

REPUBLIC OF SOUTH SUDAN NATIONAL
DDR PROGRAMME 2013-2014 PILOT

Pilot Reintegration Project: TDRP Key Learning Report



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Pilot Reintegration Project Documentation Series

DDR Programme 2013-2014 Pilot

Republic of South Sudan

Book 1: Project Management Documentation

- Pilot Reintegration Project: TDRP Key Learning Report
- External Final Evaluation of the Pilot Reintegration Project
- Ex-Combatant Satisfaction Survey
- Pilot Reintegration Project Document as Implemented (October 2014)

Book 2: Implementing Partner Documentation

- SECTION I - Consultancy to Implement Livelihoods Support
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Foreword

Disarmament, Demobilisation and Reintegration (DDR) Programme has been found to be a critical component of consolidating peace, establishing stability, and allowing recovery and development to take root. Since 2011 the Government of the Republic of South Sudan has been developing a new nationally led and owned DDR Programme aimed at enhancing the country's stability and prosperity by facilitating the return to productive civilian life of former members of the National Organized Forces (NOFs). The current events in South Sudan only further emphasize the importance to the country of DDR and its connection to the nation's overall development. As such, it is critical that the country continue and invigorate its work in developing a nationally-led well-designed and well-implemented DDR Programme.

To ensure the full DDR programme was well designed to fit the context and needs of South Sudan, the Programme was started in 2013 with a pilot, during which lessons could be learned and incorporated before scaling up to the full caseload. The Republic of South Sudan's National DDR Programme (NDDRP) Pilot conducted in 2013-2014 was a vital first step in the country's efforts to institute the full National DDR Programme.

As reintegration is the ultimate measure of success of a DDR process, the Republic of South Sudan places great importance on the reintegration process. In February 2013, the Republic of South Sudan's DDR Commission officially requested the Transitional Demobilization and Reintegration Program (TDRP) of the World Bank to Pilot the Reintegration Component of the DDR Programme Pilot Phase in South Sudan through a generous contribution by KfW of the Federal Republic of Germany. The Pilot Reintegration Project began in April 2013, serving 290 ex-combatants by providing reintegration

programming including entrepreneurship, cooperatives and financial literacy trainings, livelihoods start-up kits, Information Counselling, Referral Services (ICRS), and community empowerment through community support projects.

The primary objective of the NDDRC's Pilot Reintegration Project was to test reintegration approaches and modalities and develop actionable lessons to inform and improve the Republic of South Sudan's future DDR programming. An important piece of this work is the compilation of documentation on the process, activities and lessons learned to be used by the NDDRC in future tranches. In addition, all manuals, curriculum and training materials developed throughout the pilot were also developed to be available for use in the NDDRP.

I would like to thank TDRP for their guidance, commitment and hard work both on the Pilot Project and in the production of this documentation. In addition, I would like to thank African Union and Bonn International Center for Conversion for being our partners in this process and our Implementing Partners, UNICON, IOM South Sudan and Adam Smith International and consultants for their dedication and commitment to this project. The Pilot Reintegration Project has increased the capacity of the NDDRC management and staff working on DDR and produced a wealth of knowledge and lessons which will provide a great benefit to the people of South Sudan when used in the full DDR programme.

William Deng Deng

Chairperson
National DDR Commission
Juba, South Sudan

Table of Contents

Acronyms and Abbreviations	5
Executive Summary	6
1 Background	9
1.1 South Sudan DDR Programme Objective	9
2 Objectives of the Pilot Reintegration Project	10
2.1 Goal & Objectives	10
2.2 Reintegration Approach.....	10
3 Process of the Pilot Reintegration Project	11
3.1 Project Caseload	11
3.2 Project Timeline	11
3.3 Project Preparation.....	12
3.4 Implementing Partners	13
3.5 Components of the Pilot Reintegration Project	13
3.6 Project Phases	14
3.7 Project Finances.....	15
4 Pilot Reintegration Project Activities	16
4.1 Livelihoods Support	16
4.1.1 Entrepreneurship, associations/cooperatives and financial literacy trainings.....	16
4.1.2 Livelihood start-up kits	18
4.1.3 Technical skills extension	19
4.1.4 Leveraging available government services through ICRS referral and follow up	21
4.1.5 Tools developed and available for future use	21
4.2 DDR Community Support Projects	21
4.2.1 Site selection and community mobilization	22
4.2.2 Installation/rehabilitation of boreholes or community requested common good projects.....	22
4.2.3 Tools developed and available for future use	23
4.3 Institutional Capacity Building	23
4.3.1 Project Management Training, Mentoring and Support, and Systems Development.....	23
4.3.2 Information, Counselling and Referral System (ICRS)	24
4.3.3 Tools developed and available for future use	25
4.4 Monitoring and Evaluation	25

4.4.1	Beneficiary data collection.....	26
4.4.2	M&E capacity building	26
4.4.3	Collection of lessons learned and reflection.....	27
4.4.4	Tools developed and available for future use	27
5	Lessons Learned	28
5.1	Livelihoods Support Lessons Learned	28
5.2	DDR Community Support Projects Lessons Learned.....	30
5.3	Monitoring and Evaluation Lessons Learned.....	30
5.4	Institutional Capacity Building Lessons Learned	30
5.5	Structural Lessons Learned	31
6	Changing Dynamics in South Sudan DDR	32
7	Strategic Recommendations for Future Programming.....	33

Acronyms and Abbreviations

BICC	Bonn International Centre for Conversion
CPA	Comprehensive Peace Agreement
CAAFG	Children Associated with Armed Forces or Groups
DDR	Disarmament, Demobilization and Reintegration
KfW	Kreditanstalt für Wiederaufbau
HQ	Headquarters
ICRS	Information, Counselling and Referral System
M&E	Monitoring and Evaluation
NDDRC	National Disarmament, Demobilization and Reintegration Commission of the Republic of South Sudan
NDDRP	National Disarmament, Demobilization and Reintegration Programme
NOF	National Organized Forces
PMU	Project Management Unit
SPLA/M	Sudan People's Liberation Army/ Movement
SPLA-IO	Sudan People's Liberation Army – In Opposition
SSAF	South Sudan Armed Forces
TDRP	Transitional Demobilization and Reintegration Program of the World Bank
UNESCO	United Nations Educational Scientific and Cultural Organization
UNMISS	United Nations Mission in South Sudan
WAAFG	Women Associated with Armed Forces or Groups

Executive Summary

The Pilot Reintegration Project of the Republic of South Sudan's National DDR Programme (NDDRP) was conducted with the overall aim to test reintegration approaches and modalities, and to develop actionable lessons that can inform and improve the Republic of South Sudan's future DDR programming. Reintegrating ex-combatants into civilian life is a major challenge and in fact the key measure of a DDR programme's success. Managed by the World Bank's Transitional Demobilization and Reintegration Program (TDRP) in close coordination with the National DDR Commission (NDDRC) and through financial support from Kreditanstalt für Wiederaufbau (KfW), the reintegration pilot was conducted in three phases from April 2013-October 2014.

This first pilot DDR Programme focused on 300 members of the Sudan People's Liberation Army/South Sudan Armed Forces (SPLA/SSAF) in their transition out of the armed forces into civilian life. The pilot reintegration project began with 290 participants carried over from the reinsertion phase of the full programme at Mapel Transitional Facility. The 290 individuals were from the Wounded Heroes division of SPLA/SSAF. This classification, however, is not related to injury and all participants in the pilot were able-bodied individuals. The pilot was conducted in the four states of the country's northwest region, Greater bahr el Ghazal.

The project was implemented through four components:

- **Livelihoods Support** was the largest component of the work. This focused on assisting individuals in establishing sustainable alternative livelihoods in their communities of return. Incorporated in this component were (i) entrepreneurship, cooperatives and financial literacy trainings conducted over a series of interactions, (ii) livelihoods start-up kits, (iii) technical skills extension, and (iv) leveraging available government services. The technical skills extension included agricultural extension visits as well as targeted vocational training and expert visits. (Implementing Partner: UNICON)
- **DDR Community Support Projects** were placed at communities with high levels of ex-combatant return. These projects included the construction or rehabilitation of water boreholes or specifically requested common good projects. This process pri-

oritized community engagement in the implementation of this peace dividend. (Implementing Partner: IOM)

- **Institutional Capacity Building** included two tracks with the first focused on project management training, mentoring, staff support, and systems development. (Implementing Partner: Adam Smith International). The second track of capacity building was the completion of an information counselling and referral system. The NDDRC now has a customized system that will allow for collection and reporting on ex-combatant data as well as facilitate counselling and referral to the ex-combatants. (ICRS completed directly by TDRP in close coordination with NDDRC)
- **Monitoring and Evaluation** included both comprehensive data collection and additional capacity building focused specifically on M&E. The pilot collected ex-combatant registration and baseline data, a community baseline survey, and an ex-combatant satisfaction survey. These tools and data are all available to NDDRC for future use. (Phase 1 Implementing Partner: Adam Smith with Integrity Research, Phase 2: TDRP)

Each of the components produced documentation of lessons learned as well as tools including training curriculum and manuals, the ICRS system, etc. to be utilized and/or built upon in future programming.

Finally TDRP took stock of the programmatic and operational learnings of the piloting process alongside the shifting dynamics of DDR since December 2013. The following key learnings emerged:

LIVELIHOODS SUPPORT LESSONS LEARNED

Entrepreneurship, associations/cooperatives and financial literacy trainings

- Entrepreneurship, associations/cooperatives and financial literacy trainings are the most crucial component of reintegration programming.
- Entrepreneurship, associations/cooperatives and financial literacy trainings should be delivered via a combined curriculum.

- The joint entrepreneurship, associations/cooperatives and financial literacy training should begin early in the DDR cycle and continue throughout to encourage livelihood and market-based decision-making throughout the DDR process.
- The baseline (Transition Facility or Vocational Centre) and follow-up reintegration trainings (in-field or community) should be formulated as one holistic training course with various modules.
- Information on trainings and services to be provided to XCs throughout the DDR process must be shared not only with ex-combatants but also with all staff including trainers.
- All XCs and community trainings should emphasize hands-on, visual approaches in keeping with best practices for low-literacy adult learners.
- DDR Community Support Projects should be implemented through the appropriate line ministry linked to the DDR Commission through a State-managed, coordinated mechanism.
- A clear criterion for community selection and project choice is necessary, with all decisions agreed to pre-budget formulation.

MONITORING AND EVALUATION LESSONS LEARNED

- Monitoring and Evaluation (and Management Information Systems) require specific staff skills that need to be agreed to by all stakeholders from the outset.
- Funding agents will have to commit additional resources both for capacity building and potentially embedding resources within the Commission.
- Both Internal and External M&E systems are required for an effective DDR program
- Use of ICRS caseworkers as data collectors in tandem with external enumerators is both effective and enhances ongoing M&E.

Livelihoods start-up kits

- Livelihoods start-up kits are an essential component of reintegration programming requiring significant staff, resources and attention to logistical detail to ensure full and timely distribution.
- Start-up kit contents must be accredited and agreed upon through a consultative process.
- Alignment of start-up kits with vocational training is critical and should include contents used during training and distribution upon completion of the vocational training.

INSTITUTIONAL CAPACITY BUILDING LESSONS LEARNED

- Development of tailor-made systems (e.g., ICRS) is time and training intensive, and to be effective need to be initiated well in advance of a DDR program.
- Conducting an organizational assessment followed by the identified organizational adjustments are necessary prerequisites to effective staff capacity building.
- Task specific, on-the-job trainings were the most effective capacity building approach.

Technical skills extension

- Partnering with the Ministry of Agriculture to provide agricultural extension trainings to XCs through Agricultural Extension Workers is an effective and sustainable approach.
- Vocational Expert Visits or Apprenticeships require too much individual attention and resources therefore are not a viable approach at this time.
- Providing vocational skill courses through state level institutions shows potential as an approach and should be explored further.
- Trainers must team up with ICRS caseworkers across all trainings to ensure continuity and to enhance service delivery across the entire process.

STRUCTURAL LESSONS LEARNED

- DDR must be more closely linked with Security Sector Reform (SSR) than in former iterations of DDR in South Sudan.
- Coordination between the SPLA/NOF and the NDDRC in the preparation of the combatants while still within the military is essential in ensuring a cost effective and sustainable programme.
- Reinsertion and Reintegration are intrinsically interwoven and should be planned as such.
- Communications including sensitization and public information with external audiences and internal communications require significant attention and coordination.

DDR COMMUNITY SUPPORT PROJECTS LESSONS LEARNED

- DDR Community Support Projects have high social capital returns and should be part of a greater reconciliation process but not a core component of DDR.

- Psychosocial issues and substance abuse are factors restricting sustainable livelihoods.
- Gender and child sensitive programming needs additional attention and coordination.
- Systemic approaches to ensure ex-combatant voice in programming are required.
- The full DDR programme as piloted is too costly to be brought to scale thus the alternative approach incorporated in the NDDRC's new Harmonized Reinsertion and Reintegration Strategy should be explored.
- Increased clarity on categorization of DDR beneficiary groups and numbers of beneficiaries;
- Reduced cost;
- Increased harmonization of programming in reinsertion and reintegration;
- Full national government implementation; and
- Continued momentum.

Matching the findings above with the realities of the recent events, this analysis finds that the priority areas requiring attention for a renewed strategy include:

- Increased linkage between SSR & DDR;

The current events in South Sudan underscore the importance of DDR to the country and its connection to the nation's overall development. As such, it is critical that the country continue and invigorate its work in developing a nationally-led well-designed and well-implemented DDR programme. The learnings from this pilot as well as the tools developed are relevant and timely as these contribute to the development of an effective and realistic full National DDR Programme.

1 Background

Disarmament, Demobilization, and Reintegration (DDR) has been highlighted as a Government of South Sudan's (GoSS) priority as an integral component of the country's progress toward establishing sustainable peace and socio-economic development. The importance of this process was further highlighted by the events beginning 15 December 2013.

At last count, the SPLA's standing parade was approximately 194,000. Many of these soldiers have received little to no military training, are illiterate, and some are over pensionable age. Following the signing of the Comprehensive Peace Agreement (CPA), some SPLA members were redeployed to other institutions including the Police, Wildlife, Civil Defence (Fire Brigades), and the Correctional Services (Prisons). These services are often jointly referred to as the National Organized Forces (NOF).

The Government recognizes that the armed forces need to transition to a more proportionately-sized and resourced national army (SPLA) which respects human rights and operates under effective civilian oversight. A reduction in force size is needed to modernize SPLA as well as to reduce the national defence budget. Currently, approximately 40 percent of the national budget is consumed by defence expenditures, a significant proportion of which is used to meet salary and welfare costs. Streamlining the military is, therefore, in the Government's overarching interest. As the soldiers are demobilised, the number of citizens with formal access to weapons should reduce. As those carrying arms pose a potential future source of insecurity if not managed appropriately, DDR is seen as one component of a broader security sector reform process.

1.1 South Sudan DDR Programme Objective

The objective of the DDR process is to contribute to security and stability in post-conflict environments to foster recovery and development. This is conducted by disarming, demobilizing, and sustainably reintegrating DDR target groups in their chosen communities of return while supporting longer-term development and

mitigating potential negative impacts through community based activities. DDR has been found to be a critical component of consolidating peace, establishing stability, and allowing development to take root.

The overall GoSS objective of the South Sudan DDR Programme is "To support the transformation of SPLA / SSAF into a more professional, efficient, and cost-effective armed force." The overall programme further aims to enhance the country's stability and prosperity by facilitating the return of the National Organized Forces' former members to productive civilian life.

The socio-economic reintegration of ex-combatants can contribute significantly to the overall process of peace consolidation and prosperity in South Sudan. Experience in other post conflict countries demonstrates stabilization and the assumption of a normal life for these target groups is likely to prevent new tensions and can contribute to burgeoning economic life in small communities. The strategy's main objective is to contribute to post-conflict stabilization and the creation of an enabling environment for sustainable development through socio-economic reintegration of people affected by the conflict. In recent years, bilateral and multinational partners have supported a large number of projects in the fields of community development and the fight against poverty. The strategy will, therefore, tend to create synergies between these projects where possible to avoid duplication in the response and coordination of actors involved.

In South Sudan, the current DDR design encompasses one year of programming. This includes a three month reinsertion phase at a transition facility followed by six months of reintegration services and finally three months of follow-up, counselling, and referral by the National DDR Commission's (NDDRC) state staff.

The overall programme aims to enhance the country's stability and prosperity by facilitating the return of National Organized Forces' (NOF) former members to productive civilian life. Initially, the government suggested processing 150,000 ex-combatants through the new programme. More recent estimates (pre-December 2013 / January 2014), however, suggest that the actual numbers are in the range of 60,000-80,000.

2 Objectives of the Pilot Reintegration Project

The government of South Sudan initiated the DDR programme with a pilot to ensure that a full programme fits the context and needs of South Sudan and that lessons learned during the pilot could be incorporated before scaling up to the full caseload. The Pilot Reintegration Project includes the reintegration services and reintegration related capacity building components of the pilot DDR programme.

2.1 Goal & Objectives

The primary goal of NDDRC's Pilot Reintegration Project is to test reintegration approaches and modalities and develop actionable lessons which can inform and improve the GoSS' future DDR programming.

These modalities include direct services to beneficiaries and project management. This is achieved through the following objectives:

Reintegration Programme System and Learning Objectives of the Pilot Reintegration Project:

- Develop lessons learned that can be applied to future South Sudan DDR programming;
- Develop and instill a system of DDR Reintegration Management in South Sudan that can live beyond the life of the pilot phase.

Socio-Economic Pilot Objectives of the Pilot Reintegration Project:

- To provide ex-combatants with skills enabling and enhancing their livelihood opportunities in communities of return;
- To facilitate the socio-economic reintegration of ex-combatants into their families and communities of return.

2.2 Reintegration Approach

Reintegration is a core component of the overall DDR process and is highlighted in the South Sudan DDR policy as the key measure of the DDR policy's success. Reintegration programming aims to contribute to the consolidation of lasting stability and development through the improvement of social and material conditions of ex-combatants and other beneficiaries. Reintegration is a process of continuous social and economic development, initiated during the DDR phase, and ideally continuing through a stabilisation period into the medium and possibly long-term. Ex-combatants return to civilian life either in their community of origin or in new communities through reintegration and seek sustainable livelihoods. DDR programmes can catalyse long-term development and peace consolidation. Best practice reintegration models incorporate a more holistic development pathway that builds linkages between the initial phases of DDR's medium-term recovery and stabilization initiatives with consideration for longer-term sustainable development.

Economic reintegration needs are highlighted as the Pilot DDR Programme's priority. Social activities have been minimized for this initial tranche in favour of finding the correct economic reintegration models that can be replicated. Social reintegration activities are not prioritized given ex-combatants were members of SPLA who are largely lauded and well regarded by local populations for their role in the country's liberation. The pilot also recognized successful reintegration of ex-combatants is not the result of the reintegration work alone but the culmination of the full suite of services provided from the time of demobilization through disarmament, reinsertion, and reintegration programming and services.

3 Process of the Pilot Reintegration Project

3.1 Project Caseload

The first pilot DDR Programme served just under 300 members of the Sudan People’s Liberation Army/South Sudan Armed Forces (SPLA/SSAF) in their transition out of the armed forces into civilian life. The pilot is established and delivered in the four states of Greater bahr el Ghazal (Warrap, Lakes, Northern bahr el Ghazal, and Western bahr el Ghazal). The Mapel Transition Facility located in Western bahr el Ghazal is the transition facility serving the Greater bahr el Ghazal region.

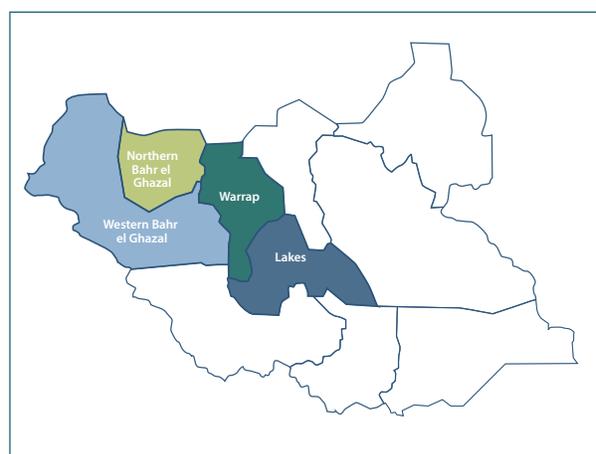
The pilot reintegration project began with 290 participants carried over from the Mapel Transition Facility programming. All 290 individuals are from the Wounded Heroes’ division of SPLA/SSAF. This classification, however, is not related to injury and all pilot participants were able bodied individuals.

All participants underwent a dual verification process that confirmed i) their involvement with NOF, and ii) that the identity of the individual presenting themselves was in fact the individual listed. Prior to registration, each individual provided their Demobilization Certificate and their names were checked against the demobilization list provided by SPLA. In addition, each individual showed photo identification – the national ID, the military ID or an identification form created and signed by the commanding officer and the UNMISS DDR officer. As the Pilot Reintegration Project caseload was dictated by the caseload in Mapel, the World Bank’s Transitional Demobilization and Reintegration Program (TDRP) was engaged in conversations with NDDRC, UNMISS, BICC and SPLA regarding the pre-Mapel verification process. Several individuals were turned away as they did not meet the verification criteria. The Information Counselling and Referral System (ICRS) was used during Registration and individual information was securely captured.

Over the course of the pilot project, five participants passed away, leaving the caseload at the end of the pilot standing at 285 ex-combatants.

The pilot was initially envisioned to serve NOF’s 500 members including SPLA/SSAF. The reasons for the

Pilot Caseload by Chosen State of Return	
Lakes	93
Western bahr el Ghazal	92
Warrap	75
Northern bahr el Ghazal	30
TOTAL	290



lesser caseload may be attributed to NOF’s lack of confidence in the project following the CPA DDR which made a negative impression, as well as other factors such as ongoing questions regarding pensions. This initial caseload reflects insufficient buy-in from SPLA and NOF in the DDR Programme overall. The pilot caseload included 272 men and 18 women and the average age was 43 years based on self-reporting at registration (by age group, 95 participants were under 40 years of age, 175 between 40 - 54, and 20 over the age of 55).

3.2 Project Timeline

The South Sudan National DDR Programme was designed to last for one year beginning with a three-month reinsertion phase at a transition facility followed by six months of reintegration services and finally three months of follow-up, counselling, and referral by NDDRC state staff. In April 2013, the first caseload of ex-combatants started at the Mapel Transition Facility where they received vocational, literacy and numeracy, and life skills

training. The initial design called for the project to begin in April 2013 and run through April 2014. However, the transition facility officially began their three-month training in June 2013 thus shifting the reintegration timeline.

During the last weeks in the camp, the pilot project provided ex-combatants in the Mapel facility with classes on entrepreneurship, cooperatives, and financial literacy focused on applicable skills supporting them in their segue to reintegration. In September 2013, the first pilot tranche of 290 former soldiers graduated from the Mapel Transition Facility and the ex-combatants (XCs) returned to their communities. The pilot project provided livelihoods support in their communities of reintegration through which the XCs received follow-up entrepreneurship and cooperatives trainings and start-up toolkits to assist ex-combatants engage in sustainable livelihoods in the area of vocational training they received. In concert with this work, the communities received DDR community support projects and cooperatives training alongside the returning ex-combatants.

The project will run through October 2014. The pilot design included a mid-point break to come into effect on December 15, 2013 and activities were to be resumed on January 6th 2014. The conflict that sparked on December 15, 2013, however, delayed activities until April 2014 due to security, thus extending the project with implementing partner (IP) service delivery to be completed by July 2014 and all evaluation and knowledge transfer by October 31, 2014.

3.3 Project Preparation

TDRP worked closely with NDDRC in preparation for the new programme by providing technical assistance with a focus on reintegration since late 2011. Additionally, TDRP provided technical assistance to NDDRC to hone the new DDR programme's overarching vision of reintegration into an operational reintegration approach. The NDDRC and TDRP teams built the reintegration design from the national policy and strategy documents, developing and finalizing the reintegration approach in the winter of 2012/2013. In designing this approach, TDRP applied knowledge gained through earlier TDRP research specifically on livelihoods, vocational training, and cooperatives. Stakeholder meetings and focus groups were also conducted to inform design.

In late 2012, KfW on behalf of the German government in coordination with NDDRC requested TDRP to assist in piloting the reintegration programme of the first tranche of up to 500 ex-combatants to be demobilized

in the pilot phase. TDRP agreed to this expanded role which includes: 1) testing the DDR reintegration modalities for the country's new national programme, 2) capacity building of NDDRC systems and staff, 3) financial management of the reintegration services for this initial pilot tranche, and 4) the establishment of an Information, Counselling and Referral System (ICRS). The funds and project are managed by TDRP and the project is implemented in partnership with NDDRC through IPs. As part of TDRP's technical assistance, a team of TDRP staff and consultants conducted a series of missions between 2012 and 2014 with the primary objective to provide oversight and management of the NDDRC Pilot Reintegration Project.

TDRP conducted missions on 8-26 October and 27 November-13 December 2012 focused on identifying reintegration opportunities and, together with NDDRC, developed a Pilot Reintegration Design. The team explored livelihood activities in line with the experience and interests of the ex-combatants while keeping in mind relevant market realities through meeting with stakeholders and utilizing research and profile data. The second mission worked in collaboration with NDDRC to test the programming design for a pilot reintegration project and to test XC interest in various components. This testing was done with two methods: (i) meeting with NDDRC leadership and DDR stakeholders, and (ii) conducting in person focus groups with current military members who will be included in the DDR pilot and community members from communities of intended return in Lakes and Western Bahr el Ghazal states. Based on the input collected, the mission adjusted the previously suggested reintegration activities to account for the mission findings and formulated a draft pilot reintegration project design for further input by NDDRC. The draft reintegration pilot design was presented at an interactive session with stakeholders on 11 December 2012 in Juba.

In January 2013, the team solicited additional input and edits to the pilot reintegration design. The TDRP team incorporated the feedback and completed a final draft pilot reintegration programme document for the first reintegration pilot. The team then conducted a mission in March to agree upon final implementation modalities including identification and contracting requirements for partner organizations. These included agreeing of the final specifics of the programme including: reintegration livelihood activities such as in the area of cooperatives, small farming and micro-enterprise development; DDR community support projects; and the eventual Monitoring and Evaluation system that was to be implemented. Following these discussions, the commission issued their final Pilot Reintegration Project Programme Document in March 2013.

3.4 Implementing Partners

Implementation of the project components entailed the contracting of three IPs. In March 2013, TDRP began the IP solicitation process for the pilot. This process included an initial request for Expressions of Interest (EOIs), their review, and a correlated Request for Proposals to those with valid EOIs. Proposals were received and reviewed in April 2013.

The following implementing partners were selected for the pilot:

- 1) Livelihoods Support – the firm UNICON International Ltd. was contracted for the period from May 15th, 2013 to October 31st, 2014.

- 2) DDR Community Support Projects – the agency International Organization for Migration (IOM) Mission in South Sudan was contracted for the period from August 19th, 2013 to June 30th, 2014.
- 3) Institutional Capacity Building and Monitoring and Evaluation – the firm Adam Smith International with M&E sub-contractor Integrity Research were contracted for the period from May 14th, 2013 through November 30th, 2013.

3.5 Components of the Pilot Reintegration Project

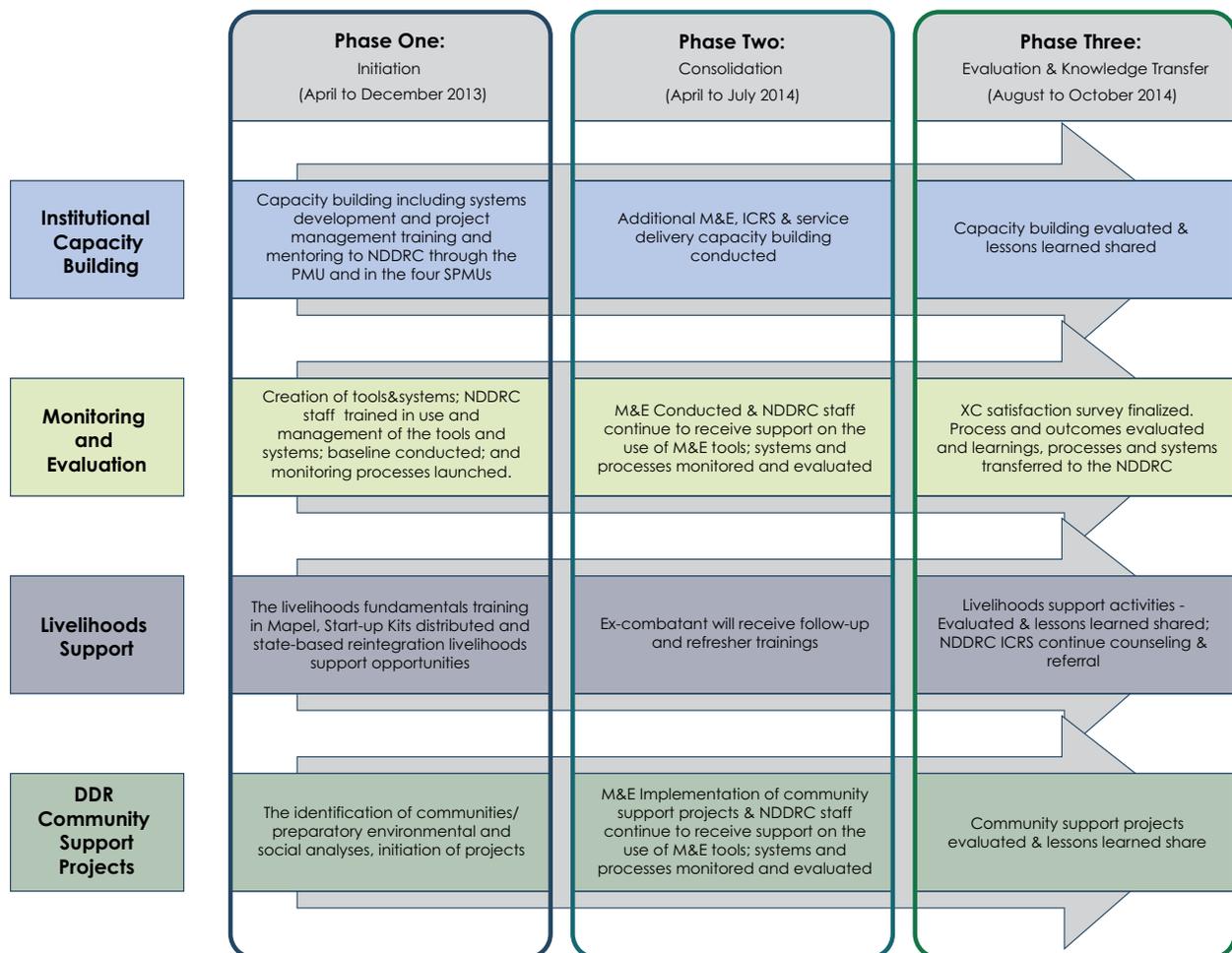
In order to achieve the overarching reintegration objectives, the pilot reintegration project includes the following four components:

Livelihoods Support	<ul style="list-style-type: none"> • Entrepreneurship, cooperatives and financial literacy trainings • Livelihood start-up kits • Technical skills extension: <ol style="list-style-type: none"> (i) Agricultural extension visits (ii) Vocational expert visits (iii) Targeted supplementary vocational training • Leveraging available government services through ICRS referral and follow up
DDR Community Support Projects	<ul style="list-style-type: none"> • Site selection & community mobilization • Installation of boreholes, water pump rehabilitation or community requested common good projects
Institutional Capacity Building	<ul style="list-style-type: none"> • Project Management Training, Mentoring and Support and Systems Development • Information, Counselling and Referral System (ICRS)
Monitoring and Evaluation	<ul style="list-style-type: none"> • Data collection: <ol style="list-style-type: none"> (i) Registration data collection (ii) Baseline Surveys – Ex-combatants & Communities of Return (iii) Ex-Combatant Satisfaction Survey • M&E capacity building: <ol style="list-style-type: none"> (i) M&E training (ii) Creating procedures and tools

3.6 Project Phases

The project was implemented in three phases. As seen in the following diagram, the service delivery components were broken into two to allow for additional flexibility to assess mid-way through the project and incorporate those lessons into the remaining programming. Although entirely unintended, this break between phases was scheduled for December 15, 2013 and thus the devastating civil unrest did not impact delivery in Phase 1. Phase 2 was postponed due to security and services resumed starting April 2014. Implementing Partner Service delivery was finalized by the end of July 2014.

Phase 3 of the pilot was established to ensure that the pilot achieved the learning objectives by imbedding an external evaluation and a period of knowledge consolidation and transfer.



3.7 Project Finances

The ultimate objective of conducting the pilot reintegration project is to test methods and modalities during this phase in such a manner that they could be replicated in the future. This has particular bearing on costs. As a pilot it can be expected that certain economies of scale are missing, and thus costs will be higher than scaled-up implementation of the same modalities. However, emphasis was placed on minimizing costs where possible throughout the process. NDDRC was called upon to make several tough choices in prioritizing among the various programming options allowed by the DDR policy. The areas chosen in this pilot were based on lessons learned in the CPA DDR, DDR research, and best practices.

The pilot reintegration project was funded through a

grant from KfW of Germany in the amount of 2 million euro. NDDRC was included in discussions of project fund usage to ensure full awareness of project management. These funds were spent as follows.

The direct ex-combatant services are found in the livelihoods support total of \$1,087,482. With 290 participants in the pilot programme, the cost per ex-combatant comes to \$3,750 per participant. This cost is above the anticipated costs to replicate such a model with larger caseloads due to a combination of 1) economies of scale impacting purchasing and training, and 2) reduced training of trainers and preparation time necessary once a full project is implemented. Community members also participated in cooperative trainings within this component (284 community members in Phase 1 and 129 community members continuing in Phase 2).

NDDRC Pilot Reintegration Project Costs			
	Phase 1 TOTAL COMMITTED	Phase 2 TOTAL COMMITTED	TOTAL
Livelihoods Support	\$800,200	\$287,282	\$1,087,482
Mapel Financial literacy, entrepreneurship and cooperatives trainings	\$164,500	\$0	\$164,500
Livelihoods Start-Up Kits	\$323,100	\$0	\$323,100
State-based Financial literacy, entrepreneurship and cooperatives trainings	\$312,600	\$146,433	\$459,033
Technical Skills Extension- Agricultural extension visits		\$48,417	\$48,417
Technical Skills Extension- Vocational expert visits		\$14,247	\$14,247
Technical Skills Extension - Targeted Vocational Trainings		\$63,547	\$63,547
Assistance in accessing available government services		\$14,638	\$14,638
Community Support Projects	\$155,750	\$294,250	\$450,000
Capacity Building and Monitoring & Evaluation	\$519,506	\$247,525	\$767,031
Mentoring/Capacity Building	\$442,836	\$84,519	\$527,355
Government employee Training of Trainers		\$117,855	\$117,855
M&E Surveys	\$76,670	\$45,151	\$121,821
NDDRC Participation Funds	\$120,000	\$120,000	\$240,000
Evaluations	\$28,269	\$0	\$28,269
Contingency		\$78,929	\$78,929
Juba Ex-combatant and Crime Survey		\$76,540	
Final transfer of lessons learned to NDDRC		\$2,389	
TOTAL ALL	\$1,623,725	\$1,027,986	\$2,651,711

4 Pilot Reintegration Project Activities

4.1 Livelihoods Support

All ex-combatants participating in the NDDRC pilot programme were eligible to receive a suite of reintegration livelihoods support services. This included (i) livelihoods support trainings on entrepreneurship, associations/cooperatives and financial literacy to operationalize the vocational training received at the transition facility, (ii) livelihood start-up kits correlated to the vocational trainings received in Mapel, (iii) targeted technical skills extension through either expert visits by agricultural extension workers or vocational experts, or targeted supplementary vocational skills training, and (iv) assistance in accessing available government services through referral and follow up by ICRS caseworkers. These services are designed to support ex-combatants with a variety of vocational paths including cooperatives/associations of a mix of ex-combatants and community members, small farm and/or rural agricultural enterprises, and individual micro-enterprise businesses.

Highlights of this work include:

- All ex-combatants at the Transition Facility participated in Mapel based intensive entrepreneurship, cooperatives and financial literacy trainings
- 93% of ex-combatants participated in state-based follow-up trainings (270 of 290)
- 92% of agricultural track ex-combatants participated in agricultural extension trainings (119 of 129)
- 99% of livelihood start-up kits distributed (288 of 290 with 2 XCs unreachable)

While it is too early in the process to determine the impact of this programming, early indicators suggest that the XCs are utilizing the training and techniques. For example, per the XC Satisfaction Survey, 61% self-report making a living by operating their own business and 23% self-report currently participating in a cooperative or association (up from 5.1% self-reporting that they participated in a cooperative at some point in their life before joining the DDR programme). The ex-combatant satisfaction survey report provides full detail on the findings.

4.1.1 Entrepreneurship, associations/cooperatives and financial literacy trainings

This sub-component was the primary emphasis of the reintegration training due to a combination of factors. Firstly, due to the informal nature of the market in South Sudan and the limited job market it is very likely that for an ex-combatant to utilize the vocational training they received in Mapel they will need to start up their own venture - be it a business, partnership or cooperative. This is in keeping with the best practice successful programmes seen that focused on the entrepreneurship and financial literacy aspects of training, rather than continued vocational training (e.g. Ethiopia, Rwanda, Burundi, and DRC).

The same experience also shows us that in the absence of entrepreneurship training, no matter how well skilled an XC is, they do not succeed. Research also shows that, with the exception of agriculture, the overwhelming majority of ex-combatants will not continue in the vocation they have been taught but will use this training to first earn sufficient capital to migrate to their own chosen opportunity or use capital inputs to start in the area that they want to work in. As an example, 25% of ex-combatants responding to the satisfaction survey reported not working in the vocation in which they were trained at Mapel with the survey having been conducted less than 1 year after the training. Of those 52 XCs who said they were not working in the vocations on which they were trained, 38 of them chose to make a living by being self-employed in farming. Literature shows that entrepreneurs who are pulled rather than pushed into a sector or opportunity have an infinitely greater chance of success. Additional DDR studies show that XCs who join or initiate economic associations or cooperatives will have a greater chance of success fully reintegrating socially and economically. The caveat being that this is contingent on the size of the cooperative (small cooperatives are most successful) and the composition of the cooperative including community members.

The main thrust of this training was on empowering XCs to adopt a sustainable livelihood approach. This train-

ing included 1) a 10-day intensive training conducted at the Mapel Transition Facility during the last two weeks of camp, and 2) state-based follow-up trainings in both phase 1 and phase 2. The training was an important complement to the vocational skills training provided by UNESCO at Mapel as it urged the XCs to think about those skills from a business/entrepreneurship potential perspective. Further, the trainings drew on the literacy and numeracy trainings received, providing tangible uses of the information and including financial literacy training modules. Additionally, the training in the camp facilitated XCs to initialize thinking on cooperative or partnership work, into which they were encouraged to incorporate community members upon return to their communities.

The training at Mapel was very well received. According to the ex-combatant satisfaction survey, 98% of the respondents were satisfied with the training they received in Mapel, 97% stated that they learned new knowledge during the entrepreneurship trainings, and 86% of participants stated that they have made use of the skills they learned. Additionally, the Mid-Term Review, final ex-combatant satisfaction survey, and implementing partner reporting found a demand and applicability of the entrepreneurship, cooperatives, and financial literacy trainings.

To conduct the training for 290 ex-combatants, 10 South Sudanese individuals were recruited based on their background in business or related fields and language skills and trained during a two-week programme in Mapel. This allowed the trainers to meet many of their future students and receive basic information on them, including literacy level, approximate location, possible grouping preferences, and incorporate these ground realities into the training material. An international training expert conducted this training. The expert first developed the Training of Trainers (TOT) curriculum as draft as well as the field training manual and training materials to be used by the trainers during the business/cooperative training for XCs. These materials were then adjusted over the course of the TOT to respond to additional information on local context and trainees' demographics, and then utilized in the Mapel and state-based follow-up trainings. These curriculum and training materials are now available to NDDRC for future use. The TOT's success is reflected in the XC satisfaction survey in terms of the satisfaction overall with the training, and in particular none of the five participants expressing low satisfaction sited concern with the trainers but rather referenced training content and wanting additional training on the topic.

Once the ex-combatants graduated from Mapel and returned to their chosen communities, the trainers with the support of NDDRC state level staff circulated within the states to provide follow-up trainings to the XCs and community members joining the XCs in cooperatives or associations. The follow-up training was designed to build on the intensive foundational training provided at Mapel. During phase 1, according to implementing partner reporting a total of 253 ex-combatants received the business/cooperative training in addition to 284 community members. In phase 2, 170 ex-combatants and 129 community members attended trainings. This was confirmed by the findings of the ex-combatant survey in which 94% of respondents reported participating in various State-based business and association/cooperatives trainings with each of them attending on average two training sessions of this kind. These trainings included 15 modules covering a variety of entrepreneurship, associations/cooperatives and financial literacy topics on an as-needed basis depending of the needs of individual XCs and their situation. The XCs' needs were determined by a needs evaluation conducted by the training team.

The field training used several well-known learning methods that proved to be successful in the region, such as (i) simulations and role-play, (ii) learning by doing, (iii) visuals and illustration, (iv) hands-on experience via interaction with existing businessmen, (v) individual counselling, and (vi) practice sessions. The State-based livelihood trainings were received very positively, as an overwhelming majority (94%) of respondents who attended the trainings said that they learned new knowledge at the in-State trainings with a further 71% of them stating that they had used these new additional skills in their life. New skills that XCs mentioned included how to better work with others, how to form associations/cooperatives, how to keep financial records, and how to manage business, among others.

The pilot also saw a significant increase in ex-combatants choosing to participate in associations or cooperatives after completing the pilot training. Only 14 ex-combatants (4.8%) reported having participated in associations/cooperatives at the start of Mapel. In comparison, 23.5% of respondents (48 of the 204 ex-combatants responding to the satisfaction survey) reported participating in associations/cooperatives in July 2014. Only one cooperative had completed the official registration process by July 2014 however, many groups were in various phases of formation after receiving the entrepreneurship, cooperatives and financial literacy trainings. The NDDRC's ICRS caseworkers reported working with 17 such groups which were formed by a total of 68 ex-combatants joined by 442 community members as of July 2014. Meanwhile

more than half of the respondents of the satisfaction survey (61.3%) were making a living by operating their own business.

In the project's phase 2, a second 10-day ToT was provided to NDDRC's 16 ICRS caseworkers in order to provide quality training services to XCs and to increase the capacity of the NDDRC state teams in service delivery. The training matched to that provided to the external trainers in Phase 1 with further adjustments made to localize the context and for use by the ICRS caseworkers. The decision to use national staff as trainers had both positives and negatives. The positives included that the ICRS caseworkers have knowledge and experience in working with the XCs and were well able to reflect the needs and challenges they may face in the field as well areas of knowledge that would be particularly in demand by the XCs. Additionally, in terms of implementation, the ICRS caseworkers have strong knowledge of the areas and are able to locate the trainees in challenging environments. The primary negative aspect of the ICRS caseworkers acting as trainers is that these staff do not have any background in entrepreneurship or business, as opposed to externally hired trainers. Despite this drawback, the trainings in phase 2 were well received. It is also of note that when combining the knowledge transferred to the locally hired UNICON trainers, state managers, and NDDRC ICRS caseworkers, the TOT has become a capacity-building tool that ultimately contributes to the development of South Sudan in ways beyond the Project's direct goals.

Utilizing NDDRC staff as trainers in Phase II of this work piloted a new approach. This added to the effectiveness of the trainings. However, as to be expected, most of the ICRS caseworkers do not have a business background, which is beneficial in a trainer on these topics. Additionally, it is important to balance the workload of the caseworkers so they are available to counsel and refer. As the programme builds to scale pairing skilled trainers with ICRS caseworkers appears to have the highest potential for success.

Regarding structure of the training, the pilot's initial design called for the implementation of separate business and cooperative trainings. However, based on the recommendation of the training expert these were combined into a single joint curriculum including modules on each topic. This allows ex-combatants to learn a broad range of approaches and then determine their ideal business structure based on market realities once they returned to their communities. This flexibility greatly expanded the value of these trainings.

Additionally, the inclusion of the training at Mapel by the reintegration implementing partner constituted a new approach to that seen previously. This design forms a natural continuity between the trainings received in the camp and the trainings in the communities of return, allowing for improved learning outcomes. This approach also provided the XCs increased information on services available during reintegration with the intention of reducing misinformation and reinforcing their return home as part of a continuous DDR process of support. Overall this allows for the XCs to be introduced to the reintegration trainers, develop a rapport, and better understand the services which will be available in the programme once they return to their communities. The approach directly responded to a lesson learned in previous DDR programming where the programming at the center and in the states were completely disconnected. This approach shifted the paradigm of viewing each DDR component in isolation to viewing it as one process experienced by the XC. Prioritizing an overlap period during which reintegration trainers stay at the Transition Facility may become more challenging as scale increases; however, it is strongly encouraged. The importance of accurate and consistent information sharing with the ex-combatants, which is only achieved through accurate and consistent information sharing with all staff and trainers, cannot be overemphasized.

4.1.2 Livelihood start-up kits

Livelihood start-up kits which matched to the training that each received in Mapel were distributed in Phase 1 of the pilot. This process involved the initial design of the contents of each kit, contracting suppliers, logistics of warehousing and delivery, and distribution at each of the four state offices. Lessons learned from the CPA DDR were revisited in the development and implementation of this sub-component and particular emphasis was placed on 1) timely delivery of goods, 2) quality of goods, 3) relevant materials to trainings delivered, and 4) oversight of the delivery process of complete toolkits.

Regarding the initial design of the kit contents, the toolkit composition for all eight vocational tracks was designed through discussions with the Ministry of Labor's Multi-service Training Center (MTC) in Juba to ensure that the tools included in the kits would be appropriate for local conditions and match national best-practices on vocational training. The UNESCO Mapel vocational trainers were also consulted to ensure the tools were in line with those used in the trainings. The final list of tools was then agreed upon by UNICON, TDRP, and NDDRC. This process was completed responsibly and 70% of the ex-combatants stated that they were satisfied

with their toolkits, one fifth of whom were very satisfied. Sixty-nine ex-combatants chose the driver/auto-mechanic track. This group did not receive sufficient vocational training in the previous reinsertion phase and supplementary vocational training was added during reintegration as they were uninformed on their intended profession or the use of their tools. Not surprisingly, most of those who were dissatisfied were auto-mechanic trainees. However, many lessons were learned in the process and in future projects, ex-combatants themselves should be involved in the approval of the lists and regional differences should be incorporated in aspects such as seed choice.

A thorough bidding process was conducted with 66 organizations approached and 16 submitting bids. NDDRC was closely involved in the entire procurement process to ensure knowledge transference on the process and steps required for responsible procurement. As a result of this process, NDDRC now has a solid database of potential suppliers from the region that can be used in future similar assignments for supply of goods. High standards for procurement are crucial and these must be maintained moving forward. This pilot was notable in that all contents of the toolkits were delivered to the Juba warehouse within three weeks of contracting. This was a major achievement.

Kits were compiled and grouped by state in Juba with active oversight by TDRP and NDDRC. The kits were then transported by road to the four state capitals. Orientation meetings were conducted at NDDRC state offices with NDDRC and Implementing Partner state teams to ensure they were prepared for the distribution including use of the ICRS system to track the entire process.

The official distribution of the toolkits was conducted from November 1st-5th, 2013. This process was implemented in close cooperation between all parties – NDDRC state office, representatives of NDDRC HQ, the Implementing Partner and World Bank/TDRP. In each state, distribution teams were present and active to ensure that start-up kits arrived in good order and were distributed to the beneficiaries in a timely fashion. The ICRS system was used to generate documentation for the distribution process including state specific distribution lists and individual forms for each XC to sign upon receipt of their kit. In addition, XCs were required to demonstrate their DDR photo ID credentials in order to receive their kit. Through clear documentation the staff was able to easily confirm receipt and respond from a position of information to ex-combatant questions. Ex-combatants with bulky kits (agriculture, masonry, etc.) or coming from large distances were assisted with trans-

port to their communities. A large amount of detail and logistics is required in this process. To ease some of the transport challenges, when numbers of beneficiaries are scaled, up, alternate approaches such as regional distribution centers may be worth exploring.

By the end of the pilot, 288 of 290 ex-combatants have collected their toolkits according to NDDRC reporting. The final 2 ex-combatants are not able to be located. 239 out of 290 ex-combatants collected their toolkits by the end of phase 1 and the remaining ex-combatants informed they could collect their toolkits at any time in their respective NDDRC state office.

Overall the process of design, procurement, and distribution of toolkits to ex-combatants was highly successful. Despite the short delivery timeline, the toolkits were comprised of quality goods, and were distributed in full. According to the results from the XC satisfaction survey, 77% of the non-auto trainees said that they were still using the tools provided in the toolkits. 83% of those in the agricultural track were still using their tools. Some challenges faced in the process included the short timeframe did not allow for as much consultation on the toolkit contents as would have been ideal. In particular, XCs should be consulted.

4.1.3 Technical skills extension

In addition to the general entrepreneurship and cooperatives trainings, additional agricultural focused business training was added during phase 2 of the pilot to ensure the large group of ex-combatants that chose the agricultural livelihood path (44%) received targeted advice to support their reintegration. In addition, feedback from phase 1 suggested that some XCs were in need of additional technical skills training in particular vocations beyond what was learned at Mapel. Therefore, in Phase 2 a sub-component of technical skills extension was added to provide these additional services.

4.1.3.1 Agricultural extension visits

Of the current caseload, the largest group of individuals (129 or 290) are interested in farming post military service. This is well aligned with the current market potential particularly in areas outside the capital cities. The agriculture development potential of South Sudan is enormous. According to the African Development Bank reports, the absolute majority of the households in South Sudan are primarily dependent on agriculture and livestock and 75% of the country's land area is suitable for agriculture. At the same time, only 4% of the arable land is cultivated and farming is predominantly of a subsistence nature. This creates almost unlimited opportunities

for those willing and able to develop themselves within the field of agriculture, albeit with significant transport and logistical challenges. However, the constraining factors limiting the agriculture development are mainly (i) lack of knowledge, and (ii) lack of resources. South Sudan's agricultural indicators are far below the regional standard, while the natural conditions are in many cases much better than those of their neighbours.

To further support this group, Phase 2 livelihoods work included agricultural extension training. This training was made available to build upon and upgrade the technical skills developed at the Mapel Transition Facility. The agricultural sub-component was designed to be introduced in Phase 2 to align with the growing season. The training included improved methods, best practices, and small farm business skills. The Ministry of Agriculture assigned seven agricultural extension workers to the DDR project to implement this work. Among the day-to-day responsibilities of the Ministry of Agriculture extension workers are to (i) train the population in the field of agriculture, (ii) promote the development and adaptation of appropriate agricultural technology, and (iii) promote the efficient production and marketing of agricultural products. It is clear that these goals align perfectly with the goals of the South Sudan DDR programme.

The Ministry's agricultural extension workers attended a 7-day TOT to supplement their knowledge. In this manner, the programme was well aligned with the National DDR policy which calls for the DDR programme to conduct reintegration through line ministries where possible, and in so doing increase the capacity of the partner Ministry. By further training the agricultural extension workers, the programme contributes a positive benefit to the communities at large where the extension workers are assigned in the course of their day to day work.

Operationally, the agricultural extension workers were joined by ICRS caseworkers and Implementing Partner state managers to comprise agricultural training teams when conducting trainings for the XCs who chose agriculture as their field of reintegration. This allowed additional flexibility in the training mechanism as many ex-combatants are found to work at both a trade and farming. Through this approach 119 XCs of 129 who chose the agricultural track received follow-up trainings. Just as with the entrepreneurship and cooperatives training, the implementing partner developed a curriculum and training materials for a TOT and the field extension trainings. All these materials are now available within NDDRC for future use. Overall, the addition of agricultural specific trainings was well received and the use of Ministry of Agriculture Extension Workers was a good and sustain-

able use of resources. Strong relations between NDDRC and the Ministry of Agriculture should be fostered as the latter will be a critical partner in any effective DDR in South Sudan

4.1.3.2 Targeted supplemental vocational training

Preceding the reintegration phase, ex-combatants received training in 1 of 8 vocational areas as conducted by UNESCO at the Mapel Transition Facility. As discussed above, those ex-combatants who were to receive auto-mechanic/drivers trainings were found to require supplemental training during the reintegration phase due to challenges in implementation at Mapel. To address this concern in phase 2 the project facilitated the 52 ex-combatants to attend driving training through them receiving driving licenses and 2 ex-combatants to attend auto-mechanic courses. In addition, the project covered the mandatory medical examinations as well as official license issuance fees for all XCs who attended the driving schools.

While this was not initially included in the pilot design as all vocational trainings were to be provided in Mapel, the effort provided a relevant case study on the process and costs of vocational training provision in local centers rather than in cantonment camps. Through the provision of state-based driving and auto-mechanic courses it was found that there is potential to provide trainings through existing training programmes at the state level. This could avoid one of the most criticized pitfalls of DDR programming, i.e. the flooding of certain markets and limited success rates when large numbers of trainees are given a small menu of options for vocational trainings. However, it is of note that the absorptive capacity of the training centers will require careful assessment. Additional benefits of this approach include the increased capacity of training local institutions over time and the potential for more region specific training to respond to market demand.

4.1.3.3 Vocational expert visits

In Phase 2, vocational expert visits were added to test the modality for future programming. This allowed the ex-combatants of non-agriculture reintegration fields to receive a visit by an experienced professional with proven skills in their respective field. The drivers/auto-mechanics were not eligible for this additional attention as they were attending the additional training in Phase 2. The expert visits were not mandatory and the XCs were free to decide if they wanted to participate in this sub-component or not. The reach of this activity was also

limited by experts' availability in locations close to those of the corresponding XCs, other options chosen by the ex-combatants (see section 4.1.4 below) as well as the majority of the population being busy cultivating at the time it was on offer. The expert visits were limited to one welding expert who visited the states of Western Bahr el-Ghazal, Warrap, and Lakes and mentored the XCs in the welding reintegration field.

While vocational expert visits or apprenticeships can be very effective on an individual basis, this pilot found that such an approach needs high levels of attention by NDDRC to implement as well as careful state-level pre-planning. With additional logistical support and coordination, NDDRC in cooperation with small business representatives and training facilities may be able to provide the XCs in all the states with adequate level expert visits that will benefit their reintegration. However each apprenticeship must be individually negotiated and vetted for appropriateness and training must be conducted for the hosts to clearly set expectations and structure to the process. This takes not only time, but also significant staff and resources.

4.1.4 Leveraging available government services through ICRS referral and follow up

In keeping with the national DDR policy, the NDDRC is tasked with understanding the available services of government institutions and linking XCs with those services. It was learned through this pilot that while there are many services available, transaction costs limit the use of many of these services, leaving them often underutilized in an environment of massive need. As an example, through various ministries the Government of South Sudan provides opportunities to registered cooperatives (e.g. tractor lease, subsidized seeds etc.), however very often financial illiteracy prevents people (including XCs) from successfully registering a cooperative and/or the registration fee becomes the final obstacle that they, even collectively, cannot overcome.

In response to this, phase 2 built in a sub-component of assistance in accessing and leveraging available government resources. These opportunities were identified by the state teams and particularly the ICRS caseworkers and included assistance with land registration, cooperative registration, tractor usage, and timber. This sub-component found a high return and saw the ability to leverage valuable assets and services by eliminating the transaction costs to XCs. This is a good indication; however as the project scales up the larger numbers could ab-

sorb all capacity of these programmes thus leaving them unavailable for other citizens. The DDR policy should explore how to expand these services to ensure use by ex-combatants does not offset their use by others.

4.1.5 Tools developed and available for future use

In addition to the collection of actionable lessons learned, the pilot has also developed tangible tools that NDDRC can utilize in future work. This includes:

Training Materials

- Entrepreneurship, cooperatives and financial literacy curriculum and modules
- Entrepreneurship, cooperatives and financial literacy TOT Training manual
- Agriculture Business TOT curriculum and modules
- Agriculture Business TOT training manual
- Agriculture supplemental training materials

Livelihood Start-Up Kits

- Start-Up Kit Process and Lessons Learned Report
- Start-Up kit Contents, Lists, and Costs
- Contracting Process Documentation

4.2 DDR Community Support Projects

The pilot reintegration project also provided communities with a peace dividend through targeted community projects in communities receiving high concentrations of XCs in the pilot caseload. In addition to the community projects, community members participated in cooperative trainings as outlined above in the livelihoods support section.

Highlights of this work include:

- Communities were consulted and engaged in the siting or repair of water boreholes.
- IOM supported the reintegration process through the implementation of 17 community projects in the target states (an additional 7 to the initial 10 agreed).
- Based on the number of XCs from each state, Western Bahr el Ghazal received nine community support projects, Lakes five projects, Warrap two projects, and Northern Bahr el Ghazal one project.

4.2.1 Site selection and community mobilization

DDR Community Support Projects were requested by NDDRC to consist of water projects in 10 communities. First the Implementing Partner, IOM, used the information from NDDRC's ICRS to identify the areas within these states where the highest number of XCs planned to settle in order to identify project implementation sites. Communities were then selected by NDDRC using an agreed upon selection criteria including ensuring that projects were placed in communities different than those of the UNMISS Reinsertion Community Projects.

Delivery of these projects was then discussed and agreed upon by members of the community in question. In this process 39 community meetings were conducted with up to 1,285 attending across all the sites. These discussions ensured representation of a range of community stakeholders and were conducted in coordination with NDDRC state offices and rural water departments. In one case, a borehole project was not needed as they had sufficient water supply but the local community suggested an alternative common good project. In that case a payam office was completed at the community's request.

The project made efforts in mainstreaming gender with the community-wide meetings typically attended by women group representatives along with youth and elders. Fourteen water management committees were trained, with the female membership ratio averaged 56%.

4.2.2 Installation/rehabilitation of boreholes or community requested common good projects

For the 16 water projects, IOM engineers developed the tender documents for the borehole drilling which were reviewed by the NDDRC PMU and firms were contracted to complete the work. As with the toolkits, NDDRC was consistently involved and informed of the procurement details and process as IOM followed their procurement procedures. Exposure to this process further contributes to NDDRC's capacity building. Fair and cost based bidding processes are critical in this process and must continue to be used if such programming is continued.

The tenders for Western Bahr el Ghazal and Warrap States were launched and the bids were opened at a PMU meeting in December 2013. Community mobilization and training of community management committees was completed in early spring and all six boreholes were

completed in March 2014. The original tenders for the three boreholes in Lakes State were launched in March 2014 and despite some challenges due to well depth, all projects were completed by May 2014. Due to the competitive bidding process and fewer solar pump installations than originally envisioned, a surplus of operational funds remained in the budget in the programme's closing months. Authorization was received to drill an additional five boreholes with these funds in Western Bahr el Ghazal due to impassable roads in other areas. In Northern Bahr el Ghazal State, the community requested a project that was outside the preferred project categories of water and marketplace improvements. The community of Malual Bai Payam identified completion of a payam administration office as a project to be supported by the programme. Construction began on the payam office through a community initiative prior to the programme and had not been finished due to lack of resources. Completion of the payam office was listed as a high priority for the community and thus its completion was approved as that community's project.

In each community, a series of community meetings were held to explain the community's role in managing the investment after project completion. At each of the water project sites, community water management committees were established and training on the management and maintenance of water points as well as the promotion of good hygiene practices was undertaken. Pump repair toolboxes were distributed to all borehole sites for use by pump repair technicians to service and repair the pumps.

According to the implementing partner, both the XCs and community members expressed gratitude to NDDRC and the World Bank for this initiative which brought much-needed basic infrastructure to the selected communities. Through this initiative, the communities have witnessed that NDDRC's promise to provide community infrastructure was fulfilled promptly and in good quality. Both communities and XCs stated that they would look forward to continued support from the government towards improvement of basic services such as water, healthcare, education as well as jobs/livelihood opportunities.

Overall, this component was successful in delivery, completing 17 community projects rather than the projected and contracted 10.

While this pilot focused on timely completion of a water projects, it was found by the implementing partner that communities would generally accept a water project, however that may not meet the priority needs of the community. In fact, community priorities include a

broader range of improvement projects. It was suggested that in future programming communities with high level of XC reintegration select from a broader range of improvement projects when it is clear that the intervention is a priority of the majority of community members. In keeping with the national DDR policy, it is likely that the whole of government approach of the DDR policy while calls for coordination with other line ministries with existing community project processes would be the most effective path to providing these broader options. In this way, community projects could be provided from a wider group of options by the best aligned ministry. This broader approach however requires resources and time to implement properly and inclusively.

4.2.3 Tools developed and available for future use

- Community Selection Criteria
- Contracting Process and Documentation

4.3 Institutional Capacity Building

In addition to the service delivery aspect of the pilot reintegration project, work on capacity building to NDDRC systems and staff is a crucial component of the pilot reintegration project in keeping with the systems and staff development objective. A team of consultants from Adam Smith International (ASI) and Integrity Research worked with NDDRC between May and November 2013 to assist in strengthening the operational capacity of the commission. Additionally, TDRP has been providing technical assistance and support for the ICRS system since 2012.

Highlights of this work include:

- Multi-day HQ & state based PMU trainings in management, reintegration, and best-practices conducted
- One-on-one staff mentoring at the HQ level
- Inputs on organizational structure and impact on reintegration
- Development of an Informational, Counselling and Referral System including the software interface and database, and establishment of an ICRS caseworker team by NDDRC
- Capacity building training of ICRS caseworkers and IT staff

4.3.1 Project Management Training, Mentoring and Support, and Systems Development

The Institutional Capacity Building Component was conducted primarily through training and mentoring of NDDRC staff. For management of the pilot reintegration project a PMU was formed at the HQ level which interfaced with the state level teams in the four states participating in the pilot. The PMU reported up to an NDDRC Steering Committee that provided policy guidance and oversight. The establishment of the PMU was intended to achieve two purposes: 1) management and operationalization of the pilot and 2) full exposure of a cross-functional team of NDDRC staff to the processes and management required to implement reintegration, increase operational understanding, and capacitate NDDRC to manage programming of potential future programmes.

The formation of the NDDRC's PMU increased NDDRC's exposure and awareness of processes and progress, and helped to expedite some operational processes. However, it has not created a sustainable management structure to oversee future work. In the light of the GoSS' intention to expand and accelerate demobilization and reintegration support and the foreseen increased number of implementing partners (and possible funding streams), time and effort needs to be invested in improving the regular structure and functions of the organization including cross-functional work and communications.

Capacity building training and mentorship was particularly targeted at the PMU and state level teams. The team leader also held regular sessions with NDDRC's senior management to take stock of project progress and to discuss relevant capacity issues within NDDRC. A mentoring model was utilized in this work. While it was seen that an on-the-job approach is best for capacity building at this juncture rather than sending individuals to trainings elsewhere, the mentoring approach used was flexible and at times the lack of concrete structure brought into question the effectiveness of training.

In addition, group trainings were conducted for the headquarters' PMU staff as well as the NDDRC State staff in the four states of Greater bahr el Ghazal. Two four-day training workshops were conducted: one for the HQ PMU in Juba (19-22 August) and one for the staff of the four State Offices of Greater Bahr el Ghazal, in Wau (27-30 August). The trainings focused on project management including planning, assessment, lessons learned, M&E, and management skills while also covering key issues, systems, and processes that were to be

put in place. The training in Juba focused primarily on the needs to HQ staff while the training in Wau focused on the needs, challenges, and processes for the State staff. The training sessions were facilitated by ASI mentors along with NDDRC staff themselves who played a central role by providing presentations and leading some discussions. Both workshops produced a list of urgent and important action points related to the implementation of the pilot project that were then left to be followed up by the PMU.

These trainings were well received and much information was shared with NDDRC staff whose role impacts on reintegration. It was noted that the staff were particularly engaged on topics related to the pilot project's components which is information that should have been conveyed to all staff by NDDRC through standard reporting structures. This was critical information and aligning NDDRC staff before the start of the reintegration service delivery proved crucial.

In addition, the capacity building component targeted systems development in project management and monitoring and evaluation (M&E). In addition to HQ and combined State level training sessions, smaller sessions were held at the State level in which the existing systems and procedures were discussed with the responsible staff, as well as relevant institutional partners. Particular focus was given to critical approaches to provide reintegration assistance and conduct M&E, as well as on administrative and financial management systems. Discussions included the way in which NDDRC would need to involve key stakeholders in the DDR process. Implementing partner staff was extended at the state offices through support from BICC and through this cooperation developed a state level work plan, a budgeting template, and state specific work plans. The NDDRC state teams were engaged at differing levels in this work in the different states and the long term impact is not clear. It is clear that the State staff in the State offices are more aware of the importance of systems and procedures than at the start of the process. Some of these systems have been revived in discussions at the state level. The ASI team found that some of the systems/formats of the CPA DDR should not be discarded offhand but reviewed and assessed for further relevance. For example, the Financial Management and Operational Guidelines Manual are useful but needs to be reviewed. Also Standard Operating Procedures (SOPs) need to be reviewed. However, it is clear that the use of these systems and procedures need to be guided and communicated more clearly and systematically from the center (HQ).

The capacity building work had limited impact but showed potential for progress within NDDRC. Insti-

tutional capacity building requires more than the establishment/ improvement of systems and staff training. Institutional capacity depends to a large extent on: a) the organizational structure; b) planning and management; c) communication and learning capacity and practices; d) available resources; and e) staffing, including organizational culture, motivation, and qualifications. Indeed, during their engagement the mentors observed that the capacity of NDDRC is at least as much constrained by the way it is organized and managed as by the qualifications of its staff. It is also clear that further support, particularly in bringing greater ownership at state level is a key priority, whilst ongoing support within the HQ is also recommended.

A comprehensive briefing of ASI's findings was provided to the senior management NDDRC and the PMU on 30 September to ensure transfer of lessons learned to NDDRC.

The strategic capacity building conducted saw limited uptake. In reflection, the mentoring and staff training model utilized had good content, but did not address core challenges facing the organization and staff. These appear to include organizational structure issues, lack of clear job responsibilities and individual reporting structure, lack of internal communications, scarcity of resources, lack of clarity with budgets and available resources, low staff morale, and others. Capacity building continues to be needed by the NDDRC, however, the approach used should build from an institutional capacity assessment. If the findings of the assessment are then implemented, then capacity building can have lasting impact. It is also of note that many tasks of programme management such as M&E and MIS require highly technical skills. In these cases an imbedded consultant providing on-the-job mentoring is likely required.

4.3.2 Information, Counselling and Referral System (ICRS)

In tandem with capacity building work, the pilot included the design, development, and implementation of the Information, Counselling, and Referral System (ICRS) under development by TDRP and NDDRC since early 2012. The work included development of the software and database as well as a significant focus on training and capacity building of the NDDRC ICRS, M&E, and IT staff. To date the ICRS includes sections on: profiling, registration, XC baseline survey data, Transition Facility training data, start-up kit tracking, counselling and referral services, and opportunity mapping. The information is accessible to NDDRC staff through reporting as well as interface access. This information is then able to be utilized by ICRS caseworkers to facilitate liveli-

hood counselling and referral to ex-combatants, and is also available to NDDRC for use in programme management and M&E.

The TDRP consultants, in coordination with NDDRC and BICC, conducted several trainings for NDDRC staff and specifically for 17 ICRS caseworkers under the guidance of the ICRS manager. The ICRS caseworkers were drawn from all 10 states to ensure capacity was built in state offices throughout the country although the pilot itself was targeted at the 4 states of Greater bahr el Ghazal.

In early April, TDRP consultants presented the software and conducted training at a three-day workshop of NDDRC ICRS caseworkers in preparation for registration to begin on 15 April 2013. The TDRP team further worked alongside the ICRS manager and caseworkers as well as UNMISS staff to set up the registration process and system at the Mapel Transition Facility. TDRP conducted a similar training for the initial pilot of the XC baseline survey. The M&E implementing partner also provided trainings to the ICRS caseworkers on the survey methods for the XC baseline survey and the community baseline survey. The TDRP also provided video tutorials and online mentoring for the opportunities mapping sections. Video tutorials have been found to be highly utilized by the ICRS caseworkers and TDRP is in the process of creating them for all sections of the system. Additionally, TDRP conducted training on the counselling and referral sections as well as video tutorials on additional capabilities of the system.

This very tangible, hands-on training has received significant traction and the ICRS caseworkers are evidence of NDDRC staff's ability to noticeably benefit from capacity building training. These staff have accomplished a great deal over the course of the pilot project. While there are structural questions about the coherence of the ICRS caseworker position with the overall commission structure which have been raised with NDDRC leadership, the capacity of this group has been raised regardless of where they are positioned.

The development of such a system requires significant efforts on the technical front. The TDRP technical consultant conducted an assessment and validation of equipment, the network, servers, network connectivity and bandwidth as well as an assessment of data tracking needs, systems, and readiness. Further work was conducted to ensure profile data verification, software updating as required, and together with BICC and NDDRC initiated the construction of a registration data capture architecture including both biographic and biometric information of ex-combatants for future use.

The development of the system for future use is a milestone for NDDRC and truly in DDR programming overall. This is the first full development and use of an ICRS in DDR. The system was used through the full DDR cycle in this pilot. The consultant was available to make adjustments as needed and the result is a fully operational ICRS system.

The ICRS is complete and represents the full DDR cycle, however the system will require additional attention as adjustments are made to the programme from the learnings of the pilot. Additionally, areas such as the counselling and referral and reporting have been programmed and initiated but can be more fully utilized in future tranches.

4.3.3 Tools developed and available for future use

- Organizational Management and Process:
 - Business management & PMU staff training materials
 - State work plan & budget template
- Information Counselling and Referral System
 - ICRS software & database including source code
 - ICRS User's Manual
 - ICRS Administrator's Manual

4.4 Monitoring and Evaluation

The M&E component was included in the pilot reintegration project to improve NDDRC's capacity to track achievements and project progress, provide updated information to guide decision-making, detect problems as they arise, and ultimately assess the overall project impact and identify lessons learned to inform NDDRC at project closure.

Highlights of this work include:

- Pilot M&E data collection included: Registration data, Ex-combatant baseline survey, Community baseline survey & Ex-combatant satisfaction survey
- Basic M&E training included with the HQ and state PMU trainings in keeping with the initial M&E assessment
- M&E South-South exchange with the Rwanda DDR commission including an all staff M&E plenary training and drafting of a foundational M&E manual for future use

4.4.1 Beneficiary data collection

The M&E component included collection of registration information on all DDR participants which was complimented by a baseline study of all available DDR participants while they were in the transition facility. A community baseline survey conducted immediately following the XC baseline survey further informed the pilot. The pilot also included a final assessment of beneficiary satisfaction conducted amongst a sample of over two-thirds of the XCs.

The registration data collection was conducted by NDDRC staff – the ICRS caseworkers at Mapel. An ex-combatant could receive their DDR ID only through the registration process which is mandatory to receive services. Registration data was collected for 100% of the participants. This work was completed in collaboration with UNMISS who contributed the hardware and training facilities as well as DDR staff to assist in preparations. There are several technical lessons learned from this work which were captured by NDDRC’s Joint Operations Committee. Overall the process went well and provided a good base on which to build in the future. This was the first time ICRS caseworkers collected survey data on a computer, thus some challenges in survey time and data entry were to be expected; the delays reduced over the process. A profiling process was conducted in advance of the pilot. However, due to a combination of reasons including weak communications and a lack of clear directives from the military, the group profiled matched to the individuals that actually met the verification standards only in some cases. In future programming, an accurate profiling process could shorten the registration data process.

After all participants had arrived at Mapel, an ex-combatant baseline survey was conducted. The baseline survey of XCs was designed with assistance of World Bank consultants. It was developed by drawing on experience of similar surveys in Uganda, Rwanda, and elsewhere. The survey was first piloted at the Transition Facility in Mapel (27-28 May), then adjusted and subsequently handed over to the ASI/Integrity team which trained the enumerators and conducted the actual survey. The training of the enumerators (12 NDDRC ICRS caseworkers) took place in Wau 2-4 July, led by the M&E Capacity Building Expert. The training focused on familiarizing the enumerators with administering the tool itself, good interview practice, and research ethics required for conducting surveys. The baseline survey sample encompassed 274 ex-combatants which included all ex-combatants at the center over the period of the survey.

A community baseline survey was also conducted in

urban and rural communities across the four states and looked at the impact of DDR on those local communities affected. The instrument for the baseline survey of communities built on lessons learned in the earlier XC survey. It was reviewed and fine-tuned together with NDDRC and TDRP. The baseline provides a snapshot of community attitudes towards returnees and XCs. Perceptions, expectations, fears, attitudes, and socio-economic circumstances of the communities into which the XCs are reintegrating were captured. The enumerator training was conducted in Wau from 19-21 September in collaboration with UNMISS who generously contributed use of their training facilities. The community survey produced information about the XCs and how community members perceived their return. The survey also included data on livelihoods, economics, cooperatives, social capital, empowerment, and security in the communities. Overall 805 households across the four states were surveyed. The survey was completed on 11 October 2013.

The XC satisfaction survey was conducted at the end of phase 2 with a sample of over two-thirds of participating XCs (204 ex-combatants). This survey was conducted to gain the XC perspective in assessing the modalities used in the pilot reintegration project and the level of XCs’ satisfaction with the various aspects of each modality. The survey explored both the expectations and satisfaction level of ex-combatants with the services of the pilot DDR programme. Further, the survey looked at the economic, and to a limited extent social, reintegration of the participating ex-combatants. The survey further provides triangulated information on ex-combatants participation in reintegration trainings and services as delivered by implementing partners and the degree to which the beneficiaries are utilizing those trainings. The survey also collected XCs’ suggestions for improvement on the training and services. This survey was very beneficial in the assessment and learning of the pilot. Additionally, findings were very encouraging in terms of implementing partner service delivery and accuracy of reporting.

4.4.2 M&E capacity building

Assisting NDDRC in building its M&E capacity was the other key area of the component. The enhanced M&E system was to be based as much as possible on the existing systems within NDDRC and would include effective and efficient linkages with NDDRC’s ICRS.

Early on in the process, from 23 June till 19 July, two implementing partner consultants worked with the Commission to assess the situation and propose an initial M&E system appropriate for the anticipated tasks ahead. In the PMU meeting on 10 July, the consultant team presented a draft results framework, an overview of how

the M&E system could operate, as well as a draft capacity development plan for M&E. Subsequently, on 25 July the consultant team delivered an update on the work done thus far on the M&E system and capacity, including the main components already developed.

However, the effectiveness of the project in assisting NDDRC in establishing an appropriate and functioning M&E system was hampered by the absence of M&E staff/Unit within NDDRC. Staff turnover has continued to be an issue and the lack of an M&E team remains a challenge for NDDRC. As such there was no significant opportunity to train or mentor M&E staff.

Thus the training approach was shifted to a broad staff training approach. In phase 1 the ASI/Integrity team included broader training on M&E for NDDRC staff, particularly through multiple sessions devoted to M&E during the PMU workshops in Juba and Wau in August, and as part of the ongoing mentoring at the State level. Additionally, due to the absence of M&E staff, an increased emphasis was placed on the development of an M&E manual to act as a starting point in future work. The consultants in phase 1 contributed towards such a manual. In phase 2, through a south-south exchange to bring in the experience of the Rwanda DDR commission in M&E implementation, further staff training and mentoring was provided and an M&E draft manual was completed. The manual includes the proposed roles and responsibilities as well as a detailed draft logical framework and reporting schedule for NDDRC. Its purpose is to provide detailed guidance and practical tools for the M&E staff and other staff involved in M&E such that they are effectively able to track the project's progress and inform decision making for effective and efficient management of NDDRC operations. The manual will allow all staff (not only staff involved in M&E) to see how data and information about the programme is intended to feed back into management to continuously adapt and adjust implementation in order to improve. Buy-in at all levels will help the process of data collection and sharing of lessons from the analysis.

Once a unit is in place, significant briefing and training will need to take place in addition to some organizational

clarifications to enable the Unit to start systematic M&E of the pilot project. The Commission should further clarify the precise intended role of the M&E Unit and its interaction with the ICRS, which currently manages most of the Management Information System (MIS).

4.4.3 Collection of lessons learned and reflection

Phase 3 of the pilot reintegration project is focused on the assessment and capture of actionable lessons learned which can be incorporated into future programming. This is conducted in the pilot through a multi-pronged approach. First, Implementing Partners were instructed throughout the pilot to collect, reflect, and report upon lessons learned. Each final IP report includes detailed lessons learned. Additionally, TDRP through this final report is collecting and aggregating the systemic and overall lessons learned. Finally, the MTR and final external project evaluation are also expected to provide insight on lessons learned. These final learnings will be discussed with the NDDRC leadership and staff through a workshop at the end of the pilot reintegration project, which is set to close on October 31, 2014.

In addition, TDRP worked together with NDDRC to incorporate lessons learned from this pilot into an updated national approach of a harmonized reinsertion and reintegration strategy. This approach looks to respond to the programming and cost findings from this experience.

4.4.4 Tools developed and available for future use

- ICRS software & database usable for M&E including ex-combatant profiling, registration, baseline data, services delivered, casework, and referrals
- Ex-combatant baseline survey: questionnaire, ICRS section & report
- Community baseline survey: questionnaire & report
- Ex-combatant satisfaction survey: questionnaire & report
- Foundational M&E manual

5 Lessons Learned

As outlined above, the primary objective of NDDRC's Pilot Reintegration Project is to test reintegration approaches and modalities and develop actionable lessons which can inform and improve the Republic of South Sudan's future DDR programming. To this end, a mid-term review (MTR) was conducted in November 2013 to assess progress, make recommendations, and consolidate learnings. A final review is also being conducted at the close of project and these learnings will additionally be conveyed to NDDRC upon completion.

The MTR assessed all components of the Pilot Reintegration Project including Livelihoods Support, Community Support Projects, Capacity Building, and Monitoring and Evaluation. Some of the lessons from the MTR, particularly around livelihoods support, provide important insights in recommendations for future planning. Secondly, an ex-combatant satisfaction survey was fielded by NDDRC enumerators in August 2014 to capture the expectations, level of satisfaction, and current livelihood progress of the participants. In addition, IPs' reporting and TDRP analysis of the entire reintegration process has contributed to the following findings. Beyond the MTR, NDDRC conducted an internal review of the work in Mapel through a joint team of NDDRC, IPs, advisors, and stakeholders. These lessons learned also have implications for reintegration programming.

5.1 Livelihoods Support Lessons Learned

5.1.1 Entrepreneurship, associations/cooperatives and financial literacy trainings

Entrepreneurship, associations/cooperatives and financial literacy trainings are the most crucial component of reintegration programming. These vital trainings are an indivisible component of any reintegration training. The trainings' entrepreneurial focus, whether through formation of a cooperative, association, partnership, or small business, opens an alternative path to formal employment to sustain a viable livelihood. This

is particularly applicable in South Sudan where the job market is too weak to be expected to absorb significant labor supply.

Entrepreneurship, associations/cooperatives and financial literacy trainings should be delivered via a combined curriculum. These modules are to be presented from the common viewpoint of the entrepreneurial thinking necessary to succeed be it through an individual business, a partnership, associative work or a formal cooperative. This allows ex-combatants to learn a broad range of approaches to call on over the coming years and to determine their ideal business structure based on market realities once they returned to their communities. This also allows the flexibility for an individual to receive detailed training on a specific topic such as single non-association training as determined by the trainers' discussions with the individual.

The joint entrepreneurship, associations/cooperatives and financial literacy training should begin early in the DDR cycle and continue throughout to encourage livelihood and market based decision making throughout the DDR process. Specifically these trainings should be introduced before the vocational training as it can guide the individuals' vocational training choices from a market and business perspective. This training should then continue as a strand throughout the DDR trainings to keep the ex-combatants' mindset focused on empowerment and economic sustainability upon reintegration. Vocational trainers should be trained to imbed market based thinking into their respective trainings.

The baseline (Transition Facility or Vocational Center) and follow-up reintegration trainings (in-field or community) should be formulated as one holistic training course with various modules. In this model the Transition Facility courses constitute the introduction and basic theory with the state-based trainings comprising the practicum/field training modules with additional theory as needed. The ex-combatant should complete the full course inclusive of all modules at the camp and in the states before receiving a certificate of completion of the DDR course.

Information on trainings and services to be provided to XCs throughout the DDR process must be shared not only with ex-combatants but also with all staff including trainers. To minimize misinformation and confusion an internal communication system must be employed through which all staff including trainers are fully informed, can accurately respond to basic XC questions on services to be provided over the course of the DDR process regardless of the staff or trainer's role in the process, and be clear who to refer them to for more specific questions.

All XC and community trainings should emphasize hands-on, visual approaches in keeping with best practices for low-literacy adult learners. These hand-on, visual approaches were found to be the most effective training method in the context of XCs' training likely due to the low levels of formal educational experience and literacy. Traditional classroom training with written materials is not effective.

5.1.2 Livelihood start-up kits

Livelihood start-up kits are an essential component of reintegration programming requiring significant staff, resources and attention to logistical detail to ensure full and timely distribution. Vocational Training should be accompanied by the necessary tools to utilize their newly learned skills once ex-combatants return to their communities. However, the toolkit distribution is a significant effort requiring continual attention through to complete distribution. Additionally, a clear and systematic distribution and documentation process is necessary.

Start-up kit contents must be accredited and agreed upon through a consultative process including input from the federal and state agencies (such as the Ministry of Labor's Vocational Training directorate and the regional Multi-service Training Center (MTC), the Ministry of Agriculture's extension workers, the NDDRC state staff and ICRS caseworkers), ex-combatant representatives, the implementing partner(s) and private sector practitioners. This consultative process must also link with the tools utilized in the vocational trainings.

Alignment of start-up kits with vocational training is critical and should include contents used during training and distribution upon completion of the vocational training. Vocational trainings should utilize the same tools during trainings which the XCs will be given following the trainings. The vocational trainers must all be well acquainted with these tools and able to train on them. To achieve this, the planning of the start-up kits

needs to be aligned with the transition facility service delivery and respective implementing partners should be in close contact. Start-up kits should be made available upon completion of the vocational trainings. Location of distribution should prioritize ease of transport for the XC to their community of reintegration with the kits intact.

Sensitization must be conducted on the toolkit contents and timing. Due to the high level of anticipation and expectation regarding the toolkits, there is potential for significant confusion. Therefore a clear and consistent message should be conveyed to all XCs regarding the toolkit contents and process. Internal communications must also ensure all staff and trainers are informed on the topic to ensure consistency. It is crucial to have a clear process that is understood by all staff and partners assisting in the distribution.

Note: Additional technical detail on lessons learned in this process is available in UNICON's Livelihood Start-Up Kit Summary and Reflections Report and UNICON's final report.

5.1.3 Technical skills extension

Partnering with the Ministry of Agriculture to provide agricultural extension trainings to XCs through Agricultural Extension Workers is an effective and sustainable approach. Strong relations between NDDRC and Ministry of Agriculture should be fostered as the latter will be a critical partner in any effective DDR in South Sudan.

Vocational Expert Visits or Apprenticeships require too much individual attention and resources therefore are not a viable approach at this time. Individual business apprenticeships or expert visits need high levels of attention by NDDRC as each placement must be individually vetted, hosts must be trained and the experience must be consistently tracked.

Providing vocational skill courses through state level institutions shows potential as an approach and should be explored further. This approach offers a lower cost option as compared to providing the trainings at a transition facility and allows additional flexibility in terms of what training topics can be made available to ex-combatants.

Trainers must team up with ICRS caseworkers across all trainings to ensure continuity and to enhance service delivery across the entire process. In larger caseloads ICRS caseworkers will not have the bandwidth to operate as trainers, however ICRS caseworkers should

be paired with trainers with business experience in field training teams.

For additional level of detail on lessons learned in the livelihoods component of the pilot reintegration project, refer to the UNICON final report.

5.2 DDR Community Support Projects Lessons Learned

DDR Community Support Projects have high social capital returns and should be part of a greater reconciliation process but are not a core component of DDR. DDR Community Support Projects should be implemented through the appropriate line ministry linked to the DDR Commission through a State managed coordinated mechanism. The South Sudan DDR policy calls for a whole of government approach that is extremely relevant for Community Support Projects. In keeping with the DDR Policy of South Sudan these should be implemented through the appropriate line ministry as a special project of DDR to supplement the direct XC services provided through the DDR commission. This will allow for the inclusion of a broader range of DDR community improvement projects for which it is clear that the intervention is a priority of the majority of community members. Looking at the community projects in this way allows for greater responsiveness to community needs and builds longer term trust in the system as a whole.

A clear criterion for community selection and project choice is necessary, with all choices agreed to pre-budget formulation. Communities receiving high concentrations of returning ex-combatants are given priority. In addition, community choice must take into account any other DDR community efforts previously conducted there or through Reinsertion projects.

For additional level of detail on lessons learned in the community project component of the pilot reintegration project, refer to the IOM final report.

5.3 Monitoring and Evaluation Lessons Learned

Monitoring and Evaluation (and Management Information Systems) require specific staff skills that need to be agreed to by all stakeholders from the outset. Skills levels within the DDR Commission are limited and regardless of training, mentoring and capacity building, it is unlikely that a cadre of skilled staff can be generated to properly administer this crucial organizational task.

The recruitment of relevant personnel will have to be revisited by the NDDRC. In addition, funding agents will have to commit additional resources both for capacity building and potentially embedding resources within the Commission.

Both Internal and External M&E systems are required for an effective DDR programme. The DDR programme must incorporate two distinctly separate M&E lenses; one that addresses management and operational needs of the DDR Commission and Programme and the other targeting the needs of GoSS, external stakeholders, funders and general community. As such, the M&E system will need to account for both: (i) internal M&E and (ii) external M&E.

Use of ICRS caseworkers as data collectors in tandem with external enumerators is both effective and enhances ongoing M&E. ICRS caseworker involvement in this area allows for structured interactions over the course of the process which has additional M&E benefits in terms of qualitative observations on the progress and needs of the ex-combatants.

5.4 Institutional Capacity Building Lessons Learned

Development of tailor-made systems (e.g., ICRS, vulnerable groups, communications, M&E, etc.) are time and training intensive, and to be effective need to be initiated well in advance of a DDR programme. The development of a context specific ICRS required 2 years of work and multiple rounds of staff training. This provided access to information that was used to implement, manage and oversee various aspects of the work.

An organizational assessment followed by the identified organizational adjustments are necessary prerequisites to effective staff capacity building. Attention to the NDDRC institutional structure, job responsibilities, individual reporting, institutional reporting, internal communication, budgets and available resources, staff morale, and relationship between the HQ and state offices should be prioritized and non-negotiable.

Task specific, on-the-job trainings were the most effective capacity building approach. Trainings on specific tasks such as survey data collection were found to improve technical capacities within the commission. When given clear job responsibilities and tasks the staff of the NDDRC has significant potential in oversight and implementation.

5.5 Structural Lessons Learned

DDR must be more closely linked with Security Sector Reform (SSR) than in former iterations of DDR in South Sudan. An effective DDR programme in South Sudan will only be one that effectively contributes to the reduction of military forces and military expenditure. As such an active role of SPLA and the National Organized Forces in DDR is essential as the two processes are intertwined. In addition the SPLA's role in strategic decision making of DDR needs to be increased to ensure mutual agreement. Linkages between the NDDRC programme and SPLA work must be strengthened. More efforts are required to understand the SPLA process (including the Wounded Heroes) and to bring both processes together.

Reinsertion and Reintegration are intrinsically interwoven and should be planned as such. The terminology of the various partners and stakeholders has created a discrete line separating the two. However, successful reintegration of ex-combatants is not the result of the reintegration work alone but is the culmination of the full suite of services provided from the time of demobilization through disarmament, reinsertion, and reintegration programming and services. Only when viewed holistically does one see the full process as experienced by the ex-combatant or DDR participant.

Psychosocial issues and substance abuse are factors restricting the development of sustainable livelihoods and as such a successful reintegration. XCs with un-addressed psychosocial issues have significant difficulty reintegrating. In addition, whether for psychosocial or other, communities and individuals with high levels of alcohol consumption are also hampered in their development.

Gender and child sensitive reinsertion and reintegration programming need additional attention and coordination. Additional attention, through targeted sub-programmes, is required to sufficiently integrate women's needs and livelihood interests in the preparation and implementation of reintegration support. Structural approaches need to be developed to deal with issues observed in the communities.

Communications including sensitization and public information need additional attention and coordination.

Measures need to be taken towards more actively communicating as well as increased transparency throughout the programme. Operational processes need to be developed to share information with XCs and their communities through radio, mobile phone, follow-up visits, etc. The existing communication strategy needs to include both an internal and external strategy, updated, and systematically implemented. The communications strategies need to be synergized across stakeholders while incorporating lessons learned.

Systemic approaches to ensure ex-combatant voice in programming need to be designed and implemented.

Another area for improvement is in the involvement of XCs in the process of design and implementation. Life skills programming speaks to the importance of voice and self-determination and these principles should be further incorporated into the overall programming including XC representatives on committees and XC representatives in the communities of return.

The full DDR programme as piloted is too costly to be brought to scale thus the alternative approach incorporated in the NDDRC's new Harmonized Reinsertion and Reintegration Strategy should be explored.

Even with strict fiscal discipline, the overall costs of the full pilot programme as designed with three months in a transition facility, followed by six months of reintegration services, and completed by three months of ICRS and follow-up services, is prohibitive to the NDDRC achieving the projected scale. It was necessary at all times during the pilot to monitor overall cost of delivery of the full programme. Within this atmosphere of strict fiscal discipline, over-runs will at times be necessary but must be clearly articulated and understood by all stakeholders. It is essential that alternative lower cost options be constantly considered and tested.

For additional level of detail on lessons learned in the capacity building component & structural lessons of the pilot reintegration project, refer to the ASI final report.

6 Changing Dynamics in South Sudan DDR

In addition to the learnings found from the pilot itself, it is important to note the changed situation in South Sudan as of December 2013, and the implications on DDR in South Sudan. As of the start of the pilot programme in April 2013, South Sudan DDR was a programme with beneficiaries coming from the military and the NOF. The need for this programme was outlined clearly in DDR policy to professionalize, right-size, and streamline the NOF. This would both 1) reduce the potential for idle or underutilized members reigniting conflict by assisting them in establishing sustainable alternative livelihoods, and 2) reduce the weight of these salaries on the national fiscus which could in turn be used for developmental priorities as outlined in the South Sudan National Development Plan.

The current events in South Sudan underscore the importance of DDR to the country and its connection to the nation's overall development. At the same time, the conflict also changes the dynamics of DDR in South Sudan by introducing additional groups to the potential pool of DDR participants.

Looking forward, South Sudan DDR programming must now reflect:

- The programmatic and operational learnings of the piloting process;
- Realities of financial costs of the initial strategy design; and
- Recent events in South Sudan which require that the current approach to DDR in South Sudan be assessed.

7 Strategic Recommendations for Future Programming

Matching the findings above with the realities of the recent events, the priority areas requiring attention for a renewed strategy include:

- Increased clarity on categorization of DDR beneficiary groups and numbers of beneficiaries;
- Reduced cost;
- Increased harmonization of programming in reinsertion and reintegration;
- Full national government implementation; and
- Continued momentum

Increased clarity on categorization of DDR beneficiary groups and numbers of beneficiaries is necessary given the recent events in South Sudan. The individuals that may now qualify for DDR programming fall into the following categories:

- Current SPLA & other national organized forces
- Former SPLA & other national organized forces (SPLA-IO)
- Rebel groups (non-SPLA origin)
- Civilians that joined recent fighting (ie. White Army of largely youth, dinka youth who are recruited, etc)
- Wounded Heroes / Veterans (loyalties irrelevant)
- Women Associated with Armed Forces or Groups (WAAF)
- Children Associated with Armed Forces or Groups (CAAF)
- South Sudanese Combatants in Foreign Armed Groups

This represents a broad spectrum of experiences and needs and the service delivery modalities for the various groups may differ to best respond to those needs. For example those with a long military history that are being demobilized from the SPLA will be in need of an SSR approach while children would be in need of a separate special programme and the mobilized civilian youth may benefit most from a community based approach. In light of the new actors it would behoove the people of South Sudan to structure the South Sudan DDR programme to provide appropriate DDR programming for the varying groups. What had been a programme limited to only former members of SPLA and national organized forces must now look at attending to a greater variety of groups.

Additionally, recent events will require a reassessment of the numbers of beneficiaries to undergo the DDR process. Initial estimates for the National DDR Programme suggested the need to process 150,000 ex-combatants. As the Government of South Sudan has improved internal systems to give more accurate numbers, updated estimates from late 2013 suggested a significant decrease of the overall initial caseload. Following the events of December 2013 the numbers will need to be updated.

This situation may require the implementation of DDR at a faster pace or in greater numbers than formerly anticipated and thus now is the appropriate time to use the knowledge learned to date to assess the reintegration approach through a highly realistic lens.

The need to reduce costs from the initial design is a second area for attention. While costs of the pilot would be

expected to reduce with scale, one of the main findings of the pilot was that the approach as implemented was cost prohibitive and required further tailoring to be realistic. The programme will achieve the scale and impact desired by the Republic of South Sudan only by addressing the financial realities and therein encourages stability and reallocates resources as needed.

The need to more effectively align the reinsertion and reintegration work of the DDR programme is a third area of focus which correlates closely with cost. Looking more holistically at the programme allows the government to find additional efficiencies in the programme while also providing a stronger programme to beneficiaries.

The continued development and establishment of full national government implementation of the DDR programme is the fourth priority area to be addressed. The initial DDR policy and strategy documents call for national ownership which can have programmatic benefits including full national ownership and contextual understanding in programme planning, service continuity, and cost efficiencies.

Finally, it is clear that momentum and motivation are key factors in success. At this time, there is a positive momentum on this programme which is an even greater testament to NDDRC and the implementing partners given the tense environment they are facing. It is recommended that a transitional pilot project be implemented to harness the current momentum and immediately incorporate the lessons learned in this pilot. The Transitional Pilot would segue in a paced manner up to the full scale programme.

In summary, the current events in South Sudan underscore the importance to the country of DDR and its connection to the nation's overall development. As such, it is critical that the country continue and invigorate its work in developing a nationally-led well-designed and well-implemented DDR programme. The learnings from this pilot as well as the tools developed are relevant and timely as these can significantly contribute to the development of an effective and realistic full National DDR Programme.



Transitional Demobilization
and Reintegration Program

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