA, including the members of OAGs that were absorbed, and the SPLA members currently located in other services, the amounts are enormous for a poor country with many other pressing challenges. The active SPLA alone already absorbs 25% of the south's annual budget for 2010. Military personnel are currently receiving salaries of US\$ 120-1000 per month. It has been unofficially estimated that the salaries of soldiers cost GoSS about US\$ 15 million per month. Assuming that indeed many of the soldiers in the SPLA payroll are not yet demobilized in order not to upset the precarious political balances, this would indeed appear to be a very expensive holding pattern.

5 Conclusions and Recommendations

5.1 General conclusions

The Review Mission concludes that the CPA, which is de facto a ceasefire, was an insufficient basis for an actual process of demobilization of active-duty combatants. The demobilization and reintegration support that has taken place so far is more of an expensive livelihoods support program for a limited group of people than a relevant contribution to peace and stability in southern Sudan. From the review conducted, we conclude that the DDR has not been effective in terms of contributing to the reduction of military capability, military expenditure, nor to confidence building measures. There is quite a strong feeling among many of the older SPLA members that the current design of the DDR does not provide them and the people they fought side-by-side with, sufficient support. They say that this DDR is not what they fought for.

The DDR in southern Sudan was called for by the CPA that was signed in January 2005. The CPA, however, provided insufficient detail to guide the process from the beginning. The process of designing the DDR exercise, establishing the institutions and mobilizing the required resources took several years. Delays were due to a combination of lack of willingness of the key actors to actually start to downsize the active-duty forces and to general and genuine challenges of designing and implementing such complex exercise in a difficult environment. The National DDR Strategic Plan was finalized in August 2007. Actual demobilization in southern Sudan only started in 2009. Its implementation and the subsequent reinsertion and reintegration support showed several disconnects between the SSDDRC, SPLA, UNMIS and UNDP. It appeared that from the beginning there were serious design and implementation problems. Despite the fact that most partners have experienced the problems for quite some time, to date the program is continuing without major adjustments. None of the higher leadership structures within the UN system, the GoSS or on the donor side have thus far been able and/or willing to insist that adjustments in design and implementation modality would need to be made.

On the basis of financial information provided by the UN, our calculations show that the unit costs of the DDR activities per beneficiary has been about US\$ 5,210, which is high compared to completed DDR operations in other African countries. The UN costs on disarmament and demobilization are roughly US\$ 1,480 per person. Of that amount, US\$ 344 went directly to the beneficiary as reinsertion assistance. The rest (including an additional small sum paid to the beneficiary for food and travel related to the demobilization process) presumably accounts for processing costs. Regarding reintegration support, per beneficiary roughly US\$ 1,100 is spent directly on training or material assistance for each beneficiary, and roughly US\$ 2,630 to deliver that assistance.

The Review Team observes a general consensus that no matter what the political environment will be over the next few years, a large number of combatants would need to be assisted in their demobilization and reintegration in southern Sudan. The current number of people under arms is far too much of a burden on the budget of southern Sudan. The post-referendum DDR caseload in southern Sudan could be as high as 130,000, given that many SPLA members have been absorbed in the police force, as prison guards, game wardens or in the fire brigade. In a possible separation scenario, also a large number of members now in the Joint Integrated Units (JIUs) would possibly have to be demobilized.

The Review Mission recommends that the DDR effort be redesigned and start on a new footing before starting to demobilize Phase II (active-duty SPLA). The current situation, in the run-up to the referendum in which the people of southern Sudan will be able to choose between unity with the north or independence, brings a level of uncertainty. However, the new situation that will exist in a few

months from now will also provide an opportunity to look afresh to whether any demobilization would be required and, if so, how that could best be organized.

Under the various subheadings below, the team lists the general conclusions drawn from the review plus the main recommendations. For more detail we refer to the body of the text.

Recommendations

1. A possible future demobilization and reintegration support exercise in southern Sudan would need to be based on a clear and mutually-accepted outcome of the referendum in January 2011.
2. With regard to any possible future DDR operation in the south, the post-referendum Government would need to take the lead, specify the DDR principles and policy, and define and communicate the size, timeframe and approach of such operation. In any case, such DDR effort would have to be redesigned and start on a new footing. The redesign should take place before the actual demobilization of any (further) active-duty SPLA soldiers (thus before Phase II).
3. Such DDR design would need to consider innovative and sufficiently flexible approaches that would address the real needs in southern Sudan, and would meanwhile be realistic in terms of the existing capacity and infrastructure constraints and the resources available. Future DDR design and implementation would also need to be approached as part of the immediate needs for stabilization and supporting the political transition processes after the referendum.
4. Any design for further DDR would need to be based on a detailed survey-based profile of the combatants that are expected to come through the process. For now, too little is known about the socio-economic situation, qualifications and ambitions of those that would be expected to be demobilized.
5. A future DDR would need to deal much more specifically with the needs of all the disabled combatants currently still in the ranks of the SPLA. The general reintegration support is mostly insufficient to assist their return to civilian life.
6. In case of separation of north and south Sudan, the GoSS would have to prepare a policy, replacing the current National Strategic Plan for DDR with one specifically for southern Sudan. This policy would also need to spell out clearly the relation between DDR and other benefits related to (ex-)combatants, such as pay in the SPLA, pay to members of the reserve-force, possible future pensions, disability allowances, allowances for war-widows, possible gratuities for certain groups of ex-combatants, support to WAAF, etc. Due consideration should be given to the concept of parity, so that the difference between the old and the new policy would not become a cause of conflict in itself.
7. Future DDR should continue to assist the GoSS in making the SPLA childfree. It is estimated that there are currently still about 1,500 children somehow associated with the SPLA, plus a small number with the JIUs. It is recommended that the activities aiming at the release of children would be closely linked to general DDR operations.

5.2 Disarmament and demobilization

The actual disarmament of combatants is not part of the DDR exercise as agreed under the CPA. In fact, the first 'D' of the DDR in Sudan is thus not included in the externally-supported process. The

SPLA ensures that combatants report for demobilization without a weapon, and will most likely continue to do so, depending on the outcome of the referendum and the prevailing security arrangements.

Of the 90,000 combatants that were to be demobilized, only 11% have thus far been demobilized (9,736). Reasons for this are several, ranging from the delays in designing and operationalising the DDR, to problems with the verification mechanism and the logistical challenges to conduct demobilization throughout the vast territory of southern Sudan. Currently, the speed with which the demobilization is conducted is also limited due to the capacity available to provide the ex-combatants with economic reintegration support in some of the states.

Demobilization itself has been effective, although some major challenges had to be overcome with regard to the verification mechanisms. A problem not being sufficiently addressed by UNMIS is that the list that is being provided by the SPLA, and subsequently checked by the SSDDRC, is likely still to contain elements that would in fact not be eligible for demobilization. Questions should still be asked with regard to the actual people that have come through the process to date. Very few of them are in any case likely to have belonged to the actual forces of the SPLA. WAAF are about 10% of the demobilized caseload.

Recommendations

8. For any further demobilization under Phase I, the SPLA, SSDDRC and UNMIS should rigorously apply the current SOP and ensure that no ineligible people enter into the DDR process. The demobilization under Phase I should also not exceed the number of people (in specific states) that could realistically be assisted in their reintegration.
9. Any further external support to demobilization in southern Sudan would require a clear commitment on behalf of the GoSS that it would actually demobilize its active-duty forces.
10. The GoSS could consider to explicitly excluding a limited number of the core officers of its former liberation army from the general demobilization. In that way it could manage their benefits, rewards and expectations separately.
11. Especially when active-duty SPLA soldiers will be demobilized, it is important that the process of moving from demobilization through reinsertion to reintegration support would be as smooth and predictable as possible.
12. The development of a policy and legal framework in southern Sudan for the control of small arms should be fast-tracked.
13. It is proposed that a 'weapons-linked-to-development' approach be used to address the problem of uncontrolled weapons in southern Sudan. In this community-based approach, communities should be persuaded to voluntarily surrender their firearms in return for which GoSS, in collaboration with its development partners, should increase ongoing development interventions to address community-identified drivers of insecurity.

5.3 Reinsertion

At the demobilization site, the newly demobilized combatants and the WAAF receive a reinsertion package consisting of food, non-food items and cash. Several problems have occurred with the delivery of the food, when WFP appeared not to be able to provide at the right location in the right time. Generally, the size of the package in terms of volume and weight has also caused problems, which along with the need for immediate cash has led to many ex-combatants selling much of their

package immediately. One of these problems was that the package is far too bulky and heavy to be easily transported over long distances to sometimes quite inaccessible places. Depending on what the ex-combatant prefers to do and the immediate need of her/him and immediate family, cash is often much easier to receive and use for specific purposes.

Persistent questions are being asked at various levels why WAAF should receive reinsertion and reintegration support via the DDR program. It increases the risk of them being stigmatized, and it might in fact prevent some women accessing reintegration support.

Recommendations

14. It is recommended to seriously consider providing more cash and less in-kind items in the package. The cash could be distributed at the time of departure from the demobilization site. But it should be considered to pay in several instalments over time, of which the second and subsequent ones would be paid closer to the area of return.
15. In order to ensure that the ex-combatants do not experience a prolonged gap between their release from the military with their reinsertion package and the follow-up reintegration support, several measures would be recommended:
 - a. Increase the cash component of the reinsertion package and make the payments in several installments;
 - b. Consider the introduction of more explicit 'holding patterns', both within and outside the SPLA. As initial effort a large-scale literacy and numeracy campaign in the SPLA is recommended. Good examples of such 'holding patterns' after leaving the military would be groups of ex-combatants engaged in existing cash-for-work infrastructure rehabilitation projects, or the development of special schemes in which groups of ex-combatants can be deployed jointly, such as in de-mining operations or feeder road rehabilitation and maintenance;
 - c. More flexible and creative cooperation between the partners in the DDR operation, to introduce measures that could facilitate the reintegration of the ex-combatants right from the time of demobilization, without creating additional multi-layered support structures. The concept of reinsertion project as described to the mission does not differ significantly from reintegration support. The mission is therefore of the view that the introduction of this new concept is more a response to the institutional responsibilities and modalities than a substantive innovation; and
 - d. Utilization of the post-referendum period to expedite the identification and strengthening of implementing partners for (community-based) reintegration support.
16. WAAF do need support in their reintegration process. But such support would preferably not be provided through the DDR process, which could even have a negative effect on them. Community-based funding and dual-targeting modalities are to be developed to facilitate the reintegration of the WAAF into their communities. Such mechanism could address more specifically the needs and challenges faced by the WAAF and other war-affected women, while at the same time prevent their stigmatization.

5.4 Reintegration support

The general environment in which the ex-combatants are trying to reintegrate is extremely challenging in southern Sudan. After decades of war in such vast country, very few economic opportunities are immediately available. The ex-combatants themselves also have to make a mental and attitude shift towards independence and self-reliance. It cannot be expected from a DDR program that it fundamentally addresses these broader challenges. Several types of support are provided towards the reintegration of the ex-combatants into civilian life, such as reinsertion support, information and

counselling, social reintegration projects and economic reintegration support. The most significant support is the economic reintegration support to which currently all ex-combatants and WAAF are entitled. The support is provided through implementing partners (IPs) especially selected and contracted for this work. Contracting and capacity issues have caused significant delays and overhead costs are considerable. In some states credible IPs are not yet available, which causes specific problems, especially given that the economic reintegration support is based on an entitlement.

Recommendations

17. In the short term, economic reintegration support needs to be provided to all those that have thus far been demobilized. In addition IPs need to be ready to provide reintegration support to those that are realistically expected to be demobilized under Phase I.
18. The SSDDRC and UNDP need to ensure as soon as possible an adequate level of parity between the economic reintegration support provided by the various IPs.
19. All relevant actors involved in various stages of the DDR need to build a clear reintegration perspective in their activities, right from the initial counselling and the design and use of the reinsertion package. The proposed holding patterns and the reinsertion support all need to prepare the ex-combatants for a sustainable process of reintegration. The purpose is not only to provide the ex-combatants with material support towards reintegration, but also to facilitate the change of mindset and proactive approach towards taking charge of their own lives.
20. The new DDR design should consider replacing the targeted reintegration support. Several other support efforts could replace the targeted support. First, the additional cash provided (over time) in the reinsertion package would assist the ex-combatants further into the reintegration process and prevent that the new caseloads would feel that they would be worse off than those assisted in Phase I. Secondly, the program should move towards more needs-based support to ex-combatants, especially for the most vulnerable ones. Moreover, it would need to be based on a solid understanding of both the profiles and opportunities in the economy.
21. In the redesigned DDR operation ways of dual targeting would be recommended, combining, engaging ex-combatants and other war-affected people in groups eligible for financial and technical support.
22. In such scenario one also needs to step up the community-based support to reintegration and reconciliation in areas where large numbers of ex-combatants (plan to) return.
23. Enhance social reintegration activities, based on assessment showing that they are cost-effective and would reach more than 10% of the vulnerable ex-combatant population.

5.5 Information and communication

Providing appropriate and timely information to all the relevant audiences has been one of the weakest aspects of the DDR operation to date. The lack of clear information and effective outreach has seriously affected the results so far. The combatants who would potentially be demobilized did/do not know what it would imply. Particularly the information provided by the SPLA to its rank and file has not been consistent with the agreed DDR. Expectations among the (ex-)combatants were therefore too high, and they were not able to prepare themselves appropriately and realistically for the reintegration process into civilian life. Too many ex-combatants believed that the DDR would provide them a long-term support in their livelihoods. Many initially even thought it was as good as a retirement scheme.

Also other stakeholders were insufficiently informed about what the DDR operation meant and what was expected from whom.

Recommendations

24. A post-CPA demobilization in southern Sudan would have to be preceded by the GoSS taking the lead in developing a comprehensive and truly joint information and sensitization strategy, which will have to include and address at least the following:
 - a. A national public information and sensitization campaign during the entire DDR process to inform all relevant audiences and address possible misconception about the DDR process, and in particular to manage expectations of (the entitlement of) the ex-combatants. The campaign can only start once the SPLA, SSDDRC and its supporting partners are all in agreement about what the principles will be of the DDR and what will be done.
 - b. Educate and inform the SPLA combatants on the DDR processes and stages in a language they understand in order to clarify and confirm their roles, benefits and entitlements before discharge from the military.
 - c. Increased, enhanced and sustained support to the SSDDRC's Public Information capacity in terms of financial and human resources.
 - d. (Re-)establishment of a functional DDR Public Information Coordination and Messaging Clearing Committee between the SSDDRC, SPLA, other relevant national institutions and the UN, for enhanced quality control and integrity.
 - e. Increased and enhanced public relations activities and engagements targeting the different public audiences.
 - f. Development of standardized Informational and Educational materials and programs for outreach campaign activities, paying particular attention to social-cultural sensitivities, and produced in the local languages.

5.6 Organisation, implementation and management

The implementation of the DDR has been affected by the fact that the GoSS never perceived that it really owns this DDR exercise. The GoSS and people in the south were hardly involved in the design of the program. The implementation modality of the UNDP program in support of the DDR (direct execution by UNDP – DEX) and the fact that UNDP in Juba often referred GoSS inquiries or decisions to UNDP Khartoum for responses made that neither the SSDDRC nor the SPLA feel that the program is their own tool to implement the required demobilization. The review observes that all agencies involved with implementing the DDR are less than satisfied with the current organisational arrangements. In fact, the set-up and several of the institutional responsibilities have not been clearly defined and/or agreed upon. Moreover, it is not always clear who leads when and where.

Recommendations

25. A new or revised institutional set-up for guidance and implementation of DDR is required. The lines of authority, chain of decision-making and institutional responsibilities need to be clear and agreed upon, and a consistent staffing structure will need to be established. The Review Team recommends that the DDR interventions be managed by one Government-lead structure, with appropriate independent, transparent fiduciary systems of external accountability. This would require close cooperation between the SSDDRC and the SPLA for the DDR to be relevant, effective and efficient. Since the DDR should be closely linked to the foreseen SSR over the next few years, the process should be owned by the SSDDRC as well as the SPLA. Also various line ministries should be more closely involved in the design and implementation of the DDR.

26. Since the SSDDRC still has limited capacity, in particular to manage large financing and procurement processes, a comprehensive program of capacity building and technical assistance needs to be developed and agreed upon. Assistance provided by the UN and through bilateral agencies should be well coordinated – in advance and during the process. Also reporting lines and areas of engagement should be transparent and agreed upon in advance.
27. An appropriate financial management modality would have to be adopted, in which the GoSS would still lead the program and be responsible for its results, while the donors and UN stakeholders would be satisfied with the fiduciary guarantees. Whether the SSDDRC would be ready to implement a project under ‘national execution’ is not for this mission to assess. But efforts should continue to strengthen the Commission to at least be able to take on such responsibility some time in the future.
28. As next steps towards the redesign of the program the following could be done:
 - i. An organisational development specialist could be brought in to guide the SSDDRC towards a structure and change process that would meet the basic requirements of managing a large and complex DDR process;
 - ii. The DREAM database should be officially and practically transferred to the SSDDRC, and the relevant expertise should be made available by the UN;
 - iii. UNMIS and UNDP would second their operational DDR staff into the Commission, or otherwise (plan to) make staffing available to the Commission for the implementation of a post-CPA DDR;
 - iv. UNMIS and UNDP would draw clear lines between people that are seconded to the SSDDRC and those that are representing their respective UN agencies.
29. The M&E of the entire DDR would have to be considerably strengthened. Monitoring should deal with more than the inputs and activities in the DDR. It should be able to keep track of the actual reintegration processes of the ex-combatants, through surveys or tracer studies. The team believes that in case of post-CPA DDR, the option of contracting out the entire evaluation component of the DDR to an independent firm or university should be considered.
30. The ToR for this review does not cover the DDR of combatants under the age of 18 and other Children Associated with Armed Forces (CAAF). The team however recommends that the two components (adults and children) should be implemented in a much more coordinated fashion. There are several issues that should be better coordinated and that would benefit from economies of scale. The questions around what sort of support would be provided to combatants that were in the force while they were still younger than 18, but have since turned 18, appear not to have been sufficiently addressed.

Annex A: What worked and what did not work?

The terms of reference of the program review demands a special paper on *the current approach, what is working and what is not, and what can be done better*. This annex provides the team's assessment on what worked. We would like to state up-front that such direct technical question cannot be separated from the context and the larger issues in the program. As argued in the main report, some critical weaknesses in the design, communication and implementation of the DDR have undermined the entire process, and this included some specific activities that could otherwise have been quite important in reaching the objectives of the DDR. The weaknesses in planning, organisational structure, management and communication appear often to have been the overriding factors why things did not work sufficiently well.

Another essential factor in what worked or did not is 'the time factor'. Some activities might have made a significant contribution if they had not been developed late, under time pressure or with insufficient time to produce results.

Elements that have worked or are relatively promising are in our view the following:

1. The **DREAM database system** has shown to be useful and it has the potential to be further developed and amended, if required. It could provide an effective tool to enhance the knowledge about the ex-combatants, and could also be used as a base for conducting tracer studies or sample surveys. For the actual success of the database it would need to be based at a GoSS institution (SSDDRC) and copies shared with the relevant partner organisations.
2. The **technical committees**⁴⁴ established in 2008 and chaired by the SSDDRC, have reportedly been relatively effective in coordinating the various policy-related and operational coordination issues. Once the GoSS has initiated the development of a new program, the experience of these committees could be most useful in ensuring that stakeholder remain all within one program. The SSDDRC should also ensure continuous participation of the SPLA and the key DDR partners.
3. The **establishment of the SSDDRC** and premises in Juba as well as the State offices, including making them all gradually functional. These entities should all be further strengthened in order to enable true national ownership of the DDR. To the extent possible, operational UN and IP staff should be based within these premises.
4. The **commencement of the demobilization processes**, in particular the setting up of the demobilization activities in Lakes, Central, Eastern and Northern Bahr-el-Ghazal states. Establishing these processes and facilities in a timely fashion went quite well, but the physical infrastructure and implementation processes could be improved and enhanced in the future. Also SOP for verification needs to be strictly applied.
5. The **identification and contracting** of implementing partners (IPs) to support the reintegration of ex-combatants has been a difficult process, given the general lack of capacity in southern Sudan. But given the difficulties, the initial partners have been able to start their support operations in relatively short time. It still offers opportunities for future improvement and development. And in some of the remaining states, challenges are considerable.
6. Some smaller **social reintegration support activities** have shown to be useful and appreciated by the target population. These could be further developed in the reintegration

⁴⁴ These committees are the Disarmament, and Demobilization Technical Committee, the Reintegration Technical Committee and the Joint Operational Centre.

component of a future DDR. It should be kept in mind however that these activities could turn out to be quite staff-intensive and therefore not very cost-effective if operated and managed by UN staff.

7. The **network of counsellors** in the states is increasingly effective. About 35 counsellors are currently active at the state level. They are also supporting the monitoring of the process. The SSDDRC should guard against conflict of interest with regard to the latter activities.

Many of the activities that did not work in the southern Sudan DDR program have been identified and analyzed in the report itself. In general, these were in the first place the activities that suffered under the lack of clarity of the design and management/governance structure, and insufficient coordination. Some key issues were:

1. Lack of effective communication and therefore understanding of what the DDR is all about, and what the role of the various stakeholders is.
2. Lack of coherence of the DDR activities with related policies and operations, such as the support to wounded heroes, SPLA payroll, recognition for the liberation war effort, etc.
3. Failure to involve GoSS line-ministries, other state institutions, veteran and war widow associations, etc. in the DDR process.
4. Failure to develop structured linkages of the DDR process to the private sector (however nascent) and civil society.
5. Failure to use local civil society entities as implementing partners for the reintegration support to ex-combatants. This would no doubt take considerable time, but grooming potential partners by facilitating their involvement along with international agencies would be recommended.

Annex B: Issues for further research

The Terms of Reference of this review require a short separate paper identifying additional research/studies/work to be undertaken to support the rollout of any of the options. This annex provides the team's assessment of what could be usefully conducted in preparation of what would likely be the post-CPA phase of the DDR in southern Sudan.

The overall area where the DDR would need to be strengthened once the GoSS has taken the initiative and defined the outline of what groups would need to be demobilized from the SPLA in the post-CPA era and in roughly what timeframe, is that of the reintegration support. More knowledge would be required on the profiles of the combatants to be demobilized and their specific needs, as well as on the general opportunities.

Areas of suggested future research for the future southern Sudan DDR Program are:

1. **Profiles of the groups likely to be demobilized.** As soon as the SPLA would be able to provide clarity about the likely post-CPA demobilization that would take place over the next few years, it should facilitate a survey within its ranks in order to establish the profiles of those likely to leave. Emphasis in the questions should be more on what they would want to 'do' than on what they would want to 'get'. Some of the key issues to be researched in order to prepare for the reintegration support would be:
 - a. Family size and role in family.
 - b. Location of preferred return.
 - c. Assets owned.
 - d. Pre-SPLA occupation.
 - e. Preferred livelihood.
 - f. Their own assessment of linking up with some ongoing business or agricultural/processing/marketing activity.
2. **Disabled combatants.** It is likely that a very large number of those to be demobilized from the SPLA would have some sort of disability, in varying degrees. A joint research effort by the SPLA and SSDDRC, supported by UN experts, would be useful to prepare a support program for them. Key questions to be researched would be:
 - a. What types of disabilities would affect the ability of the ex-combatants to find work or maintain a livelihood?
 - b. What is the assistance currently provided within the SPLA to those that are disabled?
 - c. Types and levels of psychological problems?
 - d. What are the existing institutional capacities in southern Sudan to assist people with disabilities?
 - e. What is the ongoing support programs/projects in support of people with disabilities?
3. **Urban labour markets.** It is a paradox that since the CPA very few of the 10,000 ex-combatants that have been demobilized have been able to secure employment, while at the same time tens of thousands of low skilled workers from neighbouring countries have come to southern Sudan and have found employed or are involved in small businesses. Key questions to be researched would be:
 - a. How many foreign workers are currently in southern Sudan?
 - b. What is their profile, including skill-base?
 - c. What is the main source of their employment?

- d. Why are the employers not employing Sudanese workers?
 - e. What would it take to make say 25% of the ex-combatants employable in the type of jobs currently occupied by foreign workers?
4. **Holding patterns.** The possibility of developing “holding patterns”, either within the armed forces or post-demobilization should be explored and assessed. Key issues would be:
- a. What would be immediate opportunities to establish a link between work that needs to be done and the possibility to mobilize a group of ex-combatants (e.g. in infrastructure rehabilitation, de-mining, etc)?
 - b. What would be possible civilian partner organisation to develop and manage such initiative?
 - c. Assess the cost of such specific initiative and compare with the current wages paid to soldiers.
 - d. Assessing the financial and security risks of cantonment.
 - e. Assessing the locations and availability of large groups of soldiers in the SPLA to enter into literacy programs.
 - f. Take stock of available curricula for livelihoods skills, and assess their applicability for training of active-duty soldiers.
5. **Possibility of increased cash payments.** The opportunities and constraints of making larger and phased cash payments to the ex-combatants relatively close to their area of resettlement should be explored. Key initial questions would be:
- a. What financial institutions are currently present in virtually all states of southern Sudan? Are there any alternative options, such as telephone companies?
 - b. Where are these institutions present?
 - c. How much time would ex-combatants have to travel to collect their money?
 - d. Would these institutions be interested in a scheme to make regular payments to the ex-combatants? Could they provide general training and guidance to ex-combatants on simple money management?
 - e. What risks are involved?
 - f. Costing of such payment scheme?
6. **Social reintegration environment.** In addition to work already commenced by the SSDDRC/UNDP, survey and focus groups and general consultation techniques could be used to get more insights in:
- a. Perceptions and expectations of receiving communities.
 - b. The role of traditional leadership structures in ex-combatants reintegration process.
 - c. The role of faith-based institutions/structures in ex-combatants reintegration process.
7. **Opportunity mapping.** Opportunity mapping was done in some states, but is outdated and need to be revisited to reflect the reality in the ground. The opportunities identified should lead to the possible adaptation of economic reintegration options offered to the ex-combatants and should point at needed capacity building of (potential) IPs.
8. An **organisational development specialist** could be brought in to guide the SSDDRC towards a structure and change process that would meet the basic requirements of managing a large and complex post-CPA DDR process.