



Transitional Demobilization
and Reintegration Program



United Nations
Department of Peacekeeping Operations
Office of Rule of Law and Security Institutions
Disarmament, Demobilization and Reintegration Section

Workshop Report

“Strengthening Nationally Owned DDR Programmes”

Addis Ababa: 14 -15 September 2011



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Acknowledgement of Participants

The workshop organizers thank participants for the breadth and depth of experience which they brought to bear. National DDR policy makers and practitioners, including current and former heads of DDR commissions, and national civil society representatives provided valuable insights. In addition, the African Union's active participation was essential in capturing not only the regional dynamics of national ownership of DDR generally, but also in highlighting the context-specific challenges facing programmes in Africa. The AU also outlined its long-term goal to provide DDR support to the region.

I. Background to the workshop

The concept of national ownership as a guiding principle for peacebuilding processes, including DDR, has gained momentum over the past decade, with the recognition that externally-imposed peacebuilding and development efforts will have limited results. National ownership is a central component in declarations on aid effectiveness (Monterrey, Paris, Accra) as well as resolutions of the United Nations. However, the concept remains vague in particular as to its practical application. Some understand “national ownership” to mean “national management” of funds and programmes; others understand it to be political stewardship by the host government of the DDR process. Moreover, the question of how to foster “national” as opposed to “government” ownership remains unclear.

To address this gap, the World Bank-administered Transitional Demobilization and Reintegration Program (TDRP) and the DDR Section of the Office of Rule of Law and Security Institutions (OROLSI) of the United Nations Department of Peacekeeping Operations (DPKO) organized a workshop to explore national ownership of DDR from the national perspective. The workshop, held from 14 to 15 September 2011 in Addis Ababa, Ethiopia, brought together a wide spectrum of national actors, including government and civil society representatives, with regional and international practitioners from the African Union (AU), DPKO and TDRP.

II. Objectives

The objectives of the workshop were: to learn from the national perspective different views, dynamics and definitions of national ownership of DDR; and to make recommendations for successful nationally-owned DDR programmes and partnerships.

III. Current Context

DDR is an important tool for countries emerging from conflict to pave the way for sustainable peace and security. The ten countries - Burundi, Colombia, Côte d’Ivoire, the Democratic Republic of Congo (DRC), Ethiopia, Liberia, Republic of Congo (RoC), Republic of South Sudan (RoSS), Rwanda and Sierra Leone - which presented their experience during the workshop, developed DDR programmes, some of which are currently ongoing, targeting some 800,000 combatants, dependents and other categories of beneficiaries (the list of participants is included in Annex 2). Each emphasized different aspects of their country’s DDR process highlighting the context-specific nature of DDR.

In Burundi, respect for the peace accords helped to sustain the DDR programme. In DRC, several types of partnerships contributed to DDR on financial, technical and logistic matters with the involvement of regional and international bodies, with civil society also playing a role in the reintegration process. In Colombia and Ethiopia, a decentralized approach to reintegration programmes was adopted taking into account the diversity of the needs of ex-combatants across the country. In Rwanda, Colombia and Ethiopia, significant national resources were dedicated to DDR. In Côte d’Ivoire and

Liberia, nationals also contributed financial resources to DDR. The RoC provided national in-kind contributions and RoSS has committed to providing resources for upcoming DDR. In Sierra Leone and DRC, the DDR programme helped to build the technical capacity of national professionals.

Co-organization of the workshop by DPKO and TDRP reflects strengthened partnerships in DDR and other peace and security areas, and the central importance both organizations place on national ownership of DDR. DDR is a critical component of the UN peacebuilding architecture and national ownership the cornerstone of UN peacebuilding efforts. In his 2009 report on peacebuilding in the immediate aftermath of conflict (A/63/881-S/2009/304), the Secretary-General affirmed that “peacebuilding is a national challenge and responsibility.” The TDRP/World Bank sees DDR programs as *de facto* components of wider security sector reform efforts, a part of the overall post-conflict reconstruction task framework whereby demobilization and reintegration support seeks to complement and reinforce efforts by the international community in the political, security and recovery spheres. However, all such actions are essentially politically directed and use technical instruments of international action such as diplomacy, security, humanitarian action and development whose success is centred on these instruments being owned by the recipient government.

IV. Why is National ownership necessary for successful DDR?

Participants stressed that ownership of DDR by national stakeholders is necessary for the process to succeed. They also noted that the ultimate objective of DDR and other peacebuilding activities – sustainable peace and security – is the responsibility of national actors. The national DDR vision, resources, priority-setting and plans are aspects of the process which must be owned by national actors. In post-conflict environments, national stakeholders are best equipped to find sustainable solutions for the complex security, social and cultural challenges which were the source of the conflict.

Nevertheless, several challenges to national ownership of DDR may exist in post-conflict settings. Governments often have weak institutions that may have been further damaged by the conflict. Different views on how to proceed with DDR are likely held by national actors, including government officials, the army and national security agencies, the warring factions, and civil society. Moreover, DDR is often seen as an imposition from the outside. If there was a clear “winner” and “loser” of the conflict, the “losers” perspective is likely that DDR is being used to dismantle their group. Political pressure from both regional and international actors to begin DDR may be very strong despite a lack of clear direction and a shortage of national staff with the technical knowledge to conduct the DDR process.

Despite the lack of resources, capacity, and unified vision often found in post-conflict settings, participants stressed that national ownership is a critical ingredient for successful DDR. Past experience has shown that even with significant resources and international technical capacity dedicated to the DDR process, lack of national ownership will be difficult to overcome. Without clear national leadership, it is unlikely that the

DDR process will achieve the goal of fostering security and stability so that longer-term development can begin.

V. **Defining National Ownership: a Context-Specific Approach**

During the discussion, three levels of ownership were emphasized: the political or strategic (including Government); the technical or operational (including the national DDR implementing body, i.e. commission); and the wider population (including, amongst others, civil society, traditional leaders and youth groups). Ownership was described as a “commitment to transformation.” Participants from civil society, in particular, felt that a multidimensional approach must be inclusive of stakeholders who share this commitment and create a legitimate place in DDR strategy and programming for the contribution of all national actors. The AU outlined its concept of national ownership, which includes not only Government involvement, but also engagement of stakeholders at all levels including civil society, private sector, and amongst others youth and traditional authorities. Participants noted that it is the interplay between levels of ownership, which fosters national “buy-in” to the DDR process.

Many noted that national ownership is influenced by a range of factors in each context and changes over time, and so cannot be approached prescriptively. Workshop participants did, however, identify common aspects of a shared understanding of national ownership of DDR. These are:

- A. **Leadership, Commitment and Demand-driven DDR** – Commitment by nationals at the political level to conduct DDR is crucial. The immediate buy-in and legitimacy that is gained by political will, commitment, and demand for DDR from the nation cannot be imposed from the outside.
- B. **Capacity-building** – Capacity-building programmes need first to recognize national ability and support it. National participation in DDR processes can serve to build capacity in leadership, mediation and management. DDR processes should therefore include specific capacity-building measures and involve a wide-range of actors, including from the private sector and civil society.
- C. **Sovereignty** – In many post-conflict settings, State institutions have been damaged by the conflict and their capacity is lacking. However, when there is commitment by the State to conduct DDR, national contributions both politically and financially should be made to the process. The dedication of national resources to DDR can contribute to a Government’s ability to effectively lead the process, and exercise its sovereignty.
- D. **Inclusiveness, participation, and legitimacy** – DDR is multi-dimensional and involves all levels of the society into which ex-combatants reintegrate. Continuing dialogue and inclusiveness are key to building capacities of local and national institutions.

E. **Trust** – Though difficult to define, trust amongst national actors, as well as between national and international/regional partners, is a critical component of a successful DDR process.

In a post-conflict setting, however, all of the various aspects of ownership as outlined here are not likely to be present at the outset, but particular measures, adapted to the context, need to be taken to achieve the full concept of ownership. Participants stressed that national ownership is a process. The points outlined above are entry points for designing partnerships, which would enhance ownership as part of that process.

VI. Mutually Accountable Partnerships

Most participants stressed that without leadership, commitment and demand-driven DDR, it will be difficult to forge effective and mutually accountable partnerships with the international community. In many cases, however, leadership and commitment are lacking, therefore international or regional partnerships need to be carefully calibrated. Partnerships at the strategic political level are critical; they can help establish early links between DDR and other peacebuilding activities. DDR should not be considered in isolation of other peacebuilding initiatives and partnerships can help foster a strategic longer-term approach.

National ownership of DDR is further complicated by the fact that DDR requires specific timeframes, which are often built into the peace process. This may mean that partners assist with the implementation of immediate DDR activities. At the same time, partnerships should also include capacity-building to foster the country's strategic capacity to "own" DDR. There should be a real skills transfer as was done in many MDRP participating countries so that national DDR Commissions can eventually conduct DDR without international expertise. Participants underlined the importance of trust in partnership both amongst national actors as well as between international and national partners. Regular engagement between partners as part of the DDR process can help foster trust.

VII. Recommendations

National Ownership of DDR

- DDR processes should include specific capacity-building measures to reinforce national leadership, managerial and mediation capabilities and involve a wide-range of actors, including from the Government, private sector and civil society.
- National authorities are strongly encouraged to contribute national resources - including funds, staff or in-kind contributions to the DDR process. As one participant noted in summarizing the discussion "if you don't contribute, the control is out of your hands."

- In planning DDR programmes, social information – as opposed to legal and technical knowledge – must be considered a critical resource for developing strategies to address gender issues, including the needs of female ex-combatants.
- An analysis of DDR stakeholders should be conducted early in the process and could help in facilitating negotiation and dialogue on DDR amongst national actors and international and regional partners. Dialogue and engagement should not end with a political settlement, but continue throughout the DDR process.
- Reintegration efforts must be linked with longer-term development objectives at the political and strategic level to ensure sustainability of the process.
- Decentralized decision-making on programmatic approaches for reintegration should be considered, particularly where the needs of the population vary.
- DDR planning and implementation must be well timed. Political aspects of the process, such as a peace agreement or buy-in to the process by key stakeholders, and financial and administrative elements of the programme should be carefully calibrated.

Effective Partnerships

- The international community must recognize national ability and provide support without supplanting or undermining existing initiative and capacity.
- Institutionalization of follow-up, including elements of joint Monitoring & Evaluation, should be incorporated into partnerships. This will help to ensure that project managers are able to reorient or adjust project implementation where needed.
- International organizations should try to maintain their staff throughout the life-cycle of a project. Many noted a frequent turnover of international staff as a major challenge to effective partnerships, with some referring to high turnover as part of a phenomenon they called “DDR tourism”. Were staff to change, there should be a concerted effort made to de-brief and brief between staff and also with the Commission and relevant partners.
- Clear roles and responsibilities should be defined at the outset including with regard to resource management, programme implementation and capacity building. This is the starting point for mutually accountable partnerships.

VIII. Conclusion

Participants emphasized that national ownership of DDR is a process. It evolves and can be enhanced by well-structured partnerships, for which timing is essential. Calibrating political, financial and administrative aspects of DDR were underlined as essential to fostering national ownership of DDR. Partnership should not be viewed as

purely technical; the political and strategic implications of partnership should be understood. A shared understanding of national ownership of DDR continues to evolve, and the workshop was strongly endorsed by all participants as a means of building that understanding together, contributing to more effective partners supporting nationally-owned DDR processes.

IX. Next Steps

Participants provided written evaluations of the workshop, which showed a high level of satisfaction with the design, structure and proceedings. The quality of representation and candid exchange were particularly valued. Many recommended that future similar events be longer to enable for more discussion and shared learnings. Recommendations for events included building on the broad overview gained by this workshop, by narrowing the focus to a specific region, or thematic issue. Topics suggested include: the relationship between demobilized ex-combatants and host communities; scenarios for partnership (i.e. MOUs); policy-making and mediation in national ownership of DDR; and the role of bilateral and multilateral partners. Lastly, participants suggested using the workshop setting to provide advice and lessons learned to representatives of countries who are still in the nascent stages of building up a DDR program or who are likely to require a DDR program in the future.

DPKO will be working to capture the recommendations and observations made during the workshop in a guidance note for practitioners on national ownership of DDR.

The TDRP will be using the lessons learnt from the workshop to inform any future technical assistance to DDR Commissions in the future. There is still an ongoing discussion as to whether to undertake further work on the causal relationship between effective partnerships and national ownership.

END

Annex 1: Programme

Wednesday 14 September 2011			
Time	Session	Objectives	Chairs and Resource People
8:30am – 9:00am	Registration	<ul style="list-style-type: none"> • To register participants and distribute workshop packages 	Facilitation team Elisabeth Maier
9:00am – 10:00am	Opening remarks	<ul style="list-style-type: none"> • To open the programme and frame the workshop from key points of view – the UN, AU, Regional Committees, and Country • To introduce the programme and participants in table groups • To agree on workshop norms 	Official Welcome: Abderrahim Fraiji Chair: Elizabeth Kissam Facilitator: Patricia Keays Resource People: <ul style="list-style-type: none"> • UNOAU: Colin Stewart • AU: Dr. Norman Mlambo • Country: Francis Kai-Kai
10:00am – 11:15am	Common understanding of the concept of national ownership Part I: Working Definitions	To share working definitions of national ownership from key perspectives <ul style="list-style-type: none"> • United Nations - UNDP/BCPR - DPKO • World Bank • National 	Chair: Dr. Norman Mlambo Resource people: <ul style="list-style-type: none"> • UNDP: Andrea Tamagnini • United Nations/DPKO: Sergiusz Sidorowicz • World Bank – Anton Baaré • Country – Mulugeta Gebrehiwot Berhe
11:15am – 11:45am	Coffee Break		

11:45am – 12:45pm	Common understanding of the concept of national ownership <i>(continued)</i> Part II: Common Understanding	To agree on a common understanding of the concept of national ownership, for workshop purposes <i>To take stock of what participants identify as the most important priorities in a common concept on national ownership</i>	Chair: Anton Baaré
12:45pm – 1:45 pm	Lunch		
1:45pm – 3:45pm	Good practices and lessons learned on national ownership and DDR, from past DDR programmes <i>* panel and table group discussions in two parts</i>	To draw good practices and lessons learned from past DDR programme, on national ownership and DDR, with recommendations a) from country presentations b) from table group exercise	Chair: Gregory Alex (Gromo) Resource People Part 1: <ul style="list-style-type: none"> • Colombia: Joshua Mitrotti • Burundi: Tabu Abdallah Manirakiza • Ethiopia: Mulugeta Gebrehiwot Berhe Resource People Part 2: <ul style="list-style-type: none"> • Liberia: Dr. Ruth G. Caesar • ROSS: William Deng Deng • Republic of Congo: Michel Kounga
3:45pm – 4:15pm	Coffee Break		
4:15pm – 5:30pm	Mutually accountable partnerships	To identify essential elements of mutually accountable partnerships that build on the national ownership outputs emerging from the workshop, drawing on priorities in concept of national ownership from earlier sessions	Chair – shared: Patricia Keays, with Aki Stavrou and Elizabeth Kissam
5.50pm – 7:00pm	Facilitation Team Meeting	Consolidate recap of highlights from Day 1 for Day 2	Facilitation team

Thursday 15 September 2011

Time	Session	Objectives	Chairs + Resource People
9:00am – 9:15am	Recap from Day 1	To bring forward key points from Day 1 to bridge effectively to Day 2	Facilitator
9:15am – 11:00am	Good practices and lessons learned from experience on effective partnership in DDR <i>* panel and table group discussion in two parts</i>	To draw good practices and lessons learned from experience on <i>effective partnership in DDR</i> , with recommendations a) from country presentations b) from table group exercise	Chair: Veronica Bichitero Resource People Part 1 <ul style="list-style-type: none"> • Côte d’Ivoire: General de Brigade Nicholas Kouakou • DRC: Prof. Grevisse Ditend Resource People Part 2 <ul style="list-style-type: none"> • Rwanda: Jean Sayinzoga • Sierra Leone: Francis Kai-Kai
11:00am – 11:15am	Coffee Break		
11:15am – 12:45pm	Next steps, from key perspectives	To identify key next steps for main organizers of workshop 1. AU 2. UN 3. WB and to open the floor for participants to share their next steps, on a voluntary basis	Chair: Abderrahim Fraiji, WB Resource People: AU: Dr. Norman Mlambo UN: Sergiusz Sidorowicz / Elizabeth Kissam WB: Anton Baaré
12:45pm – 1:15pm	Closing and Evaluation	To close the workshop, and to obtain evaluation feedback to improve similar processes in future	Chair: Abderrahim Fraiji, WB Evaluation process: Patricia Keays
1:15pm – 2:15pm	Lunch		

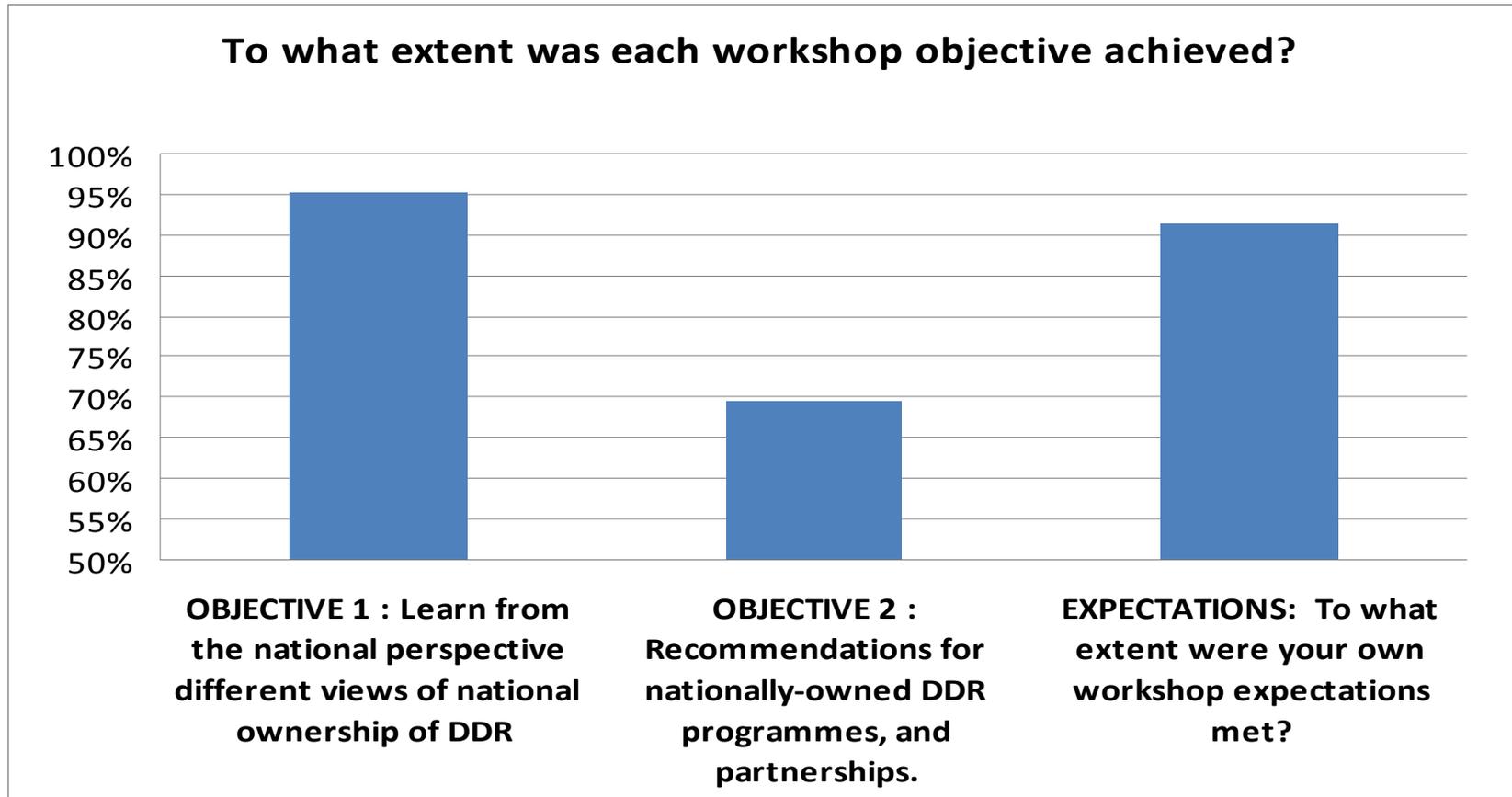
Annex 2: List of Participants

	Last name	First Name	Title or Former position relevant to Workshop
1	Alex	Gregory	Chief DDR/RR, MONUSCO, Democratic Republic of Congo (DRC)
2	Are	Gani	Project Manager, UNDP, Ethiopia
3	Baare	Anton	DDR and Conflict Specialist, Consultant for Transitional Demobilization and Reintegration Program (TDRP)
4	Bichetero	Veronica	Gender and Conflict Advisor, Uganda
5	Caesar *	Ruth	Former Deputy DDR Commissioner, Liberia
6	Deng Deng *	William	Chairman of DDR Commission, Republic of South Sudan (RoSS)
7	Ditend *	Grevisse	Project Manager, Unité d'Exécution du Programme National de Désarmement, Démobilisation et Réinsertion (UEPNDDR), DRC
8	Elfadil	Yousif	Operations Officer, WB, Sudan
9	Fraiji	Abderrahim	TDRP Manager, WB, Kenya
10	Gebrehiwot Berhe *	Mulugeta	Director, Institute for Peace and Security Studies, University of Addis-Ababa, Ethiopia
11	Imran	Lina	SSR/DDR Research Assistant, African Union (AU), Ethiopia
12	Kai-Kai *	Francis	Former Executive Director of DDR Commission, Sierra Leone
13	Keays	Patricia	Facilitator, Consultant for the Department of Peacekeeping Operations (DPKO), United Nations (UN)
14	Kembe-Maloba	Celestin	Senior Policy Officer, AU, Ethiopia
15	Kissam	Elizabeth	Policy and Planning Officer, DDR Section, Office of Rule of Law and Security Institutions (OROLSI), DPKO, UN
16	Kizinga	Guezing	CARITAS, DRC
17	Kouakou Kouadio *	Nicolas	Military Chief of Staff Office of the Prime Minister and Defence Minister, Côte d'Ivoire
18	Kounga *	Michel	Administrator of DDR Commission, Republic of Congo
19	Kumar	Jiten Krishan	Military Planner, United Nations Office to the African Union (UNOAU), Ethiopia
20	Maier	Elisabeth	Operations Officer, TDRP, WB, Kenya
21	Mancosu	Gianmarco	Italian Embassy, Ethiopia
22	Marchiori	Thomas	Deputy Defense Attaché, Italian Embassy, Ethiopia
23	Mbata	Evelyn	Head of Communications, UEPNDDR, DRC
24	Mitrotti *	Joshua	General Manager, Office of the Presidential High Counselor for Reintegration (ACR), Colombia

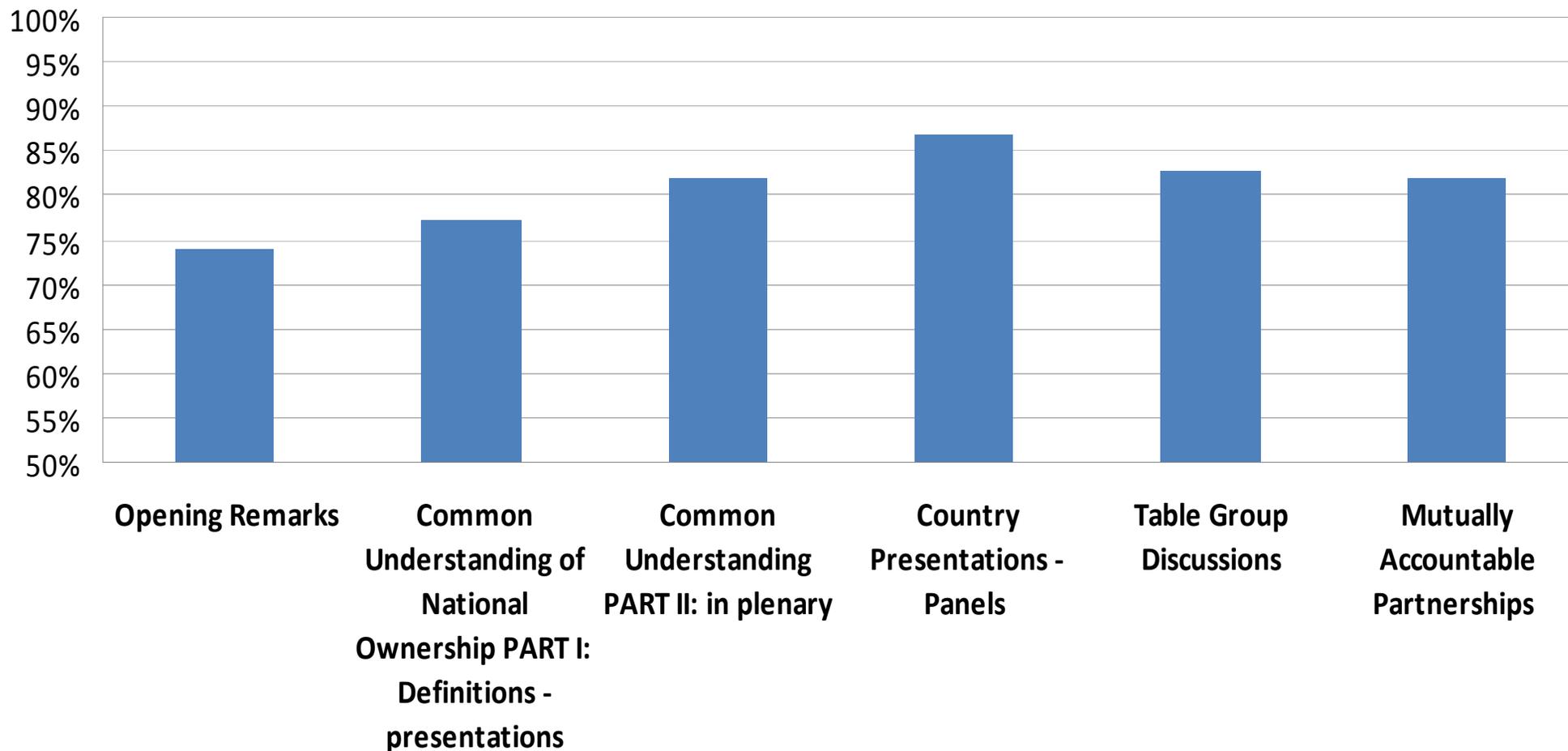
25	Mjelva	Anders	Trainee, Norwegian Embassy, Ethiopia
26	Mlambo	Norman	SSR/DDR Focal Point, AU Peace and Security Commission, Ethiopia
27	Mody	Berethe	SSR officer, UNOAU, Ethiopia
28	Moustapha	Khaled	UNMISS, DDR, Sudan
29	Musoni	Francis	Former Operations Officer, DDR Commission, Rwanda
30	Nzau/Muteta	Ginette	Division Manager, Poverty Reduction & Social Development, African Development Bank, Tunisia
31	Ojiambo Ochieng	Ruth	Executive Director, Isis-WICCE, Uganda
32	Ree	Rolf	Minister Councillor, Norwegian Embassy, Ethiopia
33	Sandy	Jonathan	Director Security Sector Development Office (SSDO) United Nations Political Office for Somalia, Nairobi
34	Sayinzoga *	Jean	Head of DDR Commission, Rwanda
35	Stavrou	Aki	Senior Social Development Specialist, TDRP
36	Stewart	Colin	Chief of Staff , UNOAU, Ethiopia
37	Stivang	Nicholas	Embassy Secretary, Norwegian Embassy, Ethiopia
38	Tabu Manirakiza *	Abdallah	Conseiller Principal à la Présidence de la République chargé des Questions Economiques et Conseiller Spécial Délégué du Président de la République à la CNDRR, Burundi
39	Tafesse	Eleni	SSR/DDR Program Assistant, AU, Ethiopia
40	Tamagnini	Andrea	Former Director of the Reintegration, Rehabilitation and Recovery Section, UNMIL

NOTE : * Indicates presenters

Annex 3: Participant Evaluation Feedback



**To what extent did each session contribute to achievement of the workshop objectives?
Day 1**



**To what extent did each session contribute to achievement of the workshop objectives?
Day 2**

