



# OPERATIONAL GUIDE

TO THE INTEGRATED DISARMAMENT, DEMOBILIZATION AND REINTEGRATION STANDARDS





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# Note

The *Operational Guide to the Integrated Disarmament, Demobilization and Reintegration Standards* (IDDRS) was compiled to help users find their way through the IDDRS document.

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

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The IAWG – DDR would like to thank the staff members from agencies, departments, funds and programmes, at Headquarters and the country levels, who contributed to the production of the *Operational Guide*.

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# Acronyms

<b>CBO</b>	community-based organization
<b>CSO</b>	civil society organization
<b>DDR</b>	disarmament, demobilization and reintegration
<b>DPKO</b>	Department of Peacekeeping Operations
<b>DSRSG</b>	Deputy Special Representative of the Secretary-General
<b>EOD</b>	explosive ordnance device
<b>FFT</b>	food for training
<b>FFW</b>	food for work
<b>HIV/AIDS</b>	human immunodeficiency virus/acquired immunodeficiency syndrome
<b>IAWG – DDR</b>	Inter-Agency Working Group on DDR
<b>ICC</b>	interim care centre
<b>IDDRS</b>	integrated disarmament, demobilization and reintegration standard/standards
<b>IMTF</b>	integrated mission task force
<b>ISO</b>	International Standardization Organization
<b>JIU</b>	joint implementation unit
<b>JLOC</b>	Joint Logistics Operation Centre
<b>M&amp;E</b>	monitoring and evaluation
<b>MILOB</b>	military observer
<b>NCDDR</b>	national commission on DDR
<b>NGO</b>	non-governmental organization
<b>ODA</b>	overseas development assistance
<b>OECD/DAC</b>	Organization for Economic Cooperation and Development/ Development Assistance Committee
<b>OG</b>	<i>Operational Guide</i>
<b>PCNA</b>	post-conflict needs assessment
<b>PEP</b>	post-exposure prophylaxis
<b>PMSS</b>	Personnel Management and Support Services

<b>PUP</b>	pick-up point
<b>RBB</b>	results-based budgeting
<b>SALW</b>	small arms and light weapons
<b>SGBV</b>	sexual and gender-based violence
<b>SRSG</b>	Special Representative of the Secretary-General
<b>SSR</b>	security sector reform
<b>STI</b>	sexually transmitted infection
<b>TB</b>	tuberculosis
<b>UN</b>	United Nations
<b>UNCT</b>	UN country team
<b>UNDP</b>	United Nations Development Programme
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>VCT</b>	voluntary counselling and testing
<b>WCP</b>	weapons collection point

# Introduction

## 1. The IDDRS and the aim of the *Operational Guide*

The United Nations (UN) integrated disarmament, demobilization and reintegration standards (IDDRS) provide direction and guidance to those engaged in preparing, implementing and supporting disarmament, demobilization and reintegration (DDR) programmes. Although the IDDRS were developed for DDR programmes taking place in peacekeeping contexts, most direction and guidance are also applicable to DDR programmes taking place in non-peacekeeping contexts.

The IDDRS bring together knowledge, lessons and good practice on a wide range of issues from concepts, policies and strategies to programme planning, design, management, and monitoring and evaluation. As well as outlining the basics of each phase of DDR, the IDDRS offer detailed guidance on key issues, such as information and sensitization,<sup>1</sup> food aid and food security, women and gender, children and youth, health, and HIV / AIDS.

As the IDDRS can sometimes be long and complex, this *Operational Guide* (OG) is intended to help users *find their way* through the IDDRS document by briefly explaining the key guidance contained in each IDDRS module. A CD-ROM containing the full version of the IDDRS can be found on the inside back cover of this *Operational Guide*.

## 2. Why were the IDDRS developed?

The UN first became involved in DDR through the UN Observer Group in Central America (ONUCA), which was deployed in 1989. Since then, the UN has carried out and supported DDR programmes in more than 20 countries around the world, both within and outside of peacekeeping operations.<sup>2</sup>

Although considerable experience has been acquired over these years, the UN continued to lack a *common strategic framework* to carry out and support DDR programmes. Each new DDR initiative had to be developed almost from scratch, relying mostly on the knowledge and experience of DDR programme staff, who often turned to the several reports, studies and works on DDR issues prepared by the UN, donor agencies, international and national non-governmental organizations (NGOs), and research institutes. However, guidance could be only inferred, was not always clear and often became difficult to translate into practice.

As a result, DDR was carried out in a fractured way; lacked adequate coordination among the UN peacekeeping mission, agencies, programmes and funds;

and was compromised by poor planning and support. A consensus has therefore emerged among the UN and DDR stakeholders about the need to improve the Organization's performance in this area.

### 3. How were the IDDRS developed?

The IDDRS were developed by the UN Inter-Agency Working Group on Disarmament, Demobilization and Reintegration (IAWG – DDR) during 2004–2006. Fourteen UN departments, agencies, programmes and funds and the International Organization for Migration are represented in the IAWG – DDR.<sup>3</sup>

Workshop discussions and extensive consultations on the IDDRS were held with DDR practitioners from the UN, member states, NGOs and the World Bank. The IDDRS were approved by all the members of the IAWG – DDR in July 2006.

### 4. Who should use the IDDRS?

The IDDRS were designed to provide a set of policies, guidelines and procedures to UN-supported DDR operations in peacekeeping contexts. However, the IDDRS are relevant to all those engaged in DDR, whether as a part of a UN programme or not, independently of the establishment of a UN peacekeeping operation.

Staff from, and consultants to, the following organizations working on DDR at the Headquarters and country levels will benefit from the IDDRS (these people are also referred to as 'DDR practitioners'):

- UN missions, agencies, departments, programmes and funds;
- national commissions on DDR (NCDDRs) and other national and local authorities;
- international and regional organizations, as well as national and international NGOs developing and carrying out DDR programmes in their own right or acting as implementing partners;
- multilateral and bilateral agencies and other donors; and
- other stakeholders interested in DDR.

### 5. What are the IDDRS used for?

Apart from being a key document for the formulation of national DDR frameworks, policies, strategies and programmes, the IDDRS are also useful for management, evaluation and staff training. DDR practitioners can use the IDDRS for the following purposes:



- *Framework, policy and strategy formulation:* The IDDRS consolidate over 15 years of UN lessons and good practices on DDR issues. The document includes all the necessary information for:
  - a) negotiating and preparing overall DDR frameworks, chapters and sections of peace agreements, as well as national DDR policies and strategies; and
  - b) defining a common and integrated international approach to support national DDR efforts in a particular country;
- *Programme development:* The IDDRS can also be used for making informed decisions and developing a single and coherent national DDR programme, from planning to design and from implementation to monitoring and evaluation. The IDDRS can also guide the preparation of what is generally referred to as a DDR ‘operational manual’ or ‘standard operating procedures’ (SOPs). These are more detailed instructions for implementing agencies and partners and their staff on how to carry out specific operational tasks or activities. Organizations responsible for DDR should also ensure that these procedures are respected on a day-to-day basis.



*It is vital to emphasize that the IDDRS are the UN’s policies for DDR programme development, implementation and evaluation, and as such should be followed. However, they will of course need to be adapted to local and regional circumstances, and field realities. Likewise, tools available in the IDDRS, such as checklists, tables and matrices, should also be adapted to reflect national and local circumstances and needs.*

- *Programme management:* The IDDRS bring together the knowledge and guidance needed to manage DDR programmes more efficiently and effectively. The IDDRS also provide guidance on mission and programme support, finance and budgeting, and personnel and staffing;



**IAWG – DDR, Briefing Note for Senior Managers on the IDDRS, 2006, <http://www.unddr.org>.**

- *Programme evaluation:* The IDDRS lay down DDR standards, and should therefore be widely used and referred to by evaluators when assessing whether programme outcomes have been achieved;
- *Staff training:* The IDDRS are an excellent resource for training, and should be widely used and referred to in induction, orientation and training initiatives. At the country level, these initiatives should provide an overview of the IDDRS before introducing DDR staff to specific national DDR policies, strategies and programmes.<sup>4</sup>

## 6. Where can the IDDRS be found?

The first edition of the IDDRS document was released in 2006, and is available in printed and CD-ROM formats. The latest version of the IDDRS document, which may contain changes that do not appear in the CD-ROM version, can be found at the UN DDR Resource Centre, <http://www.unddr.org>.

The UN DDR Resource Centre is an online platform where policy makers and practitioners can find all DDR-related information, such as overviews of DDR country programmes, UN programme documents, tools, research reports, a directory of institutions working on DDR and relevant training centres.

## 7. How can information in the IDDRS be found?

The topics covered in each IDDRS module are often interlinked. Therefore, the user may need to consult several IDDRS modules to fully understand a particular issue. For example, information on DDR participants and eligibility is found in IDDRS 2.30, 3.20, 4.10 and 4.20.

However, the *Operational Guide* (OG) often covers all the information on key topics in a single module, and then refers users to the relevant IDDRS modules dealing with a particular topic through cross-references. For example, the *Operational Guide* gives guidance on participants and eligibility in its module entitled OG 2.30: Participants, Beneficiaries and Partners, but cross-refers readers to IDDRS modules 2.30, 3.20, 4.10 and 4.20.

Apart from hosting the most recently updated version of the IDDRS, the UN DDR Resource Centre (<http://www.unddr.org>) will also feature an online search tool that will help DDR practitioners find information in the IDDRS.

## 8. How will the IDDRS be reviewed and updated?

The IAWG – DDR will continue to be responsible for the periodic review and updating of the IDDRS. The IDDRS is a living document, and needs to reflect lessons learned, good practice and new guidance. Members of the IAWG – DDR will continue to identify those lessons and good practices that will contribute to the emergence of new DDR standards.

DDR practitioners are encouraged to send comments on the IDDRS and the *Operational Guide* to the Secretariat of the IAWG – DDR via the DDR Resource Centre web site.

## 9. The IDDRS ‘levels’ and modules

The IDDRS document consists of 23 modules and three submodules divided into five ‘levels’ to make it easier to use. Each level deals with a different aspect of DDR:

- **Level 1** consists of the introduction and a glossary to the full IDDRS;
- **Level 2** sets out the concepts of an integrated approach to DDR;
- **Level 3** explains the structures and processes for planning and implementing DDR at the Headquarters and country levels;

- **Level 4** offers substantive guidance on DDR operations and programmes, as well as information and sensitization, and the supporting roles of UN military and police; and
- **Level 5** covers the UN approach to vital cross-cutting issues affecting DDR, such as gender, youth and children associated with armed forces and groups, cross-border population movements, food assistance, HIV / AIDS and health.
- **Level 6** provides guidance on how DDR is linked to other ongoing post conflict issues such as Security Sector Reform (SSR) and Transitional Justice (TJ).

A list of all the IDDRS is set out in the IDDRS Framework (see following page).

Each IDDRS module is intended to serve both as part of the overall IDDRS framework and as a freestanding document. In the published version of the IDDRS, all modules are therefore collected in a ring-binder so that they can easily be taken out and used separately.

## 10. Technical language in the IDDRS

In the IDDRS, the words ‘shall’, ‘should’ and ‘may’ are used to indicate specific levels of obligation. This use is consistent with the language used in International Standardization Organization (ISO) standards and guides:<sup>5</sup>

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

A complete list of terms and definitions used in the IDDRS and in this *Operational Guide* is provided in IDDRS 1.20.

## 11. Icons used in the *Operational Guide*



indicates that more detailed information can be found in another part of the *Operational Guide* (OG) or the relevant IDDRS module.



indicates that a tool exists to help DDR practitioners carry out a certain task.



indicates an issue that requires particular attention or caution from DDR practitioners.

**LEVEL 1 GENERAL IDDRS**

<b>MODULE 1.10</b> Introduction to the IDDRS	<b>MODULE 1.20</b> Glossary: Terms and Definitions
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**LEVEL 2 CONCEPTS, POLICY AND STRATEGY OF THE IDDRS**

<b>MODULE 2.10</b> The UN Approach to DDR	<b>MODULE 2.20</b> Post-conflict Stabilization, Peace-building and Recovery Frameworks	<b>MODULE 2.30</b> Participants, Beneficiaries and Partners
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**LEVEL 3 STRUCTURES AND PROCESSES (MANAGEMENT AND VERIFICATION)**

<b>MODULE 3.10</b> Integrated DDR Planning: Processes and Structures	<b>MODULE 3.20</b> DDR Programme Design	<b>MODULE 3.30</b> National Institutions for DDR	<b>MODULE 3.40</b> Mission and Programme Support for DDR	<b>SUBMODULE 3.41</b> Finance and Budgeting	<b>SUBMODULE 3.42</b> Personnel and Staffing	<b>MODULE 3.50</b> Monitoring and Evaluation of DDR Programmes
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**LEVEL 4 OPERATIONS, PROGRAMMES AND SUPPORT**

<b>MODULE 4.10</b> Disarmament	<b>SUBMODULE 4.11</b> SALW Control, Security and Development	<b>MODULE 4.20</b> Demobilization	<b>MODULE 4.30</b> Reintegration	<b>MODULE 4.40</b> UN Military Roles and Responsibilities	<b>MODULE 4.50</b> UN Police Roles and Responsibilities	<b>MODULE 4.60</b> Public Information and Strategic Communication in Support of DDR
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**LEVEL 5 CROSS-CUTTING ISSUES**

<b>MODULE 5.10</b> Women, Gender and DDR	<b>MODULE 5.20</b> Youth and DDR	<b>MODULE 5.30</b> Children and DDR	<b>MODULE 5.40</b> Cross-border Population Movements	<b>MODULE 5.50</b> Food Aid Programmes in DDR	<b>MODULE 5.60</b> HIV/AIDS and DDR	<b>MODULE 5.70</b> Health and DDR
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**LEVEL 6 LINKAGES WITH OTHER PROCESSES**

<b>MODULE 6.10</b> DDR and Security Sector Reform	<b>MODULE 6.20</b> DDR and Transitional Justice	<b>MODULE 6.30</b> DDR and Natural Resources
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# 1

## GENERAL IDDRS



Level 1 includes IDDRS 1.10: Introduction to IDDRS and IDDRS 1.20: Glossary: Terms and Definitions. Key points raised in IDDRS 1.10 were highlighted above, and will not be repeated here. Definitions of key terms are included in appropriate places in this *Operational Guide*. The full glossary of terms and definitions is not repeated due to length considerations.

# 2

## **CONCEPTS, POLICY AND STRATEGY OF THE IDDRS**



Level 2 discusses the UN approach to DDR, the context in which DDR usually takes place and the groups that usually participate in DDR programmes. It contains three modules:

- **OG 2.10: The UN Approach to DDR** outlines the UN approach to DDR by explaining what DDR is and when it should take place, as well as identifying the principles that guide the UN approach to DDR.
- **OG 2.20: Post-conflict Stabilization, Peace-building and Recovery Frameworks** describes the context in which DDR programmes usually take place, identifies key DDR activities during each phase, and highlights links with other security, humanitarian, peace-building and recovery programmes.
- **OG 2.30: Participants, Beneficiaries and Partners** defines who the participants and beneficiaries of DDR usually are, and explains the roles of local, national and international partners in the DDR process. Guidance on eligibility criteria for DDR programmes can be found in this module of the *Operational Guide*.



## Objectives

This module will:

- ✓ outline the UN approach to DDR, the reasons behind integrated DDR and its mandate;
- ✓ explain what DDR is and when it is appropriate; and
- ✓ identify the principles that guide the UN approach to DDR.

## 1. Introduction

The UN is increasingly engaged in complex DDR operations, both as a part of peacekeeping operations and in non-peacekeeping contexts. The increase in the scale, complexity, scope and type of the UN's work in DDR has required a change in the Organization's approach.

In the past, DDR programmes were often carried out in a disjointed, unintegrated way due to poor coordination, planning and support, and sometimes competition between and among peacekeeping operations, agencies, funds and programmes. As a result, national and international efforts to establish security were not adequately supported, weakening the chances of a successful peace process.

### Box 2.10.1: Reasons behind and mandate for integrated DDR

The **Brahimi Report** of August 2000 stresses the importance of UN agencies, funds and programmes in the framework of UN peace operations all working towards the same goal. It recommends, among other things, that "Integrated Mission Task Forces (IMTFs), with members seconded from throughout the United Nations system, as necessary, should be the standard vehicle for mission-specific planning and support" (A/55/305; S/2000/809, para. 217).

*The UN should no longer develop, initiate, support or carry out disjointed or inappropriate DDR programmes. The UN integrated approach to DDR has emerged from the joint effort and strong commitment of several UN departments, agencies, funds and programmes to work closely together to improve effectiveness in this vital area.*



**Are you familiar with the UN and international legal documents that guide DDR programmes? Annex B in IDDRS 2.10 provides an overview of both.**

### Box 2.10.2: Who is a combatant?

Based on an analogy with the definition set out in the Third Geneva Convention of 1949 relative to the Treatment of Prisoners of War in relation to persons engaged in international armed conflicts, a **combatant** is a person who:

- is a member of a national army or an irregular military; or
- is actively participating in military activities and hostilities; or
- is involved in recruiting or training military personnel; or
- holds a command or decision-making position within a national army or an armed organization; or
- arrived in a host country carrying arms or in military uniform or as part of a military structure; or
- having arrived in a host country as an ordinary civilian, thereafter assumes, or shows determination to assume, any of the above attributes.

## 2. What is DDR?

The objective of the DDR process is to contribute to security and stability in post-conflict environments so that recovery and development can begin. The disarmament, demobilization and reintegration of combatants together make up a complex process with political, military, security, humanitarian and socio-economic dimensions.

This process aims to deal with the post-conflict security problem that arises when combatants are left without livelihoods and support networks during the vital period stretching from conflict to peace, recovery and development. DDR also helps build national capacity to assist in the reintegration of ex-combatants and to support communities receiving ex-combatants and working for their peaceful and sustainable reintegration.

Through a process of comprehensively disarming combatants, preparing them for civilian life and providing them with opportunities for sustainable social and economic reintegration, DDR aims to support this high-risk group so that they become *stakeholders in the peace process*. DDR should therefore:

- be planned and coordinated within the framework of the peace process;
- be linked to broader security issues, such as the reorganization of the armed forces and other security sector reform (SSR) issues;
- take a comprehensive approach towards disarmament, and weapons control and management;
- be linked to the broader processes of national capacity-building, reconstruction and development in order to achieve the sustainable reintegration of ex-combatants;

**Box 2.10.3: Definitions of disarmament, demobilization, reinsertion and reintegration**

**Disarmament** is the collection, documentation, control and disposal of small arms, ammunition, explosives and light and heavy weapons of combatants and often also of the civilian population. Disarmament also includes the development of responsible arms management programmes.

**Demobilization** is the formal and controlled discharge of active combatants from armed forces or other armed groups. The first stage of demobilization may extend from the processing of individual combatants in temporary centres to the massing of troops in camps designated for this purpose (cantonment sites, encampments, assembly areas or barracks). The second stage of demobilization encompasses the support package provided to the demobilized, which is called reinsertion.

**Reinsertion** is the assistance offered to ex-combatants during demobilization but prior to the longer-term process of reintegration. Reinsertion is a form of transitional assistance to help cover the basic needs of ex-combatants and their families and can include transitional safety allowances, food, clothes, shelter, medical services, short-term education, training, employment and tools. While reintegration is a long-term, continuous social and economic process of development, reinsertion is a short-term material and/or financial assistance to meet immediate needs, and can last up to one year.

**Reintegration** is the process by which ex-combatants acquire civilian status and gain sustainable employment and income. Reintegration is essentially a social and economic process with an open time frame, primarily taking place in communities at the local level. It is part of the general development of a country and a national responsibility and often necessitates long-term external assistance.

**Source:** Note by the Secretary-General on administrative and budgetary aspects of the financing of UN peacekeeping operations, 24 May 2005 (A/C.5/59/31)

- encourage trust and confidence in communities receiving ex-combatants, and deal with the root causes of the conflict in order to prevent a return to violent conflict; and
- be flexible and carefully adapted to meet the specific needs of a particular country (and region).

### 3. When is DDR appropriate?

DDR is essentially a politically driven process, and its success depends on the will of the parties to the conflict to demilitarize after conflict. This political will is usually reflected in a commitment by these parties to disarm and demobilize military personnel in formal armed forces or other armed groups, within the framework of a ceasefire agreement or comprehensive peace accord.

The UN is often called upon by the parties to provide assistance for the planning and implementation of DDR processes. The Organization supports the DDR of a combination of state armed forces and other armed groups through:

- *The demobilization of part of the state armies or regular armed forces:* Governments may ask for assistance to demobilize parts of their armed forces in order to adapt them to peacetime needs and free up human and financial resources for reconstruction and development. It is recommended that this exercise should be coordinated with a wider security sector review or reform process;
- *The disbanding of irregular or informal armed groups:* DDR may be also required to disband irregular or informal armed groups.

In both cases, women, youth and children may have participated in combat and/or support roles.

Moreover, DDR may be required in support of:

- *security sector reform*, which may involve, among other things, restructuring existing armed forces, creating new unified armed forces or merging existing ones; and
- *law enforcement* and the (re-)establishment of legislation controlling arms.

## 4. What principles guide the UN approach to DDR?

Five overarching principles shall guide the UN approach to DDR. DDR shall be:

- people-centred;
- flexible, transparent and accountable;
- nationally owned;
- integrated; and
- well planned.

### 4.1. People-centred

The primary focus of any UN-supported DDR shall be on people. Non-discrimination and fair and equitable treatment of participants and beneficiaries are core principles of the UN approach to DDR. This means that:

- individuals shall not be discriminated against on the basis of sex, age, class, race, religion, nationality, ethnic origin, political opinion, or other personal characteristics and associations; and
- there shall be differences in the support provided based on the specific needs of each sex and those of differing ages and physical abilities.



#### OG 2.30 on Participants, Beneficiaries and Partners

The principles of non-discrimination and fair and equitable treatment are important throughout the DDR programme cycle. However, these principles are parti-

**Table 2.10.1: Guidance for applying the principles of non-discrimination, and fair and equitable treatment**

<b>DDR programme cycle</b>	<ul style="list-style-type: none"> <li>■ All actions shall be planned and carried out with the greatest respect for the individual participating in or benefiting from the DDR programme and his/her dignity.</li> <li>■ The UN and its partners shall be neutral, transparent and impartial, i.e. they shall not take sides in political, racial, religious or ideological controversies, or give preferential treatment to one or more parties.</li> <li>■ DDR programmes shall be clearly linked to local and international mechanisms for achieving justice and the rule of law.</li> </ul>
<b>Eligibility</b>	<ul style="list-style-type: none"> <li>■ Specific measures shall be taken to ensure the participation of female combatants and supporters in DDR programmes.</li> </ul>
<b>Benefits and opportunities</b>	<ul style="list-style-type: none"> <li>■ Based on their specific needs, ex-combatants shall have access to the same benefits and opportunities regardless of which armed force, armed group or political faction they belonged to.</li> <li>■ Special packages for commanders may be necessary to secure their buy-in to the DDR process, and to ensure that they allow combatants to join the process.</li> </ul>

cularly important when establishing the eligibility criteria for people to participate in DDR programmes and/or determining who will be entitled to reintegration benefits and opportunities.



*The UN and its partners shall:*

- *NOT interpret neutrality as preventing them from protesting against or documenting human rights violations or taking other action in this regard; and*
- *NOT encourage the recruitment of children into armed forces and groups in any way, especially by commanders trying to increase the numbers of combatants entering DDR programmes.*



**OG 5.10 on Women, Gender and DDR and OG 5.30 on Children and DDR**

#### **Box 2.10.4: Key questions for ensuring a people-centred approach to DDR**

- Did your assessments gather the necessary information to prepare a locally appropriate DDR programme? Did they allow you to identify who participants and beneficiaries are? Did they ascertain the specific needs of different groups that make up participants and beneficiaries?
- Did you take the necessary precautions to avoid raising unrealistic expectations among participants and beneficiaries? Were DDR programme staff properly briefed and instructed on how

to handle and release information? Were national counterparts and institutions fully aware of the limitations of the DDR programme and the implications of their information campaigns?

- Do the DDR programme eligibility criteria take into account the different roles of those involved in armed forces and groups?
- Did you devise a mechanism to identify and include eligible women in the DDR programme?
- What measures were taken to ensure the unconditional release and protection of children associated with armed forces and groups as combatants or in other roles?
- Do reintegration benefits and opportunities respond to specific needs of different groups? Do these benefits allow for the involvement of families, particularly wives, of ex-combatants in reintegration?
- Did you consult and involve participants and beneficiaries in the planning and design of the DDR programme?

## 4.2. Flexible, transparent and accountable

The UN DDR approach shall be flexible, transparent and accountable:

- *Flexible:* While complying with the IDDRS, DDR programmes shall be adapted to suit the country or region in which they are being implemented, and easily adaptable to respond to highly volatile situations and unexpected circumstances;
- *Transparent:* DDR shall be carried out in such a way that information is available to, and broadly understandable by, participants, beneficiaries, partners and stakeholders, subject to reasonable limits needed to protect privacy and ensure security;
- *Accountable:* DDR programmes shall be accountable not only to international donors, but also to national partners, beneficiaries and participants. Mechanisms shall be established to ensure adequate reporting, monitoring and evaluation of all DDR operations and finances.



### OG 3.41 on Finance and Budgeting and OG 3.50 on Monitoring and Evaluation of DDR Programmes

#### Box 2.10.5: Key questions for ensuring a flexible, transparent and accountable approach to DDR

- Did you carry out a holistic analysis of the conflict and security dynamics to ensure that the DDR programme is country and context specific?
- Did you plan for different scenarios? Do you have contingency plans? Do you have flexible funding mechanisms?
- Do you have a public information and strategic communication strategy for each target group (participants, beneficiaries, partners and stakeholders)?

- Did you establish a reporting and monitoring system? How will you demonstrate to each target group (participants, beneficiaries, partners and stakeholders) that the programme's objectives have been achieved?
- How will you involve participants, beneficiaries, partners and stakeholders in evaluation?

### 4.3. Nationally owned

*The primary responsibility for DDR programmes rests with national actors; the UN's role is to support the process as a neutral actor. National ownership is, however, broader than exclusive central government ownership. Genuine national ownership requires the participation of a wide range of State and non-State actors at the national, regional and local levels, including non-governmental organizations (NGOs) and civil society organizations (CSOs).*

The UN shall work to ensure DDR programmes are nationally owned. However, genuine national ownership is difficult to achieve, in particular at the early stages of post-conflict stabilization. National capacity tends to be weak, and the UN shall use every opportunity to systematically develop and strengthen it.

As an impartial actor, the UN shall also support the parties so that internationally accepted standards are observed in the process of ensuring national ownership of DDR programmes.

#### Box 2.10.6: Key questions for ensuring a nationally owned DDR programme

- How will you ensure that State and non-State actors at the national, regional and local levels, including civil society and NGOs, are fully represented in DDR decision-making bodies?
- What mechanisms are necessary to fully engage national actors in the planning, design, implementation, monitoring and evaluation of DDR?
- Did you carry out a capacity needs assessment of State and non-State actors, including NGOs and CSOs?
- What is your capacity-building strategy towards them? How will you supply policy advice, technical assistance, training and financial support to them?



#### OG 3.30 on National Institutions for DDR

### 4.4. Integrated

DDR programmes often combine peacekeeping, post-conflict peace-building, recovery and development, and involve a variety of national and international military, police and civilian actors and institutions. This particular positioning of DDR requires an integrated approach, which in turn requires much more than simple coordination. The UN approach to DDR shall ensure:

- joint and coherent planning, programming and funding at Headquarters and country levels;
- adequate and appropriate links with related programmes, such as recovery or rule of law; and
- appropriate links with regional DDR initiatives.

Wherever possible, and in accordance with its mandate, the UN should establish an integrated DDR unit or team at the country level, which combines the comparative advantages of the mission and participating agencies, funds and programmes, on the basis of an agreed memorandum of understanding (MOU).



**OG 3.42 on Personnel and Staffing offers guidance on integrated DDR units.**

**Box 2.10.7: Key questions for ensuring an integrated approach to DDR**

- What key UN agencies, programmes and funds are likely to become involved? What are their comparative advantages? What roles are they likely to perform?
- Will integration take place at the programmatic level or institutional level or both?
- What links can be built between DDR and other programmes?
- How will the DDR programme be integrated or linked to relevant regional initiatives?



**OG 3.10 on Integrated DDR Planning: Processes and Structures**

## 4.5. Well planned

UN-supported DDR programmes shall be well planned to ensure quality in the delivery of services. Lessons from previous processes indicate that several problems should be avoided by paying particular attention to the following key issues:

- safety and security;
- coordination;
- assessment, monitoring and evaluation;
- information and sensitization; and
- a transition and exit strategy.

**Table 2.10.2: Key issues to consider for designing well-planned DDR programmes**

**Safety and security**

- Both risks and operational security and safety protocols should be determined before the planning and implementation of activities. This should be based on a comprehensive security analysis.



	<ul style="list-style-type: none"> <li>■ Security concerns should be included in operational plans, and clear criteria established for starting, delaying, suspending or cancelling activities and/or operations.</li> </ul>
<b>Coordination</b>	<ul style="list-style-type: none"> <li>■ Obstacles to effective coordination among the UN agencies, programmes and funds, and donors and national actors should be identified and dealt with.</li> <li>■ Coordination efforts should focus on establishing a common strategic framework, a joint funding mechanism, and other common consultation and decision-making processes.</li> </ul>
<b>Assessment, monitoring and evaluation</b>	<ul style="list-style-type: none"> <li>■ Planning should be based on comprehensive assessments.</li> <li>■ The collection of detailed and inclusive quantitative and qualitative data should be supported by information management systems.</li> <li>■ Internal and external monitoring and evaluation mechanisms should be established from the start.</li> </ul>
<b>Information and sensitization</b>	<ul style="list-style-type: none"> <li>■ An information and sensitization strategy should be prepared as early as possible.</li> <li>■ The strategy should be adapted to suit the needs of different audiences, and should employ multiple and locally appropriate means of communication.</li> </ul>
<b>A transition and exit strategy</b>	<ul style="list-style-type: none"> <li>■ A transition and exit strategy should be defined as early as possible.</li> <li>■ The transfer of programmes and services to government and/or national NGOs and/or development actors should be based on a capacity development strategy.</li> </ul>

 **OG 3.20 on DDR Programme Design, OG 3.50 on Monitoring and Evaluation of DDR Programmes and OG 4.60 on Public Information and Strategic Communication in Support of DDR**

**Box 2.10.8: Key questions for ensuring well-planned DDR**

- What are the minimum operational security standards (MOSS) applying at your duty station? Are your staff familiar with them?
- Are you in contact with the UN Security Coordinator (UNSECOORD)? Are you collaborating with other national and international organizations on safety and security matters?
- What are your needs in terms of an information management system? What are the options?
- Will your partners be involved in collecting information? Did you adopt common standards for collecting and managing information to ensure compatibility?
- What behaviour changes will the information and communication campaign aim to achieve? What tactics and tools will be used?
- What are the key factors in deciding how long to remain and when to exit?

- Did you involve participants, beneficiaries, partners and stakeholders in the design of the transition and exit strategy?
- How will you keep your transition and exit strategy viable and useful?

## 5. Summary of key guidance on the UN approach to DDR

- ✓ The overarching goal of the UN approach to DDR is to increase security and stability in post-conflict situations so that recovery and development can begin.
- ✓ Integrated DDR is the way forward: UN missions, agencies, funds and programmes must combine their efforts to form one team working on a common strategy and using joint funding arrangements.
- ✓ Planning for integrated DDR requires vision, and has to start as early as possible during the peace process.

# OG 2.20: Post-conflict Stabilization, Peace-building and Recovery Frameworks

## Objectives

This module will:

- ✓ describe the context in which DDR programmes are usually decided on, planned and implemented;
- ✓ situate DDR within the transition from conflict to peace;
- ✓ highlight links with other security, humanitarian, peace-building and recovery programmes; and
- ✓ outline transitional and recovery planning frameworks relevant to DDR.

## 1. Introduction

DDR programmes usually take place in complex and multidimensional environments during the transition from conflict to peace. As such, they are often part of larger post-conflict stabilization, peace-building and recovery frameworks, which require broad-based national and international cooperation across a range of issues.

DDR practitioners shall therefore have a thorough understanding of:

- the various aspects of the post-conflict context – political, social, economic and security – since they influence and shape the decision-making process during the planning and implementation of DDR programmes;
- the transition from conflict to peace, to be able to identify specific and appropriate DDR interventions during this transition; and
- the main transition and recovery planning frameworks within which DDR is situated, to be able to help establish and strengthen the necessary links between them.

## 2. DDR in context

Although every context is unique, there are some common characteristics that post-conflict countries share. Such countries often have weak governance institutions, lack social services and cohesion, have poor or malfunctioning economies, and are confronted with insecurity and lawlessness, including high levels of human rights abuse. Understanding these features of post-conflict countries is essential for designing and implementing DDR programmes.

## 2.1. The political environment

DDR is usually carried out in highly unstable political environments. A ‘no war but no peace’ situation often exists despite the signing of a ceasefire or peace agreement. Although the parties to the conflict have usually committed themselves to settling the conflict peacefully, the war mentality and effort may still be widespread in the country, especially when small arms and light weapons (SALW) are widely available. The armed forces and groups are usually powerful, and the political elites (i.e. leaders) are often unfamiliar with democratic governance. State institutions may also be weak, and irregular armed groups may control large parts of the State territory. In this context, DDR is unlikely to start without the *firm commitment* of the political elites within and outside State structures and military commanders, as Box 2.20.1 shows:

### Box 2.20.1: Determining readiness for DDR

- *Do the parties to the conflict reject violence as a way to achieve political objectives?* The parties must demonstrate that violence is no longer an acceptable political tool. At the highest level, this commitment is most often demonstrated in a ceasefire and/or peace agreement in which the parties undertake to carry out the DDR of ex-combatants.
- *Do the parties agree to redirect their political and organizational structures to pursue peaceful, development-related priorities?* A broad and long-term policy shift must be made to redirect previously militarized resources towards peaceful reconstruction.



*Apart from understanding the in-country political environment, DDR practitioners shall also:*

- *understand the politics of the region and how they affect broader conflict and stability;*
- *measure the level of commitment of international donors to long-term support for DDR; and*
- *understand the extent to which the UN can exert influence over potential ‘spoilers’ within a country, a region and internationally.*

## 2.2. The social environment

Armed conflict causes enormous loss of human capital, and destroys societies. Widespread population displacement disrupts community networks and traditions, creates and reinforces inequalities, and increases the transmission of disease (particularly HIV), especially through increased levels of violence by men against women.

Rebuilding the social fabric is a complex, delicate and time-consuming process. Besides restoring essential social services, such as education, health, water and sanitation, it requires individuals and entire communities to overcome traumas and find constructive ways of dealing with past violations and atrocities through non-violent means. Impunity for human rights abuses, especially sexual violence, needs to be urgently dealt with.

Fundamentally, DDR programmes should contribute to rebuilding the social fabric and restoring social cohesion rather than further undermining them. Because the return of displaced populations to communities already puts tremendous pressures on these communities' scarce resources, the return of ex-combatants should be carefully planned with the involvement of community leaders, civil society organizations (CSOs) and non-governmental organizations (NGOs).

**Box 2.20.2: Factors that should be taken into account when encouraging reintegration and social cohesion**

- *How will the return of ex-combatants reinforce rather than undermine social cohesion and reconciliation?* Ex-combatants often display anti-social behaviour within their families and communities, may be addicted to alcohol and drugs, and are often known to have been perpetrators of violence and atrocities. This should be taken into account when planning their reintegration.
- *How will the DDR programme use the knowledge and experience of local communities, civil society and the private sector?* Local communities and civil society (particularly women's groups) have often developed alternative coping mechanisms and strategies to solve conflict and fulfil important needs. Their knowledge, experience and support are extremely valuable to DDR planners.
- *How will information and sensitization campaigns be used to assist the return of ex-combatants and their families?* The media are a powerful means of shaping ideas and encouraging behavioural changes. They can help communities understand their role in DDR and build their confidence in the process, so that they become active supporters of the process.

### 2.3. The economic environment

The macro- and microeconomic dynamics of post-conflict communities also influence the outcome of DDR programmes. Armed conflicts badly affect national and local economies by reducing production, consumption, wealth and livelihoods. Human capital is reduced through population displacement and 'brain drain'. Infrastructure and public services, such as transportation, communications and electricity supplies, are often damaged or not functioning. As a result, markets collapse and unemployment becomes widespread.

The ending of hostilities alone is not enough to improve economic conditions, although a rapid increase in economic benefits, often seen as a 'peace dividend', is often expected by populations recovering from conflict. Economic recovery is also a long and complex process. DDR programmes should therefore be designed to reinforce economic recovery efforts and not to compete with them.

**Box 2.20.3: Steps to encourage economic reintegration**

- *What incentives can be created for ex-combatants to become assets rather than a burden for community members and families?* Ex-combatants have been deprived of education and employment. They are often seen as a lost generation, and are likely to experience difficulties in reintegrating into economic life. Specifically designed reintegration support is required to assist ex-combatants to return to education and/or find employment.

- *What type of support will be needed for community-based organizations, local business training centres, micro-grant facilities and local NGOs to offer training and create employment opportunities?* The integrated DDR approach argues that these organizations should be supported where they already exist, and established where they do not, to offer training and create employment opportunities.

## 2.4. The security environment

Violence in many forms will likely continue in post-conflict environments in most or some parts of the country. High rates of criminality often result from the widespread availability of SALW, and a lack of employment or livelihood options. Violations of human rights are also common, and impunity for such violence remains a concern, as civilian police and other law enforcement institutions may not be functioning. Peace support operations are designed to fill this security vacuum, so that DDR and other peace-building measures can take place.

### Box 2.20.4: Security concerns that should be dealt with before starting with DDR

- *Have armed hostilities nearly or completely stopped?* Parties to the conflict are unlikely to start with DDR if the armed conflict is still ongoing in some parts of the country.
- *What other security issues remain after the signing of the ceasefire or peace agreement?* Parties are unlikely to participate in DDR if they do not feel secure.
- *Has the peace operation that has been put in place been relatively successful in maintaining law and order?* Parties are unlikely to disarm their combatants and release them if there is a breakdown of law and order and high levels of armed violence.



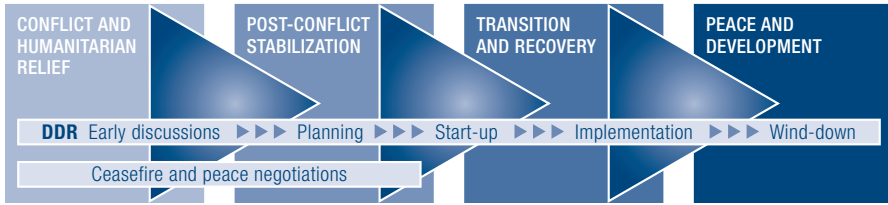
*Besides understanding common features of post-conflict situations, DDR practitioners should ensure that proper assessments are carried out to have a better understanding of the specific situation in the country they are supporting.*



**OG 3.20 on DDR Programme Design provides guidance on how to carry out assessments.**

## 3. Situating DDR within the transition from conflict to peace

DDR should be planned and implemented within the transition from conflict to peace. It is recognized that the stages of this process often do not occur neatly one after the other. In reality, each stage of the transition often overlaps or runs parallel to others, and setbacks and reversals often occur. Sometimes opportunities emerge that will also affect DDR. Figure 2.20.1 illustrates the best-case scenario for the transition from conflict to peace, and the role DDR will play within this transition:

**Figure 2.20.1: Implementing DDR during transition**

DDR interventions may be explored with the parties while conflict and humanitarian relief are still ongoing. Most DDR planning and design will take place during the post-conflict stabilization period, whereas implementation will usually occur during transition and recovery. The transition and recovery phase will end when both national and international partners are finally able to focus on longer-term development goals.

The socio-economic reintegration of ex-combatants and their families is a long-term process. While an exit strategy for DDR needs to be clearly defined and agreed upon during the planning and design phase, measures should be taken to support and monitor the reintegration of ex-combatants and their families as part of the wider recovery and development process.

 **OG 4.30 on Social and Economic Reintegration provides guidance on the socio-economic reintegration of ex-combatants.**

Each stage of the transition from conflict to development will require different types of UN action and different types of DDR interventions, as Table 2.20.1 shows:

**Table 2.20.1: Key UN actions and DDR interventions during the transition from conflict to development**

Stages	UN action	DDR intervention
Conflict and humanitarian relief	<ul style="list-style-type: none"> <li>■ Humanitarian relief operations</li> <li>■ Diplomatic efforts to broker peace</li> <li>■ Sanctions, arms embargoes, tracking of weapons and natural resources flowing to and from conflict areas, etc.</li> </ul>	<ul style="list-style-type: none"> <li>■ Exploring options and providing technical advice and support to the parties to the conflict</li> <li>■ Early assessments</li> <li>■ Preliminary planning</li> <li>■ Preliminary design of resource mobilization strategies</li> </ul>

<p>Post-conflict stabilization</p>	<ul style="list-style-type: none"> <li>■ Joint assessments for integrated peacekeeping</li> <li>■ A concept of operations for integrated peacekeeping</li> <li>■ Deployment of troops, key mission staff and resources</li> <li>■ Joint post-conflict needs assessment (PCNA)</li> <li>■ Preparation of recovery strategies and programmes</li> </ul>	<ul style="list-style-type: none"> <li>■ Assessment and planning</li> <li>■ Design of DDR programmes</li> <li>■ Early sensitization of political and military leaderships</li> <li>■ Sensitization and coordination of roles within the peacekeeping mission and among various UN agencies</li> <li>■ Preliminary public information campaigns</li> <li>■ Implementation of emergency/pilot DDR activities for special groups (children, abducted women and the disabled)</li> </ul>
<p>Transition and recovery</p>	<ul style="list-style-type: none"> <li>■ Coordination and implementation of recovery strategies</li> <li>■ Preparation of an interim poverty reduction strategy paper (I-PRSP)</li> </ul>	<ul style="list-style-type: none"> <li>■ Implementation of DDR programmes</li> <li>■ Coordination with broader community reintegration and recovery programmes</li> <li>■ Monitoring and evaluation of DDR programmes</li> <li>■ Planning, design and implementation of community disarmament/weapons management and reduction programmes</li> </ul>
<p>Peace and development</p>	<ul style="list-style-type: none"> <li>■ Focus on longer-term development goals (e.g. Millennium Development Goals)</li> <li>■ Preparation of UN development assistance frameworks (UNDAFs) and PRSPs</li> </ul>	<ul style="list-style-type: none"> <li>■ Implementation of community disarmament/weapons management and reduction programmes</li> <li>■ Support and monitoring of longer-term reintegration of ex-combatants and their families within the context of recovery programmes</li> <li>■ Preparations for wind-down</li> </ul>

Different political, social, economic and security objectives will be discussed and agreed upon between the parties to the conflict during this stage. The UN often plays an important role in assisting the parties to define a comprehensive vision of the transition and peace-building process. During this stage, the UN also supports the parties to define the mandate and goals of DDR. *This support should be provided through the early deployment of technical advisers within the framework of a preparatory assistance project.*



**Box 2.20.5: Key roles for DDR technical advisers during ceasefire and peace negotiations**

- *Orientation:* DDR should be used as a means of building trust and confidence in the peace process, and supporting the transition from conflict to peace and development.
- *DDR policy and strategy:* Policy and strategy options should be discussed with the parties. Overarching political, legal and institutional frameworks for DDR should be included in the text of the peace agreement. When possible, specific principles should be agreed upon, such as the recognition of special groups (women, children and the disabled), the verification of the numbers of ex-combatants by an independent body and the eligibility criteria for entry into the DDR process.
- *Broad representation:* Advisers should support the participation of civil society and, in particular, women's and other groups that are traditionally excluded from peace talks.
- *Implementation schedules and methods:* The parties often need assistance to develop realistic implementation schedules and methods. Positive but realistic expectations about DDR should be discussed.

## 4. Linking DDR to other security, humanitarian, peace-building and recovery programmes

DDR is a key component of national and international efforts towards establishing a secure environment, without which reconciliation and long-term development will not be achieved. Links should therefore be established *from the start* among DDR and other security, humanitarian, peace-building and recovery programmes, as shown below:

- *Security:* DDR should be adequately linked to other security-related interventions, such as mine action, SALW control and reduction, and security sector reform (SSR);

**Box 2.20.6: What are the links between DDR and SSR?**

- SSR reforms the security system so that it can function in a way that is more consistent with democratic norms and sound principles of good governance. SSR does not involve only armed forces, but all security-related organizations (paramilitary forces, police, secret and intelligence services, and criminal justice systems).
- SSR lays the foundation for DDR within legal frameworks that specify the legal status and entitlements of former members of armed forces and groups in the post-conflict period. Justice, truth and reconciliation commissions, in particular, affect individual eligibility for DDR, since they decide how to treat those who have committed war crimes.
- SSR allows for the granting of amnesty for both weapons possession and participation in armed conflict to those who voluntarily disarm and demobilize, which increases participation in DDR. However, the UN upholds principles of international law, and cannot support processes that do not properly deal with serious violations of human rights and humanitarian law.

- *Humanitarian assistance:* Humanitarian assistance, such as food aid and health screening, has often been an important component of DDR programmes, particularly where cantonment or assembly areas are used.<sup>1</sup> Humanitarian assistance in DDR should therefore be coordinated and aligned with humanitarian assistance offered to other returnees. This is necessary in order to prevent the perception that ex-combatants are being favoured or privileged in some way;
- *Peace-building:* DDR encourages peace-building and prevents a return to conflict. It can therefore help create an environment in which national dialogue and reconciliation more easily take place, and can support local capacities to manage the interactions and relations between receiving communities and ex-combatants;
- *Recovery:* DDR is only one component of wider recovery. DDR should therefore strengthen recovery efforts rather than undermine them. For example, depending on the specific situation, the best approach may be to reinforce the capacity of existing reintegration initiatives for returnees and only refer ex-combatants to them. In countries where an early recovery cluster has been formed (see Box 2.20.7), DDR should contribute to strengthening such work.

#### **Box 2.20.7: The early recovery cluster approach**

**Early recovery** is recovery that begins in a humanitarian setting and is guided by development principles.

- The Cluster Working Group on Early Recovery (CWGER) has been established at UN Headquarters together with eight other key 'clusters' as part of the ongoing humanitarian reform process led by the Inter-Agency Standing Committee (IASC).
- An early recovery cluster or network can then be established for a particular country in need of recovery assistance.
- In its role as cluster leader at the global level, the United Nations Development Programme (UNDP) has the responsibility to bring together a wide range of both UN and non-UN partners from humanitarian and development communities to strengthen system-wide technical capacity and preparedness for early recovery.
- Where a cluster is active at the country level, early recovery cluster members are expected to work with relevant actors, including governments, and to strategically plan, prepare for and implement early recovery programmes.
- More information on the CWGER, including background on the cluster approach, lessons learned from early recovery experiences in the field, and early recovery tools and methodologies can be found at <http://www.undp.org/bcpr/iasc>.

## 5. DDR in planning frameworks

DDR is situated within multiple and overlapping frameworks for peace-building, recovery and development that involve various national and international actors

and stakeholders. This can make thorough coordination and planning very difficult. It is, nevertheless, essential that DDR is adequately taken into account in each of the following planning frameworks:

- *Post-conflict needs assessments (PCNAs) and transitional results matrices (TRMs)*: PCNAs are multilateral assessment exercises that lead to the identification of short-term and potentially mid-term priorities, as well as defining their financial implications on the basis of an overall long-term vision and goal. PCNAs ideally lead to the preparation of a TRM (also called a transitional results framework or TRF), which is a planning, coordination and management tool used to prioritize necessary actions;
- *National recovery strategy*: This is a national planning tool covering a period of between two and five years, and is designed to establish goals and measure achievements in a range of sectors during post-conflict reconstruction;
- *Common country assessments (CCAs)/UN development assistance frameworks (UNDAFs)*: The CCA is the UN system's common instrument for identifying the major development issues facing a particular country, with a focus on the Millennium Development Goals (MDGs). It provides a rationale for UN assistance. Based on the CCA, the UNDAF is the common strategic framework for the operational activities of the UN system at the country level;
- *Poverty reduction strategy papers (PRSPs)*: Originally conceived by the World Bank and International Monetary Fund (IMF) as a necessary requirement for external debt relief under the highly indebted poor country (HIPC) initiative, PRSPs have been increasingly adopted by countries as their central national poverty reduction plan. Interim PRSPs (I-PRSPs) are often created in post-conflict countries before the launch of a full PRSP.



**Do you want to know about PCNAs and TRMs/TRFs in more detail?**

Please refer to the *Practical Guide to Multilateral Needs Assessments in Post-conflict Situations* and the *Operational Note on Transitional Results Matrices: Using Results-Based Frameworks in Fragile States*, which can be found at the UN Development Group (UNDG) Web site (<http://www.undg.org>).



**Do you need more information on CCAs and UNDAFs? This can be also found at <http://www.undg.org>. What about PRSPs? Information on these can be found at the IMF Web site (<http://www.imf.org/external/np/prsp/prsp.asp>).**

## 6. Summary of key guidance on post-conflict stabilization, peace-building and recovery frameworks

- ✓ Planning and implementing successful DDR require an understanding of the complexity of post-conflict environments and the specific country situation.
- ✓ It is vital to *take the time to assess* the environment in which DDR will take place and the different people it will affect.

- ✓ Understanding where DDR is situated in the transition from conflict to peace helps to identify what the most appropriate DDR interventions will be.
- ✓ It is essential to become familiar with existing planning frameworks (national recovery strategies, PCNA reports, TRMs/TRFs, CCAs, UNDAFs). DDR should contribute to the larger peace-building and recovery effort.

# OG 2.30: Participants, Beneficiaries and Partners

## Objectives

This module will:

- ✓ define groups who usually fall under the category of participants and beneficiaries in the DDR process;
- ✓ explain eligibility criteria for participation in DDR and the screening process; and
- ✓ explain the roles of local, national and international partners in the DDR process.

## 1. Introduction

Having a clear idea of who the participants and beneficiaries *usually are* in DDR programmes will help DDR practitioners to identify potential participants in and beneficiaries of a *specific* DDR programme.

While the peace agreement generally states which armed forces and groups will be downsized or disbanded, DDR programmes will have to develop the criteria to identify those eligible for DDR within these armed forces and groups. This process is required to avoid the perception that any particular group is being favoured or victimized.

It is vital to be aware of the range of local, national and international partners that may be involved in DDR processes, and the roles they are likely to play. DDR is a highly complex multidimensional and multi-stakeholder process. It cannot be successful without the support of public authorities, civil society organizations (CSOs), the private sector, bilateral agencies and international organizations.

### Box 2.30.1: Who are participants and beneficiaries?


**Participants:** All persons who will receive *direct* assistance through the DDR process, including male and female combatants, those associated with armed forces and groups, including women and children, the disabled and chronically ill, dependants and others identified during negotiations of the political framework and planning for a UN-supported DDR process.


**Beneficiaries:** Both individuals and groups who receive *indirect* benefits through a UN-supported DDR operation or programme. They are communities in which DDR programme participants resettle, civil society organizations that are empowered and capacitated, businesses where ex-combatants work as part of the DDR programme, etc.

## 2. Eligibility criteria

The DDR programme should develop *transparent, easily understood* and *unambiguous* eligibility criteria at the *beginning* of the DDR planning and design process. When developing these criteria for selecting participants in DDR programmes, several factors are important:

- *A balance between security and equity:* Deciding about eligibility criteria requires striking a delicate balance between security and equity. Whereas the main focus of DDR should be on improving security by assisting those who pose the greatest threat to peace, DDR programmes should also try to provide non-discriminatory, fair and equitable treatment to all eligible members of armed forces and groups, including women, children and the disabled, who are often excluded;
- *Planning figures:* For planning purposes, DDR programmes should get an independent estimate of the number of members of the armed forces and groups that are likely to be selected to be downsized or disbanded. It is important to keep in mind that armed forces and groups often conceal their real strength, especially the numbers of children. Real numbers of women may also be concealed, or their role within armed forces and groups misrepresented;
- *Logistic and financial impact:* The cost of inclusive eligibility criteria on the overall programme should be assessed. Different scenarios should also be explored before the final decision is made. Contingency planning should also be undertaken to ensure that the programme is flexible in its implementation and is able to adjust to unexpected events and changed circumstances;
- *Weapons and/or ammunition possession:* Entry into a DDR programme should not depend on people possessing weapons and/or ammunition, as participants may include individuals in non-combat and support roles. Some may have had their weapons redistributed either as a result of an incapacitating injury or because commanders may not wish to acknowledge their role as combatants, as is sometimes the case for women, children and the disabled.

 This section was compiled on the basis of information found in IDDRS 2.30 on Participants, Beneficiaries and Partners, section 6.5.3.4 of IDDRS 3.20 on DDR Programme Design and section 7.3.1 of IDDRS 4.10 on Disarmament.

 Eligibility should be considered for each component of DDR. For example, unarmed members of armed forces and groups are not eligible for disarmament, but should be eligible for demobilization and reintegration; dependants are not eligible for disarmament and demobilization, but should be eligible for reintegration; while abductees and children may need to be disarmed, but may not be formally demobilized, and should be eligible to receive reintegration assistance.

## 3. Screening/verification

The DDR programme should include a screening or verification process. Commanders are usually responsible for 'delivering' their units to DDR sites, and

screening is the only way to ensure that only those who meet previously agreed eligibility criteria will be registered in DDR programmes and will receive DDR-specific assistance. On the one hand, it is important to avoid the entry of non-combatants, petty criminals or civilians in possession of illicit weapons into the programme under false pretences, as this might discredit the DDR process. On the other hand, it is vital to ensure that ‘invisible’ members of armed forces and groups, such as women, children or the disabled, enter the DDR programme and are present during screening. The screening process should also be designed to prevent combatants from ‘double-dipping’ by registering more than once to gain more benefits, and should make it difficult for commanders to exploit the process by entering their friends and families.

### 3.1. Who carries out the screening process?



- In peacekeeping operations, screening is carried out by UN military personnel. These are normally military observers (MILOBs) supported by specialist civilian disarmament staff and military staff who provide both security and specialized technical advice on all aspects of disarmament.
- Local advisers (social workers, reliable members of the community such as members of women’s peace groups, religious organizations or established non-governmental organizations [NGOs]) who know the local languages, customs and history should be recruited and trained to assist in the screening process. Confidentiality is essential when dealing with local advisers.

### 3.2. What screening methodology should be used?

- Detailed cross-examination of DDR candidates’ knowledge of key battles, commanders and armed force or group structure can be used to confirm eligibility; yet this will only be effective if knowledgeable local staff are available to assist with this task. Female staff should be included to screen female combatants who may otherwise feel too intimidated to come forward.
- Methods such as biometric registration (e.g. iris scanning, finger printing) are useful for instant identification, verification and traceability. This technology eliminates the problem of double counting. Screening methods and data storage and interpretation should be standardized and applied equally in all disarmament sites.
- Close cooperation with the leadership of armed forces and groups, civil society, local police and national DDR-related bodies, and a well-conducted information and sensitization campaign are essential tools to ensure that only qualified combatants and those associated with armed forces and groups participate in a DDR programme.

### 3.3. What other options are available to assess eligibility?


- *For foreign combatants*, a language and culture test can determine both their foreign and combatant status.


- *For combatants claiming to have taken part in active combat*, a weapons procedures test will identify their familiarity with, and ability to handle, weapons. This test should be balanced against others to ascertain combatant status. Children and women with weapons should be disarmed, but should not be required to demonstrate their capacity to use a weapon or prove familiarity with weaponry to be admitted to the DDR programme.
  - *For local militias* (groups that did not travel outside their communities of origin), community verification may also be used as a method to determine combatant status. Verification should be carried out by both female and male community members to ensure that all women (and girls) in armed forces and groups are accounted for.
-  **On screening**, see section 7.3 of IDDRS 4.10 on Disarmament and section 8.2 of IDDRS 4.20 on Demobilization.
  -  **On foreign combatants**, see OG 5.40 on Cross-border Population Movements.

## 4. Participants and beneficiaries

There are five groups/types of individuals that should be taken into consideration when planning and designing DDR programmes:

1. members of armed forces and groups;
2. abductees;
3. dependants;
4. civilian returnees; and
5. communities.

 *Special consideration should be given to women, children, youth and disabled combatants in each of these categories, but in group 1 in particular.*

 *When managing a regional conflict, it may be necessary to deal with foreign combatants and mercenaries, for whom separate, multinational strategies should be developed.*

 **OG 5.40 on Cross-border Population Movements**

### **Box 2.30.2: What are armed forces and groups?**

**Armed forces:** The military organization of a state with a legal basis, and supporting institutional infrastructure (salaries, benefits, basic services, etc.).

**Armed groups:** A group that has the potential to employ arms in the use of force to achieve political, ideological or economic objectives; is not within the formal military structures of a state, state-alliance or intergovernmental organization; and is not under the control of the state(s) in which it operates.



## 4.1. The five main groups of participants/beneficiaries

### ■ *Group 1: Members of armed forces and groups*

The majority of participants in DDR programmes are usually made up of members of armed forces and groups who served in combat and/or support roles. These members are usually *mostly* men, but there are often also women, boys and girls.

Although most members will have been actively engaged as combatants, many will have carried out logistic tasks and worked as cooks, porters, messengers and administrators, or have been women and girls used for sexual exploitation. This is often the case for women and children. Those who have been associated with armed forces and groups in the above roles shall be considered part of the armed force and/or group.

### ■ *Group 2: Abductees*

Abduction or forced recruitment is a broadly practised but largely unrecognized phenomenon of modern conflicts, and is a serious violation of humanitarian and human rights law. It must be recognized that:

- men, women and children are all vulnerable to abduction or forced recruitment by armed forces and groups; and
- such people are forced to participate in combat and support roles, and are usually exposed to extreme and long-term violence.

The UN shall work for the unconditional release of abductees associated with armed forces and groups at all times – while conflict is ongoing, during peace negotiations and before the establishment of a national DDR process. Therefore, from the start of the DDR programme, the priority must be to identify all those who were abducted so that they can be released and assisted accordingly.

### ■ *Group 3: Dependants*

These are civilians who rely on combatants for their livelihood. Because they are civilians, they do not directly participate in the disarmament and demobilization process, but efforts should be made to extend reintegration assistance to all dependants. Where dependants have accompanied armed forces or groups during the armed conflict, the unity of the family shall be respected throughout the DDR process. In relation to dependants, DDR practitioners should:

- develop criteria for establishing dependant status according to local contexts and social norms;
- provide dependants with access to information and counselling;
- provide for their needs if cantonment is planned during disarmament and demobilization;
- include dependants in return/transportation plans to communities of origin;
- formulate policies and strategies regarding their access to reintegration benefits and opportunities;

- ensure their participation in the planning and delivery of reinsertion and reintegration support programmes;
- provide for the special needs of vulnerable dependants, such as children, widows, orphans, the disabled and the chronically ill; and
- ensure family tracing is made available for those who have been separated from other members of their family.

#### ■ **Group 4: Civilian returnees**

Individuals who have been associated with armed forces/groups are not granted refugee status by the Office of the UN High Commissioner for Refugees (UNHCR), as they may have committed serious human rights violations or war crimes. However, this does not prevent ex-combatants, possibly self-demobilized, from being present among refugee and returnee populations. It will be necessary to identify them in consultation with the general local population, UNHCR and the refugee/internally displaced persons (IDPs) committee, before determining their eligibility to enter the DDR programme.



### OG 5.40 on Cross-border Population Movements

#### ■ **Group 5: Communities**

While the initial focus of DDR is on members of armed groups and forces, communities often gain from the process. For example, they become safer when ex-combatants are disarmed, demobilized and assisted to become productive members of society. They also benefit from those programmes that are established to improve the capacity of communities to receive ex-combatants and their families. Conversely, badly planned and executed DDR can be a threat to receiving communities.

DDR programmes should ensure that individually-focused reintegration assistance to ex-combatants (training, employment, health services, etc.) is limited in time and scope, and delivered through community-based mechanisms as far as possible. Communities are important *indirect* beneficiaries of reintegration assistance, and should therefore be allowed to participate in the planning and implementation of reintegration programmes within DDR processes.



*After war, 'communities' may be quite precarious and vulnerable, having been newly formed as a result of conflict. DDR programmes shall not re-establish traditional power structures that may have contributed to the outbreak of violent conflict. DDR programmes must encourage reconciliation and inclusion, by consulting marginalized groups such as women, youth, minorities and disabled persons.*



*Warlords and mid-level commanders can become either cornerstones or spoilers of peace, depending on whether the DDR programme meets their interests and expectations or not. Buy-in to the peace and DDR process by these key players should therefore be one of the first considerations of planning and programme design. Either the national government, supported by the national commission on DDR (NCDDR), should deal with their concerns directly, which is the best method, or the DDR programme should devise a two-tier system of benefit packages, one for these commanders, whose expectations are usually quite high, and another for the rest of the demobilized participants/beneficiaries.*

## 4.2. Special participants/beneficiaries

As mentioned above, special consideration should be given to women, children, youth and disabled combatants *in each of the five categories discussed above*, but in group 1 in particular. Below are the key considerations that DDR practitioners need to take into account.

### ■ *Women*

Female members of armed forces and groups who participated in armed conflict in both combat and support roles shall not be left out of formal DDR processes. In the past, they often ‘self-demobilized’ and experienced difficulties and stigma during their reintegration into civilian life. When they were included in formal DDR processes, their special needs were often ignored. Their failure to reintegrate securely undermines overall security in communities and can destabilize the overall DDR programme.

Women have also been too often excluded from peace talks, and were not represented on NCDDRs and other decision-making bodies. It is vital to ensure that women participate in all stages of DDR, from programme development, to implementation, to monitoring and evaluation, and that their special needs are taken into account during all stages of the DDR process.



### OG 5.10 on Women, Gender and DDR

### ■ *Youth*

In many conflicts, a large proportion of members of armed forces and groups who participate in DDR programmes are between 15 and 24 years old. Many of these young ex-combatants may have been recruited as children, but were not demobilized until they became young adults. They have therefore not experienced normal socialization by families and communities; they have also often missed educational and vocational opportunities. DDR programmes shall consider the particular needs and potential of older children and younger adults participating in DDR programmes.



### OG 5.20 on Youth and DDR

### ■ *Children*

The recruitment of boys and girls under the age of 18 into armed forces and groups is illegal and one of the worst forms of child labour. The recruitment and use of children under 15 in armed forces and groups are war crimes. The UN shall actively seek the unconditional release of children from armed forces and groups at all times: during open conflict, while peace negotiations are taking place and before the establishment of a national DDR process.

Children formerly associated with armed forces and groups are stakeholders, and should be carefully consulted when DDR processes are set up. To successfully provide for children’s needs, programme development and implementation should

be participatory, and registration strategies should be adapted to meet the different needs, roles and responsibilities of children in each post-conflict situation. To ease their return to civilian life, children formerly associated with armed forces and groups should be integrated into programmes that benefit all war-affected children.



## OG 5.30 on Children and DDR

### ■ *The disabled and chronically ill*

Ex-combatants suffering from disability, chronic illness or substance addiction will, because of their health status, be ineligible for integration into new national security forces. They shall not be excluded from formal DDR processes, and they will require specialized assistance. DDR programmes will need to do the following to provide for their needs:

- establish the capacity for health screening, including voluntary counselling and testing (VCT) for HIV/AIDS, to be able to identify rehabilitation and/or treatment options (through referral to existing health care systems);
- provide specialized reintegration assistance, such as adapted living and vocational training, medical and psychosocial support to disabled and chronically ill ex-combatants, their families and caregivers, and those with substance addictions; and
- work closely with families of the disabled and chronically ill to ensure that they are well supported during reintegration.

Disabled and chronically ill ex-combatants should also be given opportunities to participate and have their concerns reflected in decisions that affect their treatment and reintegration. Special provisions should be made to ensure that disabled ex-combatants are able to reach screening and registration points, and are included in membership numbers provided by armed forces and groups.



*Where applicable, priority should be given to community-based care and independent living. Institutionalization of disabled ex-combatants should only be considered in extreme cases.*



## Section 8.3.3 of IDDRS 4.30 on Social and Economic Reintegration and section 8.4.2 of IDDRS 5.70 on Health and DDR

## 5. Partners

DDR cannot be planned and implemented in isolation from key national and international actors and stakeholders. DDR is a multi-stakeholder process, which necessarily requires the creation of information-sharing, consultation, coordination and partnership mechanisms that bring key actors and stakeholders together.


### 5.1. National actors


The responsibility for the DDR process rests with national actors and stakeholders. Ensuring the genuine, effective and broad ownership of DDR is vital for the

sustainability of the process. DDR practitioners should ensure that key national actors become genuine partners in DDR. Table 2.30.1 identifies key actions that should be taken in this regard:

<b>Political parties</b>	<ul style="list-style-type: none"> <li>■ Political parties should be involved in the development of DDR policy and institutions through a DDR coordinating body to ensure the success of a national DDR process.</li> <li>■ They should be involved in advisory or consultative mechanisms or through informal meetings, seminars and communication strategies.</li> </ul>
<b>Governments</b>	<ul style="list-style-type: none"> <li>■ Governments establish national institutions for DDR, such as a national commission on DDR (NCDDR).</li> <li>■ They ensure that line ministries responsible for longer-term national recovery and reintegration strategies are represented in an NCDDR.</li> <li>■ They maintain central oversight of national DDR programmes.</li> <li>■ They establish and support provincial and local authorities during the planning and delivery of DDR programmes.</li> </ul>
<b>The military</b>	<ul style="list-style-type: none"> <li>■ The military decide, in consultation with other security actors, other parts of the government and other stakeholders, the strength of armed forces that will be downsized or disbanded.</li> <li>■ They represent armed forces in the development of DDR policies and institutions.</li> <li>■ They may further contribute by participating in coordination mechanisms and establishing military liaison officers in an NCDDR.</li> </ul>
<b>Signatory armed groups</b>	<ul style="list-style-type: none"> <li>■ Armed groups that have signed the peace accord decide, in consultation with other security actors and stakeholders, the strength of signatory armed groups that will be disbanded.</li> <li>■ They participate in the development of DDR policies and institutions.</li> <li>■ They may further contribute by participating in coordination mechanisms and establishing military liaison officers in an NCDDR.</li> </ul>
<b>Non-signatory armed groups</b>	<ul style="list-style-type: none"> <li>■ A framework shall be set up to secure buy-in and participation of armed groups that were not represented in political processes or formal institutional mechanisms for DDR.</li> </ul>
<b>CSOs, including women's organizations</b>	<ul style="list-style-type: none"> <li>■ These organizations should be seen as stakeholders in the policy development and planning phases of DDR, and should be consulted through formal and informal mechanisms.</li> <li>■ They may become partners in DDR by providing individuals with opportunities for reintegration through employment and training as one of many economic recovery strategies.</li> </ul>

<b>The media</b>	<ul style="list-style-type: none"> <li>■ The media inform the public about and build its confidence in the DDR process.</li> <li>■ A DDR public information and communications strategy should be prepared to deal with the media.</li> </ul>
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 *National authorities may be perceived – rightly or wrongly – to favour one party over another. They may also reflect a fragile balance of power among parties to the conflict, and may lack the technical expertise and capacity to manage complex processes such as DDR. The UN plays a crucial neutral role in the DDR process, and its relationship with the parties should be clear and unambiguous.*

 *Potential spoilers should be identified early in the assessment phase and strategies developed to win their support. They should not be allowed to delay or hamper DDR in order to further their political, personal, commercial or criminal interests.*

## 5.2. International actors

While the responsibility for DDR rests with national actors and stakeholders, international actors are often called upon to provide strategic, technical, operational and financial support to DDR. National capacity also tends to be weak in post-conflict settings, and international actors play an important role in systematically strengthening and developing it.

**Table 2.30.2: Roles of international actors**

<b>The UN system</b>	<ul style="list-style-type: none"> <li>■ The Special Representative of the Secretary-General (SRSG) has overall responsibility for the UN system in-country, as well as direct responsibility for the UN mission, including the DDR unit/team. He/she may also represent the UN in political negotiations on DDR, although a technical DDR adviser is also recommended.</li> <li>■ Where there is no peacekeeping operation, the Humanitarian Coordinator (HC)/Resident Coordinator (RC) has the overall responsibility for DDR coordination within the UN system.</li> <li>■ UN specialized agencies, programmes and funds will be present in the affected country before the establishment of a peacekeeping mission, during its operation and after its exit. Together they make up the UN country team, headed by the RC.</li> <li>■ The RC usually becomes the Deputy SRSG responsible for development and humanitarian affairs, and integrated DDR units/teams report to him/her.</li> </ul>
<b>Regional actors/ organizations</b>	<ul style="list-style-type: none"> <li>■ These may have been direct or indirect parties to the conflict, and DDR will have an impact on them when foreign combatants are repatriated.</li> </ul>

	<ul style="list-style-type: none"> <li>■ They need to be consulted in the planning phases of DDR so that appropriate coordination mechanisms are established to deal with the regional dimensions of DDR.</li> </ul>
<b>UN Member States and bilateral partners</b>	<ul style="list-style-type: none"> <li>■ These act as guarantors and supporters of political transition processes and as donors for peace-building and recovery programmes.</li> <li>■ They use diplomatic pressure to remove political obstacles.</li> <li>■ They may even assume responsibilities as primary international sponsors of particular components of DDR and security sector reform (SSR) processes.</li> </ul>
<b>The World Bank and regional development banks</b>	<ul style="list-style-type: none"> <li>■ These have to date been involved in the financing, programme development and monitoring of a number of DDR programmes.</li> <li>■ The World Bank offers a number of funding mechanisms, including International Development Association (IDA) loans, credits and post-conflict grants. In addition, it manages multi-donor trust funds.</li> </ul>
<b>International NGOs</b>	<ul style="list-style-type: none"> <li>■ These are often engaged in humanitarian and development activities in the countries where DDR programmes are established, and can become important implementing partners.</li> <li>■ Good coordination is required to ensure effective collaboration and avoid duplication of international assistance in support of DDR. Where possible, DDR practitioners should build upon existing coordinating mechanisms, e.g. those established by the UN Office for the Coordination of Humanitarian Affairs (UNOCHA).</li> </ul>
<b>International corporations</b>	<ul style="list-style-type: none"> <li>■ The actual and potential roles of these corporations should be understood when designing DDR programmes.</li> <li>■ They can support economic or employment programmes, and sponsor information and sensitization campaigns, and special initiatives within the DDR programme.</li> </ul>
<b>Research and policy centres</b>	<ul style="list-style-type: none"> <li>■ These contribute to the development, monitoring and review of past and current DDR programmes. The UN DDR online Resource Centre (<a href="http://www.unddr.org">http://www.unddr.org</a>) provides a list of national and international research and policy centres.</li> </ul>

## 6. Summary of key guidance on DDR participants, beneficiaries and partners

Participants in DDR programmes are made up of many different groups. It is vital to understand who these groups are and the special needs they may have in order to ensure the success of the DDR process.

- ✓ Special efforts should be made to include those often excluded from DDR programmes, such as women, children and the disabled.

- ✓ Clear and unambiguous criteria for eligibility to take part in a DDR programme should be established before the programme starts. Careful screening during the programme should systematically, fairly and equitably apply these criteria.
- ✓ DDR programmes cannot be planned and implemented in isolation at the central government level. Local authorities at the community level play an important role, particularly during reintegration, and should therefore participate in planning and implementation.
- ✓ International actors are also varied, and can play a range of supportive roles in DDR. It is vital to understand them and how they can best contribute to the process.



# 3

## **STRUCTURES AND PROCESSES (MANAGEMENT AND VERIFICATION)**



Level 3 provides guidance on integrated DDR planning, programme design, monitoring and evaluation. In addition, it outlines the national institutions involved in DDR and the support provided by missions and programmes.

Level 3 contains the following modules:

- **OG 3.10: Integrated DDR Planning: Processes and Structures** situates DDR within the context of integrated UN peace operations planning by explaining the general planning cycle and identifying the institutional requirements for integrated planning.
- **OG 3.20: DDR Programme Design** provides guidance on how to design programmes, including how to carry out detailed assessments, develop a programme document and prepare an implementation plan.
- **OG 3.30: National Institutions for DDR** explains the role of mandates and legal frameworks in the establishment of national DDR institutions, presents a generic model of a national DDR institutional framework and outlines areas for UN support to national institutions during DDR.
- **OG 3.40: Mission and Programme Support for DDR** presents DDR logistic requirements, explains how to obtain effective logistic support from a peacekeeping mission, and explains how delivery and logistic support take place in a peacekeeping mission.
- **OG 3.41: Finance and Budgeting** provides an overview of results-based budgeting, including costing of DDR requirements, explains key aspects of resource mobilization for DDR, and offers guidance on financial management for DDR.
- **OG 3.42: Personnel and Staffing** provides an overview of the important role that the integrated DDR unit/team plays in a peacekeeping mission, shows how recruitment and deployment of personnel take place, and shows how to create a staff induction plan.
- **OG 3.50: Monitoring and Evaluation of DDR Programmes** provides guidance on how to develop and implement an effective and DDR-specific monitoring and evaluation framework in order to track progress, and manage and improve on-going DDR programmes.

# OG 3.10: Integrated DDR Planning: Processes and Structures

3.10

## Objectives

This module will:

- ✓ highlight the importance of integrated DDR planning;
- ✓ outline a generic (typical) planning cycle for providing and structuring UN support for national DDR efforts; and
- ✓ identify the institutional requirements at both Headquarters and country levels to ensure an efficient and integrated UN planning process.

## 1. Introduction

DDR programmes are more likely to be successful when planning is integrated and starts early, preferably during peace negotiations. This requires the various UN actors that are likely to be involved in supporting national DDR efforts to carry out planning jointly at the UN Headquarters and country levels.

This early involvement will show whether DDR is the appropriate course of action, and whether the UN is best suited to support national DDR efforts.

It is during the planning phase that:

- a strategic and policy framework should be prepared that will form the basis for the development of a DDR programme and operational framework; and
- a common resource mobilization strategy involving all participating UN entities should be established to prevent duplication and facilitate coordination with donors and national authorities.

The planning process outlined in this module will be influenced by a number of factors, as Box 3.10.1 shows.

## 2. Situating DDR within integrated UN peace operations planning

Within the context of the integrated mission planning process (IMPP), planning for DDR operations should be linked to the main phases of mission and UN country team (UNCT) planning for an integrated mission as a whole. The planning cycle

### Box 3.10.1: Factors influencing planning

- *The pace and duration of the peace process:* A lengthy peace process gives international actors more time to consult, plan and develop programmes.
- *Contextual realities:* The dynamics and consequences of a particular conflict and the attitudes of the actors involved will influence the planning process.
- *National capacities for DDR:* The extent of pre-existing national and institutional capacities to plan and implement DDR will affect the nature of UN support.
- *The role of the UN:* This will depend on the responsibility and involvement assumed by national actors, and the UN's capacity to complement these efforts.
- *Interaction with other international and regional actors:* The presence of and need to collaborate with other actors will have an impact on UN support.

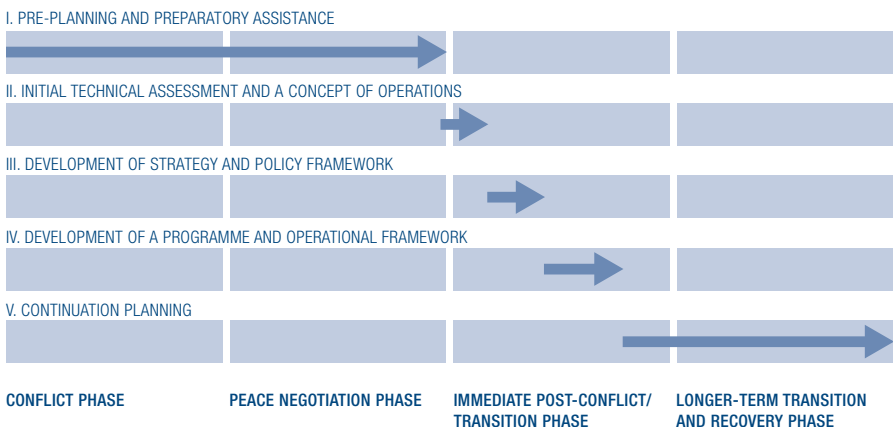
for integrated peace support missions is centred on the integrated mission task force (IMTF) at Headquarters level, and the integrated mission planning team (IMPT) at country level. These bodies include representatives from all UN departments, agencies, funds and programmes, and provide an important link between the planning activities on the ground in the affected country and at Headquarters.

DDR planning should also be integrated if a UN peace operation has not been deployed. The Humanitarian Coordinator (HC)/Resident Coordinator (RC) should take the responsibility for overall DDR coordination within the UN system. He/she should establish a UNCT DDR task force, drawing on UN agencies with relevant experience and capacity.

## 3. The five phases of DDR planning

While recognizing that the process of DDR does not happen in stages or phases that occur regularly one after the other, and that DDR practitioners should make

**Figure 3.10.1: Phased approach for integrated DDR programme planning**



contingency plans for reversals and setbacks, DDR planning can be broadly divided into five phases in the transition from conflict to recovery, as Figure 3.10.1 shows.

### 3.1. Phase I: Pre-planning and preparatory assistance

During this phase, an integrated DDR Headquarters task force has not yet been established. Pre-planning should therefore take place at the country level through the HC/RC and the UNCT DDR task force, drawing on UN agencies with relevant experience and capacity. The main outcome of this phase should be the identification of an appropriate role for the UN in supporting national DDR efforts on the basis of early assessments and analyses of the situation and its requirements. The early identification of potential entry points and strategic options for UN support is essential to ensuring the UN's capacity to respond efficiently and effectively. Box 3.10.2 shows activities that should be carried out during the pre-planning and preparatory assistance phase:

#### Box 3.10.2: Pre-planning and preparatory assistance activities

- Development of an initial set of strategic options or assessments on DDR, including the potential role of the UN in supporting DDR
- Provision of DDR technical advice to special envoys, Special Representatives of the Secretary-General or country-level UN staff within the context of peace negotiations or UN mediation
- Secondment of DDR specialists or hiring of DDR consultants to assist during the peace process and provide strategic and policy advice to the UN and relevant national parties at the country level for planning purposes
- Engagement of a UNCT to carry out exploratory DDR assessments and surveys as early as possible
- Mapping of the planning and delivery capacity in-country to support the anticipated DDR programme (including both UN and national institutional capacities)
- Engagement of key donors and other international stakeholders on DDR issues with the aim of defining priorities and methods for information sharing and collaboration
- Early identification of potential key DDR personnel for the integrated DDR unit/team

### 3.2. Phase II: Initial technical assessment and a concept of operations

This phase starts when the UN Security Council requests the UN Secretary-General to present options for possible UN involvement in supporting peacekeeping and peace-building in a given country. The main outcomes of this phase should be an initial technical assessment of the UN role and a concept of operations for submission to the Security Council.

In most cases, DDR will be one component of the multidimensional technical assessment mission appointed by the Secretary-General. The DDR component of the initial

### Box 3.10.3: The DDR component of initial technical assessments

The focus should be on:

- the conditions and requirements for DDR;
- an assessment of the DDR provisions within the peace agreement;
- an assessment of national capacities;
- the identification of options for UN support, including strategic objectives and the UN's operational role;
- the role of DDR within the broader UN peace-building and mission strategy; and
- the role of UN support in relation to that of other national and international stakeholders.

technical assessment should be based on the pre-planning and preparatory assistance assessments that were carried out during Phase I, and closely linked with other inter-agency processes (such as post-conflict needs assessments [PCNAs]) established to assess immediate post-conflict needs.



### Section 5 of OG 2.20 on Post-conflict Stabilization, Peace-building and Recovery Frameworks

Box 3.10.3 identifies key issues that DDR components should focus on.

The findings of the DDR component of the initial technical assessment should form the basis of the report of the Secretary-General to the Security Council and any Security Council resolutions and mission mandates that follow:

- *Report of the Secretary-General to the Security Council:* A recommendation should be included in this report as to whether DDR is appropriate, and whether the UN is well suited to provide support for the DDR programme in the country concerned. If DDR is judged appropriate, and if the UN is to play a role in supporting national DDR efforts, the report may also contain a proposal for the DDR mandate of the peace operation;
- *Security Council resolutions and mission mandates:* The Security Council may assign DDR responsibilities to the UN. This mandate can be either to directly support the national DDR authorities or to implement aspects of the DDR programme. The nature of a DDR mandate, if one is given, may differ from the recommended concept of operations, for political and other reasons.



**Do you need more information on how to carry out a DDR assessment mission to identify a possible UN role? See Annex B in IDDRS 3.10 on Integrated DDR Planning: Processes and Structures.**

In non-peacekeeping contexts, initial technical assessments should be carried out through the HC/RC and the UNCT DDR task force. The findings of the initial technical assessments will be the basis of strategic planning and the preparation of detailed field assessments.

### 3.3. Phase III: Development of a strategy and policy framework (strategic planning)

The inclusion of DDR as a component of the overall UN integrated mission and peace-building support strategy will require the development of initial strategic objectives for the DDR programme, which will guide further planning and programme development. DDR practitioners shall be required to identify five key elements to create this framework:

- the overall strategic goal/objectives of UN engagement in DDR in relation to national priorities;
- the key DDR tasks of the UN;
- the initial organizational and institutional framework;
- the hazards and risks of UN engagement; and
- other national and international stakeholders on DDR, and their respective areas of engagement.

#### Box 3.10.4: Key factors that should guide the development of a strategy and policy framework

The planning process should:

- ensure that this framework adequately reflects country realities and needs with respect to DDR;
- ensure that the framework's development is a joint effort of mission planners;
- involve relevant national counterparts in the framework development, to ensure that UN engagement is consistent with national planning and frameworks; and
- harmonize and integrate the framework with other UN and national planning frameworks, notably with the Department of Peacekeeping Operations (DPKO) results-based budgeting (RBB) frameworks, UN work plans and transitional appeals, and PCNA processes.



**Do you need further guidance on how to develop a strategy and policy framework? See Annex C in IDDRS 3.10 on Integrated DDR Planning: Processes and Structures.**

### 3.4. Phase IV: Development of a programme and operational framework

After establishing strategic objectives and a policy framework for UN support for DDR, the UN should start developing a detailed programmatic and operational framework. The DDR programme and implementation plan provides details on the activities and operational requirements necessary to achieve DDR goals and the strategy identified in the initial planning for DDR.

*The DDR programme and implementation plan should be developed jointly with national actors to ensure a single and common approach, and that it fits in with other national*


recovery frameworks. Moreover, DDR programmes should also provide a common framework for the implementation and management of joint activities among national actors and the UN system. In general, the programme design cycle should consist of three main stages, as Table 3.10.1 shows:

Table 3.10.1: The three stages in the programme design cycle	
I. Carrying out a detailed assessment	<ul style="list-style-type: none"> <li>These assessments build on the initial technical assessment carried out in Phase II, discussed above.</li> <li>They provide a basis for developing the full DDR programme, as well as the implementation and operational plan.</li> </ul>
II. Preparing the DDR programme document	<ul style="list-style-type: none"> <li>The design of a comprehensive UN programme on DDR should be integrated with the design of the national DDR programme. It should also be linked to the design of programmes in other related sectors as part of the overall transition and recovery plan.</li> </ul>
III. Developing an implementation plan	<ul style="list-style-type: none"> <li>Planning instruments should be developed that will aid practitioners (UN, non-UN and national government) to implement the activities and strategies.</li> <li>An implementation plan usually consists of four main elements: implementation methods, a time-frame, a detailed work plan and management arrangements.</li> </ul>

 **OG 3.20 on DDR Programme Design provides guidance on how to carry out detailed assessments, develop DDR programmes and prepare implementation plans.**

### 3.5. Phase V: Continuation planning

Continuation planning is a process of periodic reviews, monitoring and evaluations to measure the performance and impact of the DDR programme during implementation, as well as revisions to programmatic and operational plans to adjust the way in which the programme is being implemented. It is essential that DDR programmes and implementation plans are flexible enough to respond to the many changing circumstances and demands at the country level.

 *A DDR programme does not end with the exit of a peacekeeping mission. The departure of the peacekeeping mission should be planned with the UNCT and national DDR authorities as early as possible to build the necessary financial, logistic and human resource capacity for the longer-term aspects of the DDR programme. These include monitoring and support of longer-term reintegration, small arms control and reduction measures, and long-term justice and security sector reform.*

 **OG 3.50 on Monitoring and Evaluation of DDR Programmes and OG 3.30 on National Institutions for DDR**



## 4. Institutional requirements for planning

The integrated UN approach to DDR in the context of peace operations combines the different experiences, competencies and resources of UN funds, programmes, departments and agencies within a common framework for planning DDR programmes. To ensure this overall integrated approach to planning, the following structures are needed at the Headquarters and country levels.

### 4.1. Planning structures at Headquarters

The integrated mission task force (IMTF) provides a framework within which coordination and planning among various UN entities take place. An IMTF subgroup on DDR should be established within this framework to follow an integrated approach to pre-deployment planning at the Headquarters level. The key planning functions of the DDR subgroup should include:

- the design of integrated staffing structures as far as possible;
- agreement on common lines of authority for DDR planning, operations and implementation;
- the division of responsibilities among the institutions involved;
- an integrated task management system;
- the creation of an overall budget; and
- the inclusion of international ‘standards’ (including IDDRS) and best practices in the plan.

In the pre-deployment phase, the DDR subgroup should also serve as the institutional focal point and link between Headquarters and the country level.

### 4.2. Planning structures at the country level


Table 3.10.2 gives the DDR planning structures that should be established at the country level:

**Table 3.10.2: Country level DDR planning structures and processes**

#### UNCT DDR task force and technical working group

- These are headed by the Deputy Special Representative of the Secretary-General (DSRSG).
- They are established to manage and supervise the integrated approach, including agreed upon resources and staff, to make key strategic decisions, and to liaise with Headquarters bodies and processes.
- Individual members of the UNCT shall be responsible for ensuring that their respective agencies, funds and programmes fulfil the responsibilities defined in the integrated DDR strategy.

<b>Mission DDR steering group within the peace operation</b>	<ul style="list-style-type: none"> <li>■ This is chaired by the DSRSG; members should include the force commander, head of police, chief of civil affairs, chief of political affairs, chief of public information, chief of administration and chief of the DDR unit.</li> <li>■ It is established to facilitate the exchange of information, joint planning and joint operations. The UNCT should retain strategic oversight and responsibility together with the mission for putting the integrated DDR approach into operation.</li> </ul>
<b>Integrated UN DDR unit/team</b>	<ul style="list-style-type: none"> <li>■ This is established to ensure that planning and implementation of the DDR strategy is inclusive, comprehensive and coordinated, within the mission and among partners at the country level.</li> </ul>
<b>Integrated planning, programming and management</b>	<ul style="list-style-type: none"> <li>■ All UN entities should participate in and contribute to comprehensive technical assessments, the design of a programme strategy, the identification of key outputs and results, and the development of integrated management arrangements.</li> <li>■ An integrated and centralized mechanism for reporting on DDR programme results should be established to compile, consolidate and distribute information and monitor results about the activities of all the UN entities involved.</li> </ul>
<b>Joint operations and implementation</b>	<ul style="list-style-type: none"> <li>■ A joint approach to DDR operations and implementation should be adopted by all participating UN entities, involving close coordination on the basis of a common operational work plan.</li> <li>■ Overall authority for coordination and supervision of implementation should be delegated to those UN staff integrated into the DDR programme management structure, while responsibilities for implementation lie with dedicated agency project implementation staff.</li> </ul>

 *Although UN entities have committed themselves to putting the integrated approach to DDR into operation, different administrative and financial procedures, as well as different implementation methods among UN entities, may prevent complete institutional integration. In this case, the goal should be complete integration at the assessment and planning level, resulting in an overarching strategic and policy framework and a joint resource mobilization plan. Implementation by different agencies will be closely coordinated and guided at all times by the strategic and policy framework.*

 **OG 3.42 on Personnel and Staffing for more information on integrated DDR units**

## 5. Summary of key guidance on integrated DDR planning

- ✓ Close coordination between DDR planning and the broader integrated mission planning and design process is vital to put the integrated approach to DDR into operation.

- ✓ DDR planning should start during peace negotiations within the framework of the UNCT and under the overall responsibility of the UN RC/HC.
- ✓ The DDR programme and operational framework should be developed on the basis of assessments jointly undertaken with national actors to ensure a single and common approach, and that the DDR programme fits in with other national recovery frameworks.
- ✓ Planning is a continuous work in progress. It requires frequent revisions of programmes and plans on the basis of monitoring and evaluation to adjust to changing circumstances and improve implementation.

# OG 3.20: DDR Programme Design

## Objectives

This module will:

- ✓ explain how detailed assessments should be planned and implemented;
- ✓ outline the steps necessary for the development of a programme document; and
- ✓ show how to prepare an implementation plan.

## 1. Introduction

An integrated DDR approach requires a common programme and implementation framework. The contributions of all actors involved in DDR need to be defined, organized and sequenced within a results framework of inputs, activities and outputs that together will contribute to the achievement of DDR programme outcomes and goals.

Programme design is an integral part of planning. In peacekeeping contexts, it usually takes place after a mission has been established, and should therefore build on the pre-mission planning that has already taken place. In non-peacekeeping environments, it should build on initial assessments carried out by the UN country team (UNCT) DDR task force.

The participation of a broad range of stakeholders in the design of a DDR programme is vital to its success. Discussion and participation are essential throughout the programme design cycle. Not only the parties to the conflict and national authorities, but also ex-combatants and representatives of receiving communities and civil society should be fully involved at all stages.



### **OG 2.30 on Participants, Beneficiaries and Partners**

In general, the programme design cycle consists of three main stages:

- I. Carrying out a detailed assessment;
- II. Preparing the DDR programme document;
- III. Developing an implementation plan.

## 2. Stage I: Carrying out a detailed assessment

A detailed assessment builds on the assessments that have been carried out in the pre-planning and technical assessment phases of the planning process. When the parties commit themselves to DDR, it is vital to: a) identify DDR needs, vulnerabilities, risks and capacities; and b) cost resource requirements to secure international financial support for DDR.

This detailed assessment of the context in which DDR is to take place should provide a foundation for national and international actors to agree on joint priorities, define their commitments and prepare their activities. It should be carried out through a participatory process of analysis, consultation and negotiation.

The process of detailed assessment helps to:

- verify information gathered during the initial technical assessment mission;
- deepen understanding of key DDR issues and the post-conflict environment;
- verify planning assumptions and define the overall approach of DDR;
- identify key DDR programme objectives and performance indicators;
- identify options for operational support that are both adapted to the country context and sustainable; and
- provide the basic information needed to collect baseline data required for monitoring and evaluation.



**Section 3.2 of OG 3.10 on Integrated DDR Planning: Processes and Structures**

### 2.1. Conflict and security analysis

Agreement on the DDR approach should be based on a holistic analysis of the conflict and security dynamics. A conflict and security analysis will help to:

- clarify the nature and root causes of the conflict and the resulting problems that the DDR programme will have to deal with;
- identify appropriate roles for national and international stakeholders; and
- design conflict-sensitive DDR programmes that avoid unplanned problems and maximize positive contributions.

Often a holistic analysis of the conflict and security dynamics has already been carried out by other agencies, and needs only to be updated and made DDR-specific. Locals with a strong knowledge of the political and social contexts should be involved in this process.



**Do you know how to carry out a DDR-focused conflict and security analysis? See IDDRS 4.30 on Social and Economic Reintegration, Annex C.**

## 2.2. Key components of a detailed assessment

All other aspects of assessment should be based on the overarching conflict and security analysis. To date there is no standard formula for carrying out assessments. However, it is recommended that assessments are carried out in the following areas:<sup>1</sup>

- *Size, organization and deployment of proposed DDR participants:* It is important to have an estimate of the number of participants, including special groups such as women, children, youth and the disabled, how they are organized and where they are located;
- *The availability and distribution of small arms and light weapons (SALW):* It is necessary to estimate the total number of SALW available and their distribution. This information can help with the identification and prioritization of programme participants, and refine incentive schemes to increase SALW collection. It also provides the baseline data necessary for the identification and use of performance indicators to assess the overall effectiveness of the weapons collection or reduction component of a DDR programme;
- *Pre-registration profile survey:* By the time registration takes place, usually during demobilization, it is already too late to begin planning reintegration assistance. A profile of potential participants should therefore be identified before disarmament and demobilization begin to assist in the design of relevant reintegration programmes;
- *Areas of return and resettlement:* An assessment should be made of the economic and social potential of the areas of expected return or resettlement. This assessment should take into account the availability of natural resources, the economic infrastructure (such as access to markets and availability of community services) and the security situation. It should also map local services and institutions;
- *Reintegration opportunities and services:* The design of reintegration programmes will depend on the identification of relevant education, training, employment, micro-grant and other business development opportunities and services in areas of return/resettlement. It is essential to have a clear understanding of what might be available in order to manage the expectations of combatants during the demobilization phase;
- *Institutional and financial capacities for DDR:* It is vital to identify which institutional actors in the country are able to carry out DDR-related activities (public and private institutions, UN agencies, international and local non-governmental organizations [NGOs], donor agencies and civil society actors). It is also important to assess internal and external resources available to assist with DDR and wider reconstruction and recovery.



**Table 4.30.2 of OG 3.20 on DDR Programme Design for more information about detailed assessments for reintegration programmes**



**Do you know which questions to ask when carrying out detailed assessments? The tables in IDDRS 4.30 on Social and Economic Reintegration, sections 5.2, 5.3 and 5.4 identify some of these important questions.**



Do you know how to carry out an assessment of the availability and distribution of SALW? Visit <http://www.seesac.org> for more details.

### 2.3. Key aspects of a detailed, well-planned assessment

Table 3.20.1 shows key activities that DDR practitioners should perform when preparing a detailed assessment for DDR:

Table 3.20.1: Preparing a detailed assessment	
<b>Decision-making, consultation and coordination</b>	<ul style="list-style-type: none"> <li>■ Secure and document clear agreement among national DDR authorities, UN agencies and core donors on the scope of detailed assessment in a memorandum of understanding (MOU).</li> <li>■ Establish a coordination unit within the UN DDR unit/team.</li> </ul>
<b>Purpose, content and process</b>	<ul style="list-style-type: none"> <li>■ Identify the thematic area and objectives (what will we assess?).</li> <li>■ Determine the duration of the assessment (how long will we take to obtain the information?).</li> <li>■ Identify the sources for data collection and geographical coverage (where will we obtain information?).</li> <li>■ Identify the data that is required for future performance indicators.</li> <li>■ Define methods for data collection (how will we obtain information?).</li> <li>■ Choose appropriate analytical tools and techniques (how will we make sense of the information we obtain?).</li> <li>■ Determine how resource requirements and costing will be estimated.</li> <li>■ Compile all the above in detailed terms of reference (TOR).</li> </ul>
<b>Operational requirements</b>	<ul style="list-style-type: none"> <li>■ Decide on who will be in the team (national and local participation is essential, but it is important to avoid local bias).</li> <li>■ Prepare explicit and detailed terms of reference for members.</li> <li>■ Carry out validation workshops.</li> <li>■ Define financial requirements.</li> <li>■ Ensure that results can be integrated into a management information system.</li> </ul>



*Detailed assessments should take all necessary precautions to avoid raising unrealistic expectations among national stakeholders.*

## 2.4. Methodologies for data collection

Data should be collected from as broad a sample as possible, and particular efforts should be made to include women, youth and children in these samples. In an unstable context with unreliable or fragmentary data, multiple sources and techniques should be used so that results can be cross-checked to ensure that they are meaningful.

**Table 3.20.2: Data collection methodologies**

<b>Desk research</b>	<ul style="list-style-type: none"> <li>■ Don't 'reinvent the wheel'! Previous assessment reports, NGO research and the media provide invaluable background data. This should always be the starting point.</li> </ul>
<b>Direct observation</b>	<ul style="list-style-type: none"> <li>■ Several vital types of information can only be collected by direct observation, such as sighting weapons, examining weapons caches and stockpiles, recording information on military installations and forces, investigating weapons markets and other commercial transactions, and recording the effects of small arms.</li> <li>■ Direct observation may also be a useful technique to obtain information about 'hidden' members of armed forces and groups, such as children and women associated with armed forces and groups, abductees and foreign combatants.</li> </ul>
<b>Key informant interviews</b>	<ul style="list-style-type: none"> <li>■ Direct testimonies are vital to obtain information on command structures, numbers and types of combatants, and those associated with armed forces and groups, weaponry, etc. They are also useful in establishing combatants' experiences, expectations and fears in a post-conflict environment. This is essential for designing reintegration programmes.</li> <li>■ This information may not always be reliable, but important qualitative inferences can be drawn from it.</li> </ul>
<b>Focus groups</b>	<ul style="list-style-type: none"> <li>■ Interviews with 6–10 people at the same time are also vital to obtain information, as mentioned above.</li> <li>■ It is particularly useful to collect information from a target group, such as a group of commanders, officers of similar rank, women, children and the disabled. However, the presence of an 'outsider' or 'superior' may prevent participants from contributing.</li> </ul>
<b>Mass-based surveys</b>	<ul style="list-style-type: none"> <li>■ The success or failure of a mass-based survey depends on several factors: the willingness of combatants and civilians to disclose sensitive information; access to affected areas; the design and administration of the questionnaire; and the extent to which the sample used in the survey is inclusive and representative.</li> </ul>



<b>Participatory assessments</b>	<ul style="list-style-type: none"> <li>■ Guided by a facilitator, participants and beneficiaries themselves should identify needs and activities, as well as whether conditions exist or can be created to implement the activities proposed. These are useful to strengthen ownership and participation, and help bypass bias in orientation and analysis.</li> <li>■ Participatory rural assessment (PRA) is a particularly useful methodology when working with illiterate people, and can be adapted for use with different ages and sexes.</li> </ul>
<b>Market research</b>	<ul style="list-style-type: none"> <li>■ Market research can also help gather information on the local economic and employment situation in order to ascertain market opportunities for the demobilized ex-combatants during reintegration. This should include micro-, medium and larger-scale economic enterprises.</li> <li>■ This can help gather information related to small arms demand, including: information on prices and how these have changed over time; the identification of companies and other entities involved in weapons production; procurement; distribution; and details on weapons pipelines.</li> </ul>
<b>Sampling</b>	<ul style="list-style-type: none"> <li>■ The key to making valid assumptions through sampling is to ensure that the population sampled is representative, i.e. has characteristics broadly similar to those of the entire population.</li> <li>■ Sampling is a useful tool for determining the scope, focus and precision of data-collection activities, and should be used together with all of the methods described above.</li> </ul>

 **For information on techniques for analysing results, see section 5.3.7 in IDDRS 3.20 on DDR Programme Design.**

The results of a detailed assessment should be compiled in one final report and used in the preparation of the DDR programme document.

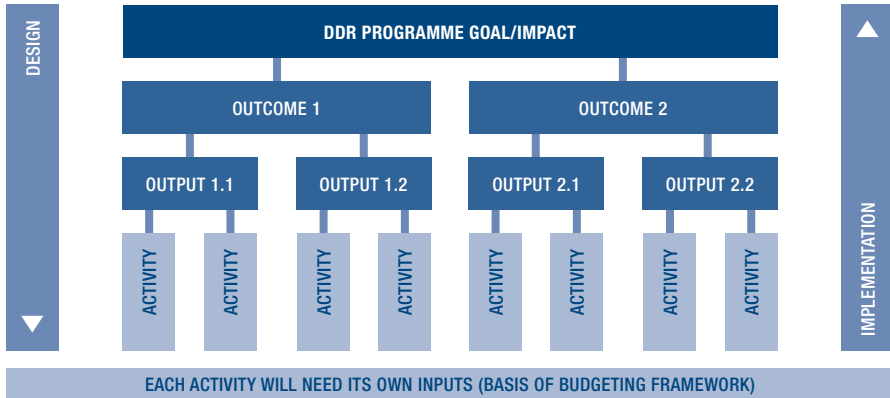
## 3. Stage II: Preparing the DDR programme document

The DDR programme document is the overarching framework, and is used as a blueprint for how the DDR programme will be implemented, and by whom. It is different from an implementation plan, which will provide more detail on various tasks and activities, and will outline a time-line for implementation.

### 3.1. Results-based framework

The first step in preparing the programme document is to develop a results-based framework, i.e. a logical framework that clearly defines how inputs, activities and outputs will produce outcomes, and how each outcome will contribute to the overall programme goal or impact within the time allocated to the programme.

**Figure 3.20.1: The results-based framework**



*Impact* and *outcomes* are what DDR programmes are trying to achieve; *outputs* are what they need to produce to achieve outcomes and impact; and *activities* are what they need to do to produce outputs. Figure 3.20.1 shows the causal link from inputs to impact.



*The monitoring and evaluation framework should be fully developed during programme design, based on the results-based framework. The results-based framework should have a set of measurable indicators covering all aspects from inputs to impact. Once indicators are fully developed, baseline data should be collected in accordance with indicators before the implementation of the programme. This baseline data will allow the carrying out of a proper impact evaluation after the implementation of the DDR programme.*



### OG 3.50 on Monitoring and Evaluation of DDR Programmes

The DDR coordinating bodies, national institutions and/or the UN DDR unit/team should hold a strategic design workshop with key stakeholders to collectively agree on the results-based framework that will underpin the DDR programme. This will contribute to a shared vision, ownership and team-building for all those responsible for DDR at the country level.



### Are you familiar with a results-based framework? See Annexes F and G in IDDRS 3.20 on DDR Programme Design.

When DDR occurs in an integrated peacekeeping context, a peacekeeping results-based budgeting (RBB) framework should be drawn up based on the results-based framework developed for the overall programme for DDR activities. This is a requirement for those activities that will be funded from *mission assessed funds* as part of the overall UN mission planning process.



### Section 2 of OG 3.41 on Finance and Budgeting

### 3.2. The main sections of a DDR programme document


Once the results-based framework has been developed, it will be much easier to draft the programme document.

**Table 3.20.3: The main sections of a DDR programme document**

Component	Description
Context/situation analysis	<ul style="list-style-type: none"> <li>■ The political, social, economic and security context at national and local levels, as well as regional and international levels if necessary</li> <li>■ Provisions for DDR in the peace agreement</li> </ul>
Guiding principles	<ul style="list-style-type: none"> <li>■ Principles that guide the DDR programme</li> </ul>
Programme goal/impact	<ul style="list-style-type: none"> <li>■ Overall long-term result that the DDR programme will work to achieve</li> <li>■ Specific objectives for each DDR component</li> </ul>
Outcomes	<ul style="list-style-type: none"> <li>■ The expected short- and medium-term intended results of the DDR programme</li> </ul>
Outputs and activities	<ul style="list-style-type: none"> <li>■ The products and services that will be directly produced by the DDR programme</li> </ul>
Preconditions	<ul style="list-style-type: none"> <li>■ Factors that should be dealt with in the design of the DDR programme to ensure its effectiveness and viability</li> </ul>
Strategic approach	<ul style="list-style-type: none"> <li>■ How the DDR programme will be implemented to achieve the stated outcomes and impact, including a focus on operational strategies (sequencing and phasing) and key strategic elements: programme scale and scope, participants and beneficiaries, eligibility criteria, the reintegration approach, and monitoring and evaluation</li> </ul>
Components of a DDR programme	<ul style="list-style-type: none"> <li>■ Details on how each programme component, such as disarmament, demobilization, reintegration, awareness-raising/sensitization and capacity development, will be made operational within the programme framework, focusing on the sequencing of activities, operational requirements, logistic requirements, links with other mission and UNCT components, partners, key risks and key positive factors</li> </ul>
Institutional structure (governance and management arrangements)	<ul style="list-style-type: none"> <li>■ What governance and management arrangements will be established to ensure strategic guidance, coordination and partnerships for implementation</li> <li>■ How key stakeholders will be involved throughout the programme</li> <li>■ How resources will be acquired and managed</li> </ul>

Results-based and budgeting frameworks	<ul style="list-style-type: none"> <li>■ The results-based framework clearly defines the hierarchy of impact, outcomes, outputs, activities and inputs with a set of corresponding measurable indicators necessary to achieve the desired programme goal/impact. The budgeting framework includes the costing of DDR requirements and ideally forms an integral part of the results-based framework.</li> </ul>
Detailed implementation and management plans	<ul style="list-style-type: none"> <li>■ Implementation methods, timing, management arrangements and reporting mechanisms</li> <li>■ A work plan, including for monitoring, evaluation and reporting</li> </ul>

 **For more information on each section of the programme document, see section 6 of IDDRS 3.10 on DDR Programme Design.**

 *A number of smaller-scale projects will be developed as part of the DDR programme, each of which will be implemented by different actors as a contribution to the achievement of a particular intended outcome of the DDR programme. It is therefore essential to ensure that each DDR-related project follows the results-based approach and clearly specifies each outcome it aims to contribute, so that monitoring and evaluation can be properly carried out.*

### 3.3. Components of a DDR programme

When designing a DDR programme, it is vital to ensure that each component is clearly defined and that all relevant issues have been dealt with. Table 3.20.4 outlines the issues that should be taken into account when designing a DDR programme:

**Table 3.20.4: Key design issues in each DDR programme component**

DDR component	Key design issues
Disarmament  OG 4.10 on Disarmament	<ul style="list-style-type: none"> <li>■ Establish accurate SALW collection and control targets based on the previous assessments.</li> <li>■ Maximize weapons yields (targeting multiple weapons holders).</li> <li>■ Avoid attaching a monetary value to weapons or ammunition.</li> <li>■ Explore alternative incentives for handing in weapons (e.g. weapons for development [WFD]) outside the military process.</li> <li>■ Ensure effective controls on weapons and ammunition registration, storage, management and destruction.</li> <li>■ Deal with longer-term weapons and ammunition control and reduction issues at both national and local levels (licensing, import/export, trafficking).</li> <li>■ Strengthen national capacities.</li> </ul>

<p>Demobilization</p>  <p>OG 4.20 on Demobilization</p>	<ul style="list-style-type: none"> <li>■ Define the timing and sequencing of the demobilization process.</li> <li>■ Develop eligibility criteria, taking the needs of different groups into account.</li> <li>■ Deal with screening, registration and profiling on the basis of eligibility criteria.</li> <li>■ Deal with the issue of amnesty for crimes.</li> <li>■ Consider cantonment or decentralized processing arrangements.</li> <li>■ Establish the socio-economic profiles of participants.</li> <li>■ Deal with the needs of women and children associated with armed forces and groups, including dependants.</li> <li>■ Consider providing transition assistance (reinsertion).</li> <li>■ Set up information, counselling and referral services.</li> <li>■ Examine repatriation, resettlement and transportation options.</li> </ul>
<p>Reintegration</p>  <p>OG 4.30 on Social and Economic Reintegration</p>	<ul style="list-style-type: none"> <li>■ Determine reintegration opportunities and community absorption capacities.</li> <li>■ Ensure the relevance and sustainability of reintegration programmes by adapting reintegration measures to different contexts and participants' profiles.</li> <li>■ Link reintegration with broader economic recovery and development processes.</li> <li>■ Ensure adequate facilities for vocational/professional training.</li> <li>■ Pay attention to special groups (women and children associated with armed forces and groups, youth, people with disabilities).</li> <li>■ Sensitize communities to and involve them in reintegration.</li> <li>■ Develop 'mixed' reintegration/community development projects.</li> <li>■ Develop mechanisms for monitoring and evaluation.</li> </ul>
<p>Information and sensitization<sup>2</sup></p>  <p>OG 4.60 on Public Information and Strategic Communication in Support of DDR</p>	<ul style="list-style-type: none"> <li>■ Determine requirements for developing a nationwide public information and communication strategy on the objectives of DDR and criteria for entry into the programme.</li> <li>■ Carry out sensitization at local and community levels to encourage support for DDR.</li> <li>■ Use sensitization to transmit key messages on violence and weapons use, advocating non-violent alternatives.</li> </ul>

## Capacity development



OG 3.30 on National Institutions for DDR

- Understand the distinction between national ownership and national capacity for coordination and implementation.
- Define the requirements for ensuring transparency and efficiency in the DDR process.
- Encourage broad national participation (not just of central government) in DDR processes, which is crucial to an equitable and legitimate process.
- Understand the relevance of a credible 'neutral third-party role' for the UN in DDR processes, and its implications for national ownership and capacity requirements.
- Identify the priority capacity development activities, taking into account the transitional (temporary) nature of DDR structures.

## 4. Stage III: Developing an implementation plan

Once the DDR programme document has been prepared, planning instruments should be developed that will aid DDR practitioners (UN, non-UN and national government) to implement the planned activities and strategies. An implementation plan usually consists of the following elements:

- *Implementation methods:* There should be a clear description of how each DDR component will become operational, focusing on the sequencing of activities, operational requirements, logistic requirements, links with other mission and UNCT components, and key risk and positive factors;
- *Timing:* This details the schedule for implementing each DDR activity;
- *Management arrangements:* This details the institutional arrangements established to provide strategic guidance, coordination and implementation of the programme;
- *Reporting mechanisms:* This should include the times when reports should be submitted and information that should be collected, which should include activities, outputs, outcomes and contribution to impact.

A *work plan* should be included in the implementation plan. A work plan is used to guide programme implementation on a day-to-day basis. It is a *living document*, and shall be updated periodically. The work plan shall include a breakdown of all programme activities into tasks, including details of time allocated and resources available (human, material, financial), and the actors responsible for funding, logistic support, staffing, coordination/supervision and implementation.

A monitoring and evaluation work plan should be also included in the implementation plan.



OG 3.50 on Monitoring and Evaluation of DDR Programmes



Would you like to know what a generic (typical) work plan looks like? See Annex I in IDDRS 3.20 on DDR Programme Design.

## 5. Summary of key guidance on DDR programme design

- ✓ The integrated DDR approach requires a common programme and implementation framework devised through the participation of all key stakeholders.
- ✓ Detailed assessments provide the basis for national and international actors to agree on joint priorities, define commitments and prepare activities.
- ✓ A results-based framework that clearly defines how inputs, activities and outputs will contribute to the outcomes and impact that the DDR programme will attempt to achieve is the basis for developing a DDR programme document.
- ✓ An implementation plan is a key management tool, and should include the implementation methods, the timing, the work plan and reporting mechanisms.

# OG 3.30: National Institutions for DDR

## Objectives

This module will:

- ✓ highlight the role of mandates and legal frameworks in the establishment of national DDR institutions;
- ✓ present a generic (typical) model of a national DDR institutional framework;
- ✓ illustrate the importance of coordination between national and international DDR structures and processes; and
- ✓ outline areas for UN support to national institutions during DDR.

## 1. Introduction

National institutions play a central role in ensuring the success and sustainability of DDR programmes. Their structures and functions vary according to the nature of the DDR programme and the political and institutional context in which they are created. Following a commitment by the parties to the conflict to establish an institutional framework for DDR in a peace agreement, national DDR institutions are usually established through national legislation, decrees or executive orders.

These institutions should reflect the security, social and economic dimensions of the DDR process in question by including broad representation across a number of government ministries, civil society organizations and the private sector. In addition, national institutions are usually designed at three different levels:

1. *the policy/strategic level*, through a national commission on DDR (NCDDR);
2. *the planning/technical level*, through the creation of a national technical planning and coordination body; and
3. *the implementation/operational level*, through a joint (national and UN) implementation unit and field/regional offices.

The success and sustainability of a DDR programme also depends on the ability of international expertise to support the national DDR process. A UN strategy in support of DDR shall therefore take into account the existing capacity of national and local actors to develop, manage and implement DDR.



## 2. Mandates and legal frameworks for national engagement with DDR

The mandates and legal frameworks established for national DDR institutions will vary according to the nature of the DDR process, the approach adopted and the division of responsibilities among international and national partners, and the administrative structures of the affected country itself. All stakeholders should agree to the establishment of the mandate and legal framework. The UN plays a vital role in ensuring that all stakeholders are brought into this process, including many who may traditionally be excluded from such decision-making (e.g. women, youth, children, and the disabled or chronically ill).



### OG 2.30 on Participants, Beneficiaries and Partners

#### 2.1. Mandates

The overarching framework for the DDR process included in peace agreements should consist of mandates and basic principles, the strategic approach, institutional mechanisms, time-frames and eligibility criteria. The national and international mandates for DDR shall be coherent (i.e. shall not contradict one another). Box 3.30.1 shows how this coherence can be achieved:

#### Box 3.30.1: Achieving coherence of national and international mandates

- Support international specialists to provide technical advice on DDR to parties during the peace negotiations.
- Incorporate national authorities into inter-agency assessment missions to ensure national policies and strategies are reflected in the Secretary-General's report and Security Council mandates for UN peace operations.
- Discuss national and international roles, responsibilities and functions within the framework of a common DDR plan or programme.
- Provide technical advice to national authorities on the design and development of legal frameworks, institutional mechanisms and national programmes for DDR.
- Establish mechanisms for the joint implementation and coordination of DDR programmes and activities at the policy, planning and operational levels.

#### 2.2. Legal frameworks

In addition to the peace agreement provisions, national authorities should develop legal instruments that establish an appropriate legal framework for DDR. These should include, but are not limited to, the following:

- *a letter of demobilization policy*, which establishes the intent of national authorities to carry out a process of demobilization and reduction of armed forces.

It should indicate the total numbers to be demobilized, how this process will be carried out and under whose authority, and links to other national processes, particularly wider review, reform and restructuring of the security sector; and

- *legislation, decree(s) or executive order(s)* establishing the national institutional framework for planning, implementing, monitoring and evaluating the DDR process.

Legislation, decree(s) or executive order(s) should also establish the NCDDR, the technical planning and coordinating body, the operational mechanisms and the units responsible for financial management. The national DDR programme itself should be formally approved or adopted through legislation, executive order or decree.

### **Box 3.30.2: What are the roles and functions of different national institutions?**

- *Who is represented on the NCDDR and what does it do?* Government ministries, representatives of parties to the peace agreement, representatives of the UN, regional organizations and donors, and representatives of civil society and the private sector are represented on the NCDDR. It provides political coordination and policy direction for the national DDR programme; coordinates all government institutions and international agencies in support of the national DDR programme; ensures coordination of the national DDR programme with other components of the national peace-building and recovery process; ensures oversight of the agencies responsible for the implementation of the national DDR programme; reviews progress reports and financial statements; and approves annual/quarterly work plans.

- *What are the main functions of the national DDR agency?* The national DDR agency designs the DDR programme, plans DDR programme activities and oversees the joint implementation unit (JIU) for DDR programme implementation.

- *How should the JIU be organized?* It may include sections dealing with disarmament and demobilization; reintegration; child protection, youth, gender; cross-border population movements; food aid, health and HIV/AIDS; public information and community sensitization; and monitoring and evaluation.

- *What is the independent financial management unit responsible for?* This unit is responsible for establishing standards and procedures for financial management, contracts and procurement; mobilization and management of national and international funds; reviewing and approving budgets and the establishment of a reporting system; and preparation of financial reports and audits.

- *What are the regional/field offices responsible for?* These offices are responsible for supporting disarmament and demobilization and regional centres; developing regional reintegration strategies; coordinating DDR information and sensitization campaigns in the areas of intervention; establishing information, counselling and referral systems; establishing and maintaining networks and databases of local implementation partners; and establishing management and reporting systems for programme funds.

### 3. Coordination of national and international structures and processes

While the basic functions of national DDR institutions will be similar in most cases, the organization of institutional structures and their relation to international actors will vary a great deal from country to country. Table 3.30.1 describes a *generic* (or typical) model of a national DDR institutional framework. It also shows how the coordination between national and international DDR structures and processes can be improved at the policy, planning and implementation levels.

**Table 3.30.1: Coordination of national and international structures**

Levels	National and international structures, and functions of national institutions	Actions for national and international coordination
1. Policy/strategic level	<ul style="list-style-type: none"> <li>■ An NCDDR (policy body) is the main national body.</li> <li>■ Either the UN Resident Coordinator (RC) (if there is no UN mission) or the Special Representative of the Secretary-General (SRSG) (if there is one) will be responsible for the coordination of international support to the transition process, including DDR.</li> </ul>	<ul style="list-style-type: none"> <li>■ Ensure stakeholder participation in UN assessment and planning.</li> <li>■ Ensure international support for the establishment of an NCDDR.</li> <li>■ Ensure UN coordination of bilateral and multilateral actors.</li> </ul>
2. Planning/technical level	<ul style="list-style-type: none"> <li>■ A national technical planning and coordination agency is the main body.</li> <li>■ The staff of the national DDR agency should include national and international technical specialists.</li> <li>■ An international technical coordination committee provides a forum for coordination and joint planning between national and international partners.</li> <li>■ A project approval committee (PAC) can be established to ensure transparency in the use of donor resources for DDR.</li> </ul>	<ul style="list-style-type: none"> <li>■ Ensure coordination between national DDR programme and programmes of UN mission and agencies.</li> <li>■ Ensure coordination on the technical level and with bilateral partners and NGOs.</li> </ul>

3. Implementation/ operational level	<ul style="list-style-type: none"> <li>■ The JIU is the operational arm of a national DDR agency under the direction of the national coordinator, and is responsible to the NCDDR.</li> <li>■ Regional offices should report directly to the JIU.</li> <li>■ An independent financial management, contracts and procurement unit for the national DDR programme should be established. It is recommended that it be housed within the national DDR institution or entrusted to an international partner.</li> </ul>	<ul style="list-style-type: none"> <li>■ Ensure international and national coordination between the national DDR agency and UN through: (1) the establishment of a JIU with mixed national/international staff; (2) the provision of international technical assistance for implementation; and (3) the coordination of national and international implementing partners.</li> </ul>
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 **Section 6 of IDDRS 3.30 on National Institutions for DDR describes the functions of these institutions in more detail.**

Figure 3.30.1 illustrates links between national and international DDR mechanisms at the policy, planning and implementation levels (see page 83).

 **Annexes B–D in IDDRS 3.30 provide examples of national institutional frameworks from Haiti, Liberia and Sierra Leone.**

National DDR institutions should include broad representation, as Box 3.30.3 shows:

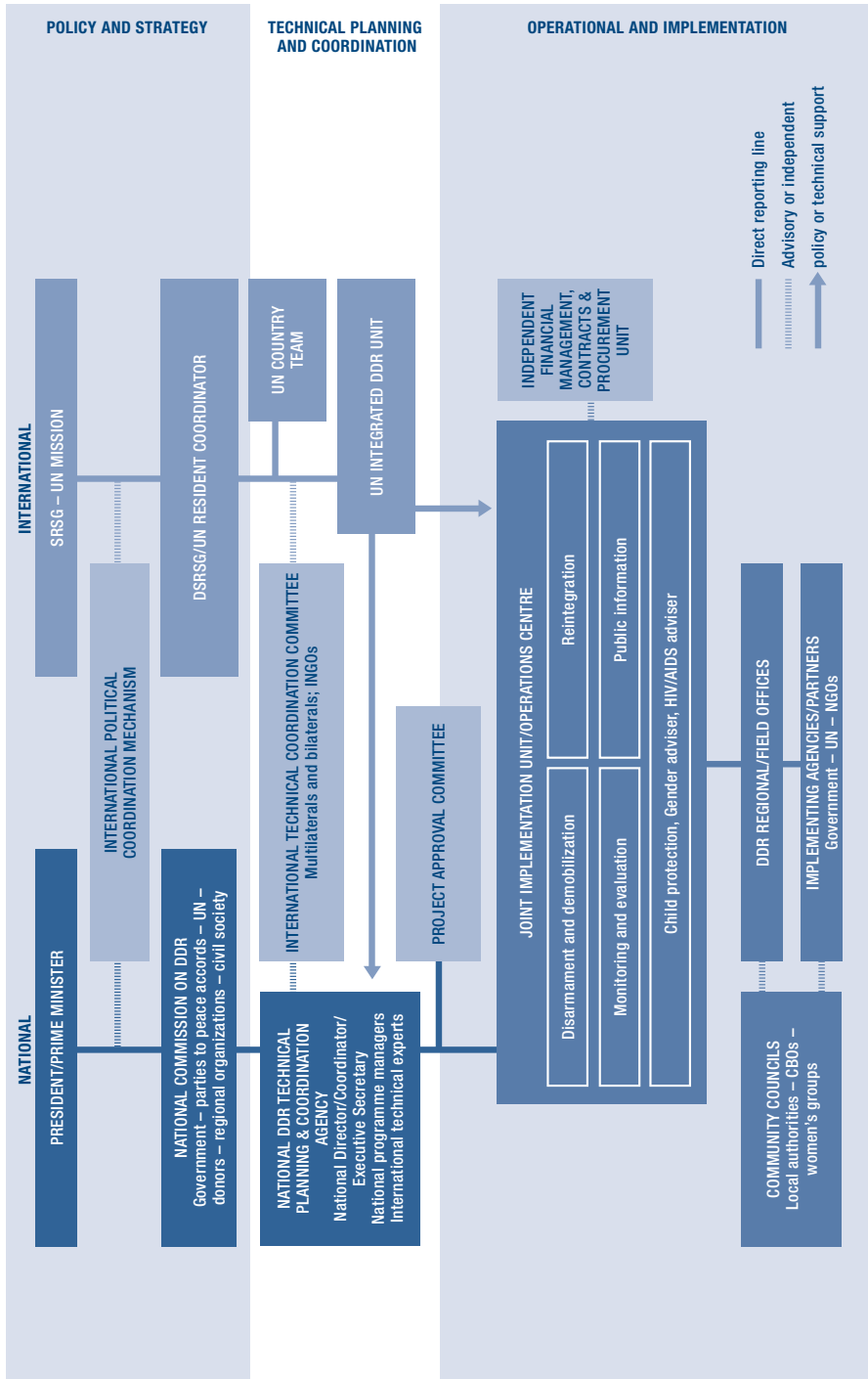
**Box 3.30.3: Representation in national DDR institutions**

National institutions should include broad representation across a number of government ministries. The following are generally represented at the level of policy and planning of national DDR institutions:

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

As well as representation of the various agencies and ministries of government, it is essential to include representatives of civil society and the private sector in DDR policy and strategic coordination mechanisms. In the cases of informal armed groups, some means of ensuring their representation in line with peace agreements should be decided on.

Figure 3.30.1: Model for a national DDR institutional framework



## 4. Areas of UN Support

The UN recognizes that genuine, effective and broad national ownership of the DDR process is important for the successful implementation of the disarmament and demobilization process, and that it is vital for the sustainability of ex-combatant reintegration. The UN should encourage and support genuine, effective and broad national ownership in all phases of the DDR programme wherever possible.



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

UN support to national efforts is provided in the areas shown in Table 3.30.2:

<b>Political/strategic</b>	<ul style="list-style-type: none"> <li>■ Providing an assessment of the dynamics of both the conflict and post-conflict period.</li> </ul>
<b>Institutional capacity development</b>	<ul style="list-style-type: none"> <li>■ Providing technical assistance, establishing partnership arrangements with national institutions, and providing training and capacity-building to local implementing partners.</li> </ul>
<b>Establishment of legal frameworks</b>	<ul style="list-style-type: none"> <li>■ Providing international expertise to support the elaboration of legal frameworks for DDR and related processes of SSR and small arms and light weapons (SALW) control.</li> </ul>
<b>Technical assistance</b>	<ul style="list-style-type: none"> <li>■ Providing direct support to the development of national DDR policy and programmes. This assistance should include partnership or mentoring arrangements that allow for knowledge and skills transfers to national staff.</li> </ul>
<b>Implementation/financial management</b>	<ul style="list-style-type: none"> <li>■ The UN system may be called upon, either by the Security Council or national authorities, to provide direct support for the implementation of certain DDR programme components. A memorandum of understanding (MOU) should be established between the UN and national authorities that defines the precise areas of responsibility, mechanisms for coordination with local partners and clear reporting responsibilities.</li> </ul>
<b>Material/logistic support</b>	<ul style="list-style-type: none"> <li>■ Providing material and logistic support to national DDR institutions and implementing agencies, particularly in the areas of: information and communications technology and equipment; transportation; rehabilitation; design and management of DDR sites, transit centres and other facilities; establishment of information management and referral systems; and procurement of basic goods for transitional assistance.</li> </ul>

<b>Training programmes for national staff</b>	<ul style="list-style-type: none"> <li>■ Capacity development through the provision of training. There are a number of different training methodologies, including the provision of courses or seminars, training of trainers, on-the-job or continuous training, and exchanges with specialists from other national DDR institutions.</li> </ul>
<b>Local capacity development and community empowerment</b>	<ul style="list-style-type: none"> <li>■ In order to build local ownership, international agencies can help to build local capacities for participation in assessment and planning processes, project and financial management, reporting and evaluation.</li> </ul>

## 5. Summary of key guidance on national institutions for DDR

- ✓ National DDR institutions should encourage and support accountability and transparency to help build confidence among the parties and ensure continued financial and technical support from international actors.
- ✓ National and international mandates for DDR should be coherent, and a clear division of labour should be established.
- ✓ Coordination between national and international DDR structures and processes should be ensured at the policy, planning and operational levels.

# OG 3.40: Mission and Programme Support for DDR

## Objectives

This module will:

- ✓ outline the central components of DDR support requirements, i.e. equipment and services, finance and budgeting, and personnel;
- ✓ explain how to obtain effective logistic support (equipment and services) from a peacekeeping mission; and
- ✓ outline the management structure, and the planning and delivery of logistic support in a peacekeeping mission.

## 1. Introduction

The success of a DDR programme depends to a large extent on the administrative, logistic and financial support it receives from the peacekeeping mission; UN agencies, funds and programmes; and other partners. DDR managers should be aware of the different support capabilities of all actors involved, both within and outside the peacekeeping mission, to draw on the most appropriate support and therefore to be able to implement the DDR programme as effectively as possible.

## 2. DDR support requirements

DDR programmes require three main types of support:

1. equipment, services and other logistic support;
2. finance and budgeting; and
3. personnel and staffing.

### 2.1. Equipment, services and other logistic support

Requirements in terms of equipments and services will vary. Below is a general list of equipment and services that are most often required by DDR programmes:



- Living accommodation
- Working accommodation
- Communications
- Information technology
- Medical services capable of responding to different needs
- Air transport
- Fuel
- Management information software, identity card machines
- Camp construction material, including outsourcing of construction and management
- Office furniture
- Movement control
- Water
- General services such as janitorial, waste disposal, etc.
- Weapons destruction equipment
- Fire prevention and precautions, and fire-fighting equipment
- Office equipment and supplies
- Surface transport
- Food rations, food preparation and supply arrangements
- Security

## 2.2. Finance and budgeting

DDR programmes in a peacekeeping context are funded from a combination of the peacekeeping assessed budget and voluntary contributions. Voluntary contributions could come from UN-managed trust funds, World Bank trust funds and direct bilateral support.



### OG 3.41 on Finance and Budgeting

## 2.3. Personnel and staffing

A central pillar of the UN integrated approach to DDR is the establishment of a single integrated DDR unit/team, which makes joint planning much easier.



### OG 3.42 on Personnel and Staffing

## 3. Logistic support in a peacekeeping mission<sup>1</sup>

The peacekeeping mission can provide logistic support to DDR programmes for civilian staffing, financing and a range of equipment and services, such as transportation, medical services and information technology.

Mission logistic support is made available to all mandated programmes, and not only to DDR programmes. (DDR is only one component of a multidimensional peacekeeping mission.) The delivery of the equipment and services requested by the peacekeeping mission depends on the quality of information provided to logistics planners by DDR managers. Information should be complete and provided well ahead of time, and, if possible, accompanied by the DDR programme implementation plan. DDR managers must also be aware of long lead times for

equipment and services, which affect when the latter will become available, as procurement tends to be a slow process.

DDR programme managers therefore need to:

- indicate clearly the logistics requirements that fall under the direct managerial or financial scope of the peacekeeping mission and the Department of Peacekeeping Operations (DPKO);
- submit logistic requirements to the Division of Administration and/or Joint Logistics Operations Centre (JLOC) as early as possible to ensure timely logistic support;
- attempt to get all logistic requirements funded out of the regular mission budget, and where this is not possible, begin contingency planning for logistic requirements out of voluntary contributions; and
- identify a (small) number of priority equipment and services that could be funded from voluntary contributions (which can often be procured locally with shorter lead times) on a reimbursable basis.

Table 3.40.1 provides guidance on three vital aspects of logistics planning:

- what logistic requirements to take into consideration when planning;
- what to include in the layout of cantonments sites, where applicable; and
- which logistic materials will require the longest lead times to procure:

**Table 3.40.1: Guidance on logistics planning for DDR**

Information needed	
	<ul style="list-style-type: none"> <li>■ Estimated total number of ex-combatants, broken down according to sex, age, disability or illness, parties/groups and locations/sectors</li> <li>■ Estimated total number of weapons, broken down according to type of weapon, ammunition, explosives</li> <li>■ Time-line of the programme showing start/completion of activities</li> <li>■ Allocation of resources, materials and services included in the assessed budget</li> <li>■ Names of participating UN entities, non-governmental organizations (NGOs) and other implementing partners, along with their focal points and telephone numbers/email addresses</li> <li>■ Coordination mechanisms where JLOC participation is required</li> <li>■ Office premises, office furniture, office equipment and related services required – with locations</li> <li>■ Ground transport requirements – types and quantities</li> <li>■ Air transport requirements</li> </ul>

	<ul style="list-style-type: none"> <li>■ Communications requirements, including identity card machines</li> <li>■ Number and location of various DDR sites, camps, cantonments and other facilities</li> </ul>	
<b>Layout of each cantonment site, DDR office or registration site with specifications</b>	<ul style="list-style-type: none"> <li>■ Management structure with designations and responsibilities of officials</li> <li>■ Number and type of combatants and their sex and age</li> <li>■ Number and type of all categories of staff, including NGO staff</li> <li>■ Nature of activities to be carried out in the site, and special requirements for rations storage and distribution of insertion benefits</li> <li>■ Security considerations and requirements</li> <li>■ Preferred type of construction</li> <li>■ Services/amenities to be provided by NGOs</li> <li>■ Camp services to be provided by the mission, as well as any other specific requirements</li> <li>■ Dietary restrictions/considerations</li> <li>■ Fire-fighting equipment</li> <li>■ Camp evacuation standard operating procedures (SOPs)</li> <li>■ Policy on employment of ex-combatants as labourers in camp construction</li> </ul>	
<b>Items with long lead times</b>	<ul style="list-style-type: none"> <li>■ Prefabricated buildings: 30–90 days</li> <li>■ Telephone PABX: 45–60 days</li> <li>■ Generating sets: 60 days</li> <li>■ Refrigerators: 60 days</li> <li>■ Desktop computers: 60 days</li> <li>■ Material handling equipment: 60–120 days</li> <li>■ Satellite earth station: 60–125 days</li> </ul>	<ul style="list-style-type: none"> <li>■ Fuel pump (150 litre): 90 days</li> <li>■ Fuel bladder (6,000 gallon): 90 days</li> <li>■ Light vehicles: 90–140 days</li> <li>■ Mobile deployment telecom system (MDTS): 120 days</li> <li>■ 4x4 vehicles: 120 days</li> <li>■ Fuel management equipment: 120 days</li> <li>■ Logistic support vehicles: 120–360 days</li> </ul>

The range of equipment and services provided to a programme or activity will normally come from a combination of UN civilian, commercial and military sources. Each of these sources has its advantages and disadvantages, as shown in Box 3.40.1:

### Box 3.40.1: Options for the provision of logistic support for DDR

- *UN mission support* operates in all but the most hostile environments, and easily adjusts to programme-specific requirements. However, it takes time to assemble the required personnel and equipment, and to establish the necessary structures to deliver equipment and services.
- *Commercial support* comes fully staffed and equipped, but it cannot always be relied on in hostile environments, and it takes time to put the appropriate contractual arrangements in place.
- *Military support* can operate in the most hostile environments, and (depending on the troop-contributing country) can be mobilized quickly, fully staffed and equipped. However, military support can be expensive, and lacks continuity, as personnel need to be rotated every 6–12 months.

## 4. Mission management structure

DDR managers should also understand the mission management structure, and how the planning and delivery of logistic support takes place within this structure in a peacekeeping mission. The integrated DDR unit/team has to deal with the mission management structure when the DDR programme is managed directly by DPKO or funded from the regular mission budget. Table 3.40.2 outlines the structures that are responsible for logistic support within a peacekeeping mission, and their roles:

**Table 3.40.2: Key support management structures and processes**

Structure	Description	Role
Chief administrative officer or director of administration within the Division of Administration	Financially accountable for the assessed budget	<ul style="list-style-type: none"><li>■ Is responsible for the provision of all administrative and logistic support to all mission components</li><li>■ Translates priorities of senior mission management into plans, resource allocations, tasks, and coordination and monitoring arrangements</li></ul>
Integrated support services (ISS)	Joint civilian–military structure	<ul style="list-style-type: none"><li>■ Reviews and prioritizes all requests for logistic support in accordance with the mission's objectives and priorities</li><li>■ Allocates the most suitable civilian, commercial or military support resources to meet requirements in an effective and efficient way</li></ul>
Joint Logistics Operations Centre (JLOC)	Point of contact for coordination of logistics issues with non-DPKO actors	<ul style="list-style-type: none"><li>■ Handles day-to-day planning, analysis, coordination and tasking of all requests for logistic support</li></ul>

The DDR management team should provide JLOC with the DDR operational plan, which should include information on: physical resources (space, supplies, equipment); human resources (international, national, local, UN volunteers [UNVs]); services; supplies; partnerships with implementing partners; and time-lines.

## 5. Summary of key guidance on mission and programme support for DDR

- ✓ DDR practitioners should draw flexibly on support provided by the range of actors involved in DDR.
- ✓ DDR practitioners should provide complete and accurate information to logistics planners on equipment and services, personnel, and budget requirements needed for the DDR programme.
- ✓ DDR practitioners should be aware of and build into planning estimates the lead times for the acquisition of equipment to ensure that it is available when required.

# OG 3.41: Finance and Budgeting

## Objectives

This module will:

- ✓ provide an overview of results-based budgeting and the costing of DDR requirements;
- ✓ explain key aspects of resource mobilization for DDR; and
- ✓ offer guidance on financial management for DDR.

## 1. Introduction

Early, adequate and sustainable funding, and effective and transparent financial management structures are vital to the success of DDR programmes. Funding and financial management should be combined with cost-efficient and effective strategies. Strategies containing poorly conceived eligibility criteria, an exclusive focus on individual combatants, up-front cash incentives and weapons buy-back schemes are a financial drain and do not lead necessarily to sustainable DDR.

DDR practitioners should be familiar with results-based budgeting and the costing of DDR requirements. They should also know how to mobilize resources from a range of sources. In the context of UN peacekeeping operations, they should become familiar with the peacekeeping assessed budget, as it is a predictable and reliable source of funding. Finally, DDR practitioners should be aware of the financial management structures that can be created to manage the use of funds that will be received.



*Programme managers should be aware that the following problems have in the past been encountered when securing funds for DDR programmes:*


- *Funding gap: Most programmes experience a gap of about a year from the time funds are pledged at a donors' conference to the time they are received. Payments may be further delayed if there is lack of donor confidence in the peace process or in the implementation of the peace agreement;*
- *Late submissions: The peacekeeping assessed budget is a predictable and reliable source of funding. However, late submission of requests for funding may delay disbursements. Moreover, a lack of knowledge about what can or cannot be financed may cause problems with funding. Reintegration in particular cannot be financed through this source, but only through voluntary contributions;*
- *Poor planning: In the past, poorly planned and synchronized resource mobilization activities, combined with unnecessary duplication of administrative structures, led to confusion among DDR planners and implementers, decreased donor confidence and made donors unwilling to contribute the required funds.*

## 2. Results-based budgeting

The costing of DDR requirements should be included in a single budgeting framework, the results-based budgeting (RBB) framework, which ideally forms an integral part of the results-based framework.

RBB is an essential tool of results-based management that helps shift the focus from output accounting to results-based accountability. It ensures that inputs identified in the budget will actually contribute to the results (outcomes and impact) identified in the overall results-based framework of the DDR programme.

 **Do you know how to create an RBB framework? See Annex D.1 in IDDRS 3.41 on Finance and Budgeting.**

 **Do you want to see what results-based frameworks/RBB frameworks for DDR look like? Annex B.1 in IDDRS 3.41 on Finance and Budgeting contains the results-based framework prepared for Liberia, while Annexes B.2 and D.2 show the RBB framework used in Sudan.**

### Box 3.41.1: Key guidance for developing DDR programme budgets

- DDR programme requirements should be accurately costed during the assessment/programme design phase. In the absence of concrete information, the UN shall make the assumptions/estimates needed. The planning and budgetary process shall take into account realistic worst-case scenarios, and build in sufficient financial flexibility to deal with contingencies.
- The costing of DDR activities should be carried out within a single results-based framework. This framework should be coherent with and linked to other funding frameworks (Consolidated Appeals Process [CAP], joint assessment missions [JAMs], post-conflict needs assessment [PCNA] processes).
- The budgeting process for funding DDR requirements should be based on a clear understanding of the division between national and international implementation responsibilities, and should be closely coordinated with the development and funding of the national DDR framework.
- A donor group should be established during the programme development phase to ensure donor involvement.
- The identification of funding requirements, sources and methods should be integrated with broader post-conflict recovery strategy and funding frameworks.

 **Section 7 of IDDRS 3.41 on Finance and Budgeting explains the typical process used within the UN for developing the overall budget for a peace-keeping mission for submission to the General Assembly.**

## 3. Resource mobilization (getting funding)

A key element of the resource mobilization strategy is to draw on different donors and funding sources, depending on the DDR requirements they can fund at different phases in the DDR programme cycle.

### 3.1. Funding sources

Funding for DDR usually comes from six main sources:

1. rapid response funds;
2. the peacekeeping assessed budget of the UN;
3. voluntary contributions from donors;
4. in-kind contributions from UN agencies, programmes and funds;
5. World Bank grants and loans; and
6. post-conflict government contributions.

#### 1. *Rapid response funds*

Rapid response funds are particularly useful in the initial planning and launch phase of DDR programmes, because of their immediate availability, quick disbursement and flexibility. Such funds provide up-front capacities and resources to finance all those activities that cannot wait for voluntary donor contributions, which are usually dependent on lengthier procedures for authorization and disbursement.

The following are examples of rapid response funds:

- the United Nations Development Programme (UNDP) Conflict Prevention and Recovery Thematic Trust Fund (CPR/TTF) and ‘TRAC 1.1.3’ funds;
- the European Commission Rapid Reaction Mechanism; and
- the World Bank Post-Conflict Fund.



**See section 9 of IDDRS 3.41 on Finance and Budgeting for more detailed information on rapid response funds.**

#### 2. *The peacekeeping assessed budget of the UN*

The peacekeeping assessed budget is normally established for one year. Based on the note of the Secretary-General on DDR definitions (A/C.5/59/31) adopted in May 2005 and General Assembly resolution A/RES/59/296, the following disarmament and demobilization requirements may be funded by the peacekeeping assessed budget:

- personnel costs (international and local staff members, consultants, etc.);
- equipment for disarmament and demobilization sites;
- infrastructure and logistics;
- operational costs (logistics and limited programme implementation costs);
- transportation (air and ground);
- rations (food supply);



- civilian clothing and other non-food items;
- small arms and light weapons (SALW) control projects;
- DDR training;
- quick-impact projects;
- information and sensitization activities in support of the DDR programme; and
- reinsertion support for demobilized combatants for up to one year after disarmament.

### *3. Voluntary donor contributions*

Voluntary contributions from UN Member States are the main source of funding for DDR programmes, as they can be used to fund all DDR requirements, including reintegration activities that cannot be funded from the UN peacekeeping assessed budget. These contributions can originate from various sources, including foreign affairs and defence ministries, but mainly from overseas development assistance (ODA).<sup>1</sup>

### *4. In-kind contributions from UN agencies, programmes and funds*


Certain UN agencies might be in a position to provide in-kind contributions for some activities in a DDR programme. These could include, for instance, the provision of food assistance to ex-combatants during cantonment or while being received by mobile teams or in DDR offices, supplies and equipment for medical health screening, or HIV/AIDS sensitization and counselling. The availability and provision of these contributions should be discussed, identified and agreed upon during the planning and programme design phase.

### *5. World Bank grants and loans*

The World Bank also provides grants and loans to national governments in support of DDR. In addition, it manages a regional DDR programme for the Greater Lakes region in Central Africa – the Multi-Country Demobilization and Reintegration Programme (MDRP).

### *6. Post-conflict government contributions*

Post-conflict governments also contribute towards the cost of national DDR programmes, given their importance as a national priority. These contributions play a key role in establishing and making operational national DDR institutions and programmes, and help to generate a sense of ownership of the DDR process. However, these funds are not generally used to finance UN-implemented activities and operations.

 **Annex E in IDDRS 3.41 illustrates how different sources and kinds of funds may be combined to finance DDR requirements within a four-year implementation period.**

### 3.2. Fund-raising mechanisms

After a DDR programme manager is clear on which funding source can be used, the next step is to consider which fund-raising mechanisms to use in order to mobilize resources.

**Table 3.41.1: Fund-raising mechanisms generally used to mobilize resources for DDR programmes**

<p><b>Consolidated Appeals Process (CAP)</b></p>	<ul style="list-style-type: none"> <li>■ CAP is the common, inter-agency planning, coordination and resource mobilization mechanism for the humanitarian response to a crisis, managed by the UN Office for the Coordination of Humanitarian Affairs (OCHA).</li> <li>■ CAP is often developed and financed during the crisis period or immediately following the end of hostilities, providing a limited means to obtain up-front funds for DDR <i>before the main disbursement of voluntary contributions</i>.</li> <li>■ Funding is agency specific.</li> <li>■ Demobilization and reinsertion activities could be included in this framework.</li> <li>■ It should be clear that projects support or are linked to humanitarian objectives and institutions.</li> </ul>
<p><b>Transitional appeals</b></p>	<ul style="list-style-type: none"> <li>■ Transitional appeals are developed in post-conflict countries where a PCNA has not been carried out.</li> <li>■ Transitional appeals focus on both humanitarian and immediate post-conflict needs, including transition gaps linked to longer-term requirement for sustainable peace and development.</li> <li>■ Government is given a larger role in design and implementation.</li> <li>■ Transitional appeals are more rapid and flexible than a full-blown donor conference based on a PCNA.</li> </ul>
<p><b>Post-conflict needs assessment (PCNA) and international donor conferences</b></p>	<ul style="list-style-type: none"> <li>■ The PCNA is a development-oriented process led by national authorities and supported by the international community.</li> <li>■ The aim of the PCNA is to shape the short-term (12–24 months) and potentially medium-term (24–60 months) recovery priorities, as well as define their financial implications on the basis of a long-term (5–10 years) goal.</li> <li>■ International donor conferences are organized by the UN and World Bank, and are based on the PCNA document. At this conference, individual donors make their pledges of funds.</li> </ul>

## 4. Financial management structure

A single financial management structure should be established to manage DDR funds. This structure should draw on the national DDR institutions that will be established. The structure should include an independent financial management unit, which may be housed within the national DDR institution or entrusted to an international partner.

### Box 3.41.2: Financial functions of the national DDR institutions (DDR funding structure)

- *The national commission on DDR* provides overall strategic guidance on DDR financing, ensures coherence with DDR strategy and ensures coordination among key bilateral and multi-lateral stakeholders.
- *A national/international technical planning and coordination agency* ensures coordination on the technical level with bilateral partners and non-governmental organizations (NGOs), monitors the coherence of activities and funding, and ensures programmes are coordinated with broader frameworks and processes (e.g. recovery and security sector reform [SSR]), provides general technical advice, carries out technical reviews of funding proposals and eligibility, and provides recommendations on funding suitability.
- *A project approval committee* examines and approves eligible funding proposals submitted to the DDR funding facilities, and provides strategic guidance on the use of funds in line with national priorities.
- *An independent financial management unit* supports the work of the above committee through administrative and secretarial responsibilities, and ensures adequate reporting. In certain cases, the secretariat may also be tasked with financial services, e.g. procurement and contracting.

To ensure that the DDR funding structure reflects the overall strategic direction and substantive content of the integrated DDR programme, DDR planning and programme officers should participate at all levels of the fund management structure, and common information management systems should be used. Changes to programme strategy should be immediately reflected in the way in which the funding structure is organized, and approved by the key stakeholders involved.

### 4.1. Fund allocation criteria

Funds should be allocated on the basis of a set of criteria dealing with programme goals/impact, outcomes, outputs, activities and inputs, which will be used by the technical and project appraisal committees in the review of funding submissions by UN agencies and other implementing partners. Criteria may vary depending on the funding mechanism, but generic (typical) categories of criteria can include:

- links to the general thematic sector and/or programme objectives;
- the capacity and demonstrated results of the organization submitting the proposal;
- the strength of the technical proposal;

- the cost-efficiency of the proposal;
- the involvement of national and local stakeholders; and
- the results that can be achieved.

## 4.2. Monitoring and reporting

To avoid duplication and overlap in monitoring and reporting, the members of secretariat should maintain close links with the monitoring and evaluation staff of the integrated DDR unit/ team, and use the same methodologies, frameworks and mechanisms as much as possible.



*DDR programmes shall establish rigorous oversight mechanisms to ensure a high degree of accuracy in monitoring, evaluation, transparency and accountability. The use of funds must conform to both UN financial rules and regulations and those of donors.*

## 4.3. Linking parallel funding mechanisms

Given the complexity and scope of DDR interventions and the range of stakeholders involved, parallel initiatives (i.e. initiatives running at the same time), both UN and non-UN, are inevitable. Links shall be created among these initiatives to ensure that they do not duplicate efforts or otherwise affect overall coherence.

Normal parallel funding mechanisms include the following:

- *Mission financing:* Although the UN peacekeeping mission is a vital component of the overall UN integrated structure for DDR, its main funding mechanism (assessed contributions) is managed directly by the mission itself in coordination with Department of Peacekeeping Operations (DPKO) Headquarters, and cannot be integrated fully into the DDR funding facility. Therefore, it should be considered a parallel funding mechanism, even though the way in which funds are used and managed can be decided by the DDR funding facility;
- *Parallel agency funds:* Certain agencies might have programmes that could support DDR activities (e.g. food aid for ex-combatants as part of a broader food aid programme), including DDR projects that fall outside the overall integrated programme framework;
- *Bilateral assistance funds:* Some donors, particularly those whose bilateral aid agencies are active on post-conflict and/or DDR issues, might choose to finance programmes that are parallel to integrated efforts, and are directly implemented by national or subnational partners. In this context, it is important to ensure that these donors are active participants in DDR and respective funding facility structures.

## 4.4. Fund management mechanisms

Even when a single financial management structure is established, it may be necessary to deal with multiple fund management mechanisms, particularly if funds

are coming from many sources. Table 3.41.2 highlights several mechanisms for managing funds:

Table 3.41.2: Fund management mechanisms	
<b>Pooled funding</b>	<ul style="list-style-type: none"> <li>■ Participating UN organizations pool funds together within one UN organization, chosen jointly by the coordination committee of the DDR financial management structure.</li> <li>■ The chosen UN organization assumes responsibility for administering the funds, and is known as the administrative agent (AA), supporting partners authorized to manage and implement the joint programme of activities.</li> <li>■ This fund management option is the most effective and efficient when participating UN organizations work for common results with a common national or subnational partner.</li> </ul>
<b>Pass-through funding</b>	<ul style="list-style-type: none"> <li>■ This takes place when donors and participating UN agencies, funds and programmes agree to channel funds through one of the participating UN agencies, funds or programmes (which becomes the AA).</li> <li>■ The AA should be jointly selected by the DDR coordination committee. Programmatic and financial accountability should rest with the participating UN agencies, funds and programmes and (sub)national partners that are managing their respective components of the joint programme.</li> <li>■ This approach has the advantage of allowing DDR funding on the basis of an agreed-upon division of labour within the UN system.</li> </ul>
<b>Cost-sharing</b>	<ul style="list-style-type: none"> <li>■ This is a method for sharing the costs of a <i>specific</i> project or set of activities (as opposed to a more open-ended method such as a trust fund) between two or more entities.</li> <li>■ It should be used exclusively for: specialized projects not foreseen in the initial programme document; smaller projects for implementation before the establishment of the main funding mechanisms; funding with special arrangements; and projects that serve as a bridge to other processes and programmes.</li> <li>■ Its use should be governed by the DDR technical planning and coordination agency and the applicable common criteria, procedures and reporting requirements.</li> </ul>
<b>Trust funds</b>	<ul style="list-style-type: none"> <li>■ A trust fund is a mechanism used to receive and manage donor funds for a broad thematic area, as opposed to a specific project. It is established as a separate accounting entity with a designated trust fund manager (an AA in this case), as well as a governance structure that decides on the allocation of received funding, and is responsible for monitoring and evaluating how funds have been used.</li> <li>■ Trust funds allow for unified donor coordination and funding structures in order to avoid funding gaps, duplication and policy inconsistency. They also create transparency and accountability.</li> </ul>

## 5. Summary of key guidance on finance and budgeting for DDR

- ✓ The funding strategy, structure and mechanisms of a DDR programme should be integrated. DDR managers should avoid duplication and overlapping in the DDR process, not only to improve the cost-effectiveness of DDR programmes, but also to improve their coherence.
- ✓ Securing funding for DDR programmes is a vital task, as donors sometimes withhold funding until there is enough confidence in the peace process. In this context, DDR programmes cannot afford the slow arrival of funding resulting from late submissions and poor planning.
- ✓ To improve planning, DDR managers should have a clear understanding of funding sources and fund-raising mechanisms so as to be able to draw on them, depending on the type of DDR requirements and timing that will be needed.
- ✓ DDR programmes should have a single financial management structure to manage DDR funds. Oversight mechanisms should be established to ensure efficiency, transparency and accountability in the allocation and use of funds.

# OG 3.42: Personnel and Staffing

## Objectives

This module will:

- ✓ provide an overview of the integrated DDR unit/team in a peacekeeping mission;
- ✓ provide information for recruiting and deploying personnel for the integrated DDR unit/team; and
- ✓ show how to create a staff induction plan for integrated DDR unit personnel.

## 1. Introduction

The implementation of the integrated DDR approach can be improved through the establishment of integrated DDR teams staffed jointly by personnel of the UN Department of Peacekeeping Operations (DPKO), the United Nations Development Programme (UNDP) and other UN agencies, funds and programmes. These integrated DDR teams are organized under the integrated DDR unit.

However, integration, especially at the country level, is still limited by administrative, managerial, budgetary and operational obstacles. UN departments, agencies, funds and programmes still have to build an organizational culture that accepts integrated DDR programmes and units. The UN Inter-Agency Working Group secretariat and members continue to look into ways of overcoming these obstacles. *Where complete administrative integration is impossible, the goal should be to achieve compete integration at the planning and programme design levels.*

 **OG 3.10 on Integrated DDR Planning: Processes and Structures and OG 3.20 on DDR Programme Design**

## 2. The aim of the integrated DDR unit

The aim of establishing an integrated DDR unit is to ensure joint planning and coordination to bring about effective and efficient implementation. The integrated DDR unit also employs the particular skills and expertise of the different UN agencies, funds and programmes to ensure flexibility and responsiveness within the DDR programme, which gives it a greater chance of success.

## 3. Guidelines for establishing the integrated DDR unit

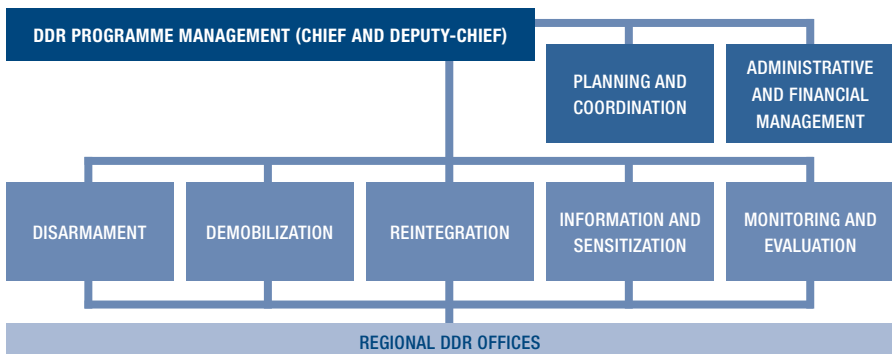
The following guidelines shall apply to the establishment of the integrated DDR unit:

- *Joint management of the DDR unit:* The chief of the DDR unit shall hold a peacekeeping mission post and be funded from the assessed budget. The deputy chief of the integrated DDR unit shall be seconded from UNDP, although the peacekeeping mission will provide him/her with administrative and logistic support for him/her to perform his/her function as deputy chief of DDR;
- *Administrative and finance cell from UNDP:* UNDP shall second a small administrative and finance cell from its country office to support programme delivery aspects of the DDR component. The principles of secondment used for the deputy chief of the DDR unit shall apply;
- *Secondment of staff from other UN entities:* Secondment ensures the active engagement and participation of UN agencies in strategic policy decisions and coordination of UN DDR activities. The integration of UN agency staff in this structure is essential, and they should be based at the same location. Decisions on secondment shall be made at the earliest stages of planning to ensure that the proper budgetary support is available;
- *Project support units (PSUs) should be established:* PSUs may provide capacity (programme, monitoring, operations, finance) for implementing key elements of UN assistance within the national planning and programme framework for DDR;
- *Links to other parts of peacekeeping mission and the UN country team (UNCT) should be established:* The integrated DDR unit shall be closely linked with other parts of the peacekeeping mission, in particular the military and police, to ensure a joint approach to the DDR programme.

## 4. Functions of the integrated DDR unit

Generally, the integrated DDR unit/team should fulfil the functions outlined in Figure 3.42.1:

**Figure 3.42.1: Functions of the integrated DDR unit**





## 5. Recruitment and deployment

The Personnel Management and Support Services (PMSS) in the Office of Mission Support/DPKO is responsible for the recruitment and deployment of staff in a peacekeeping mission, with the exception of staff seconded from UN agencies, which follow their own recruitment procedures.

Integrated DDR unit personnel should be selected as soon as possible, and should be qualified, experienced and appropriately trained. In particular, it is important that the chief and deputy chief be recruited early on as part of the technical team supporting planning during the peace process. This will ensure good coordination among agencies and continuity of leadership for the integrated DDR unit.

There are several sectors from where integrated DDR unit staff may be recruited:

- peacekeeping missions;
- UN agencies, funds and programmes;
- UN Headquarters;
- the UN volunteer system;
- other international organizations, e.g. the World Bank, European Union, Organization for Security and Cooperation in Europe, etc.;
- local and international non-governmental organizations (NGOs); and
- the private sector.

The specific steps PMSS takes to recruit suitable candidates are as follows:

- candidates apply online in response to a generic vacancy announcement in the Galaxy system (<http://www.jobs.un.org>);
- PMSS screens applications to select candidates who meet all the requirements of the post, and includes all of them in a roster of candidates for that occupational group/level;
- the mission chief civilian personnel officer (CCPO) identifies a vacancy and requests recruitment action from PMSS;
- PMSS makes available to the mission rosters of pre-screened and technically cleared candidates;
- the mission programme manager interviews candidates and recommends selection; and
- PMSS starts the recruitment process (e.g. reference checks, offer of appointment, medical clearance, travel arrangements, etc.).



*Recruiting qualified and experienced staff can be a long process, including through PMSS. DDR managers should not only start the recruitment process as early as possible, but also explore inter-agency movements of staff and other short-term options, such as secondments and loans.*



**Do you need generic job descriptions of appointments to a DDR unit? Annexes C.1–C.13 in IDDRS 3.42 provide these for a range of posts from chief of the unit to gender officer.**

## 6. Induction

The DDR unit/team will be staffed with people possessing different educational backgrounds and professional experience. Induction will therefore be necessary to make sure each and every new staff member is part of the team and confident in his/her new role. Everyone who joins the integrated DDR unit/team, or is transferred from one job or department to another, needs induction.

The chief of the integrated DDR unit/team should develop the staff induction plan for the integrated DDR unit/team. The line supervisor is responsible for ensuring that the new member of the unit/team is receiving all the information he/she requires to perform his/her roles and responsibilities efficiently, effectively and with confidence.

In addition to having a reasonable understanding of the country context, UN peacekeeping mandate and structure, and specific security rules and procedures, new staff need to become familiar with the following DDR-related issues:

- DDR provisions in the peace agreement;
- the DDR mandate of the UN peacekeeping mission;
- the integrated DDR unit/team organizational structure and functions;
- the existing DDR strategy, policy, programme and implementation plan; and
- the IDDRS and the *Operational Guide to the IDDRS*.

Induction may take place through meetings and/or training, depending on the number of new staff to be deployed, their roles and responsibilities, and arrival schedules. Several members of the peacekeeping mission, integrated DDR unit/team and national commission on DDR (NCDDR) should be called upon to contribute to the induction of new staff.



*DDR training needs: Demand for DDR specialists is high due to the increase in the number of DDR programmes being carried out worldwide over the past years. This means that newly recruited staff will not necessarily possess all the qualifications and experience required from DDR specialists to perform the roles and responsibilities assigned to them. Staff training may therefore be required in addition to induction to ensure the success of the DDR programme. More information on DDR training can be found on the UN DDR Resource Centre Web site (<http://www.unddr.org>).*

## 7. Summary of key guidance on personnel and staffing for DDR programmes

- ✓ Given the different administrative and financial procedures of the peace-keeping mission and UN agencies, funds and programmes, it may not be possible to insist on complete administrative integration. Instead, the goal should be to achieve complete integration at the planning and design levels, and to ensure the efficient and timely coordination of operations within the framework of a single and common DDR programme and implementation plan.
- ✓ Personnel should be appointed and inducted/trained with this goal in mind, and to effectively and efficiently carry out the DDR programme.

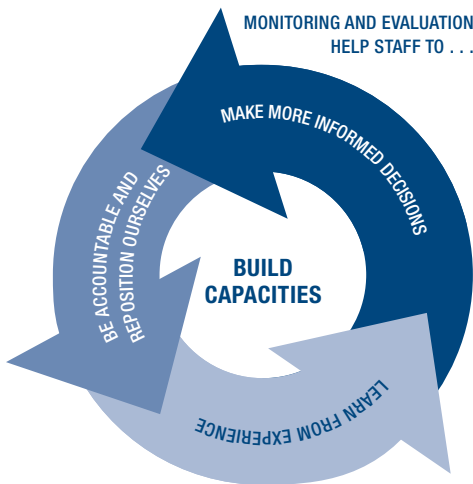
# OG 3.50: Monitoring and Evaluation of DDR Programmes

## Objectives

This module will:

- ✓ highlight the importance of monitoring and evaluation (M&E) in programme management;
- ✓ show how to develop a DDR-specific M&E strategy; and
- ✓ offer guidance on carrying out M&E.

**Figure 3.50.1: Objectives of M&E**



*Source: UN Development Fund (UNDP), Handbook for Monitoring and Evaluating for Results, 2002*

to-day decision-making, and cannot communicate effectively with stakeholders. Without evaluation, it is impossible to make the necessary adjustments to programmes, and to capture lessons learned that can be fed into future programmes.

## 1. Introduction

DDR practitioners are under considerable pressure to plan, design and implement programmes quickly. These pressures, however, should not free them from the obligation of carrying out M&E of DDR programmes. The success of DDR programmes depends to a great extent on the quality of M&E.

M&E are essential to:

- make informed decisions;
- learn from experience;
- ensure accountability; and
- build capacities.

Without monitoring, management does not receive the feedback it needs for day-to-day decision-making, and cannot communicate effectively with stakeholders. Without evaluation, it is impossible to make the necessary adjustments to programmes, and to capture lessons learned that can be fed into future programmes.

## 2. M&E and results-based management

M&E make up an integral component of the results-based approach to implementing and managing programmes. The focus of M&E is therefore on assessing how

**Box 3.50.1: Definitions of key terms used in this module**

**Monitoring** is the frequent and systematic collection of data on specific indicators to provide management and the main stakeholders of an ongoing programme with indications of the extent of progress in the use of allocated funds.

**Evaluation** is the systematic and objective assessment of the design, implementation and results of an ongoing or completed project, programme or policy. The aim is to determine the relevance of objectives, the effectiveness of design and implementation, the efficiency of resource use, the impact on beneficiaries and the sustainability of results.

**Reporting** is the systematic and timely provision of essential information at defined intervals. Reporting is an integral part of M&E.

A **lesson learned** is an instructive example based on experience that is applicable to a general situation rather than a specific circumstance. It is learning from experience.

An **indicator** is a quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention or to help assess the performance of an actor.

The **baseline** is the situation before a programme or activity begins against which progress can be assessed and comparisons made. **Baseline data** is data that reflects this situation.

A **results framework** is the programme logic that explains how the programme's objective is to be achieved, including causal relationships and underlying assumptions.

**Source:** Adapted from Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC), *Evaluation Feedback for Effective Learning and Accountability, Evaluation and Aid Effectiveness*, No. 5, Paris, 2001; *Glossary of Key Management Terms in Evaluation and Results-Based Management*, 2002; and UNDP, *Handbook for Monitoring and Evaluating for Results*, 2002.

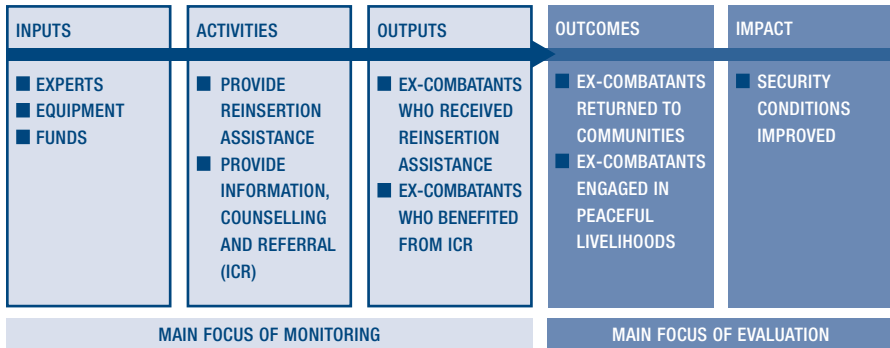
and if various factors contribute to the achievement of proposed outcomes or prevent them from being achieved.

M&E can take place at two different levels:

- *Level one* focuses on *outputs*, which are the *specific products and services* that emerge from processing inputs and activities through programme;
- *Level two* focuses on the *outcomes* of the programme or project efforts, which are the *changes in conditions* that the programme or project aims to achieve. Outcomes include the production of outputs and activities, and the contribution of partners.

Traditionally, DDR practitioners have been more familiar with level one: monitoring and evaluation that views performance in terms of outputs. Within the results-based approach, the challenge is to go beyond this level and to link performance with outcomes, with rigorous and credible assessments of progress towards and achievement of outcomes. Figure 3.50.2 shows the results chain of inputs, outputs, outcomes and impact:

**Figure 3.50.2: The results chain**



Source: Adapted from UNDP, *Handbook for Monitoring and Evaluating for Results*, 2002

 See section 3.1 in OG 3.20 on DDR Programme Design on how to develop a results-based framework.

### 3. Similarities and differences between monitoring and evaluation

Both monitoring and evaluation:

- are aimed at the systematic collection and analysis of information to track changes from the baseline conditions to the desired outcome;
- are closely linked to decision-making processes;
- provide consistent information for the improvement of programmes and projects; and
- can demonstrate accountability.

Monitoring and evaluation differ, however, in their specific objectives, focus, methodology, frequency and timing, and use of results. Table 3.50.1 gives the differences between the two:

Table 3.50.1: Differences between monitoring and evaluation		
	Monitoring	Evaluation
Objective	<ul style="list-style-type: none"> <li>■ Tracks changes from baseline conditions to desired outcomes</li> </ul>	<ul style="list-style-type: none"> <li>■ Aims to validate the outcomes that were achieved</li> </ul>

Focus	<ul style="list-style-type: none"> <li>Measures the outputs of projects, programmes, partnerships and assistance activities, and their contribution to outcomes and inputs (according to the budget)</li> </ul>	<ul style="list-style-type: none"> <li>Compares intended with actual outcomes (and unintended outcomes)</li> <li>Focuses on how and why outputs contributed to the achievement of outcomes (both intended and unintended)</li> <li>Focuses on questions of relevance, efficiency, effectiveness, sustainability and impact</li> </ul>
Methodology	<ul style="list-style-type: none"> <li>Tracks and assesses performance and process (progress towards outcomes) through analysis and comparison of indicators over time</li> </ul>	<ul style="list-style-type: none"> <li>Evaluates achievement of outcomes and impact by comparing indicators before and after the programme</li> <li>Relies on monitoring data</li> </ul>
Frequency and timing + who is responsible?	<ul style="list-style-type: none"> <li>Continuous and systematic by programme managers, project managers and key partners</li> </ul>	<ul style="list-style-type: none"> <li>Time-bound, periodic, in-depth at key points of the implementation cycle</li> <li>Carried out by internal evaluators, external evaluators and partners</li> </ul>
Use	<ul style="list-style-type: none"> <li>Alerts managers to problems in performance</li> <li>Provides options for corrective actions</li> </ul>	<ul style="list-style-type: none"> <li>Provides managers with strategy and policy options</li> <li>Provides the basis for learning</li> </ul>

Source: UNDP, *Handbook for Monitoring and Evaluating for Results*, 2002

## 4. Developing an M&E strategy and framework for DDR

An M&E strategy and framework for DDR should be developed during Phase IV of planning (the development of a programme and operational framework), and integrated into the DDR programme design. In general, the design and implementation of the M&E strategy and framework is the basic responsibility of the programme manager, supported by the M&E officer.



**Section 3.4 in OG 3.10 on Integrated DDR Planning and sections 3 and 4 in OG 3.20 on DDR Programme Design**

### Box 3.50.2: Key questions for developing an M&E strategy and framework for DDR

- Is there a well-defined general results framework with a set of indicators from input to impact levels?
- What should be the objectives of the M&E strategy and framework?
- What key indicators coming from the results framework are important to M&E?
- What information management systems are necessary to ensure timely capture of appropriate data and information?
- How can the results of M&E be integrated into programme implementation, and used to control quality and adapt processes?

The following M&E issues should be considered *at the start* and *integrated into programme design* as follows:

- indicators relevant for M&E should be identified within the results-based framework, and a baseline study should be carried out immediately before programme implementation begins;
- specific M&E requirements, such as dedicated staff, material and financial resources, and information management systems, should be taken into consideration during the identification of programme requirements;
- key aspects of the M&E system and activities should be developed and harmonized with the overall programme implementation cycle, and reflected in the corresponding work plans; and
- programme implementation methods should be designed to permit analysis and incorporation of M&E results in order to provide programmes with the capacity to adjust the implementation approach based on M&E results and lessons learned.

## 4.1. The M&E strategy document

The M&E strategy document should contain at least the sections described in Table 3.50.2:

**Table 3.50.2: The sections of the M&E strategy document**

Work plan section	Description
Type of M&E	States the category of monitoring instrument used for daily, monthly or quarterly progress reports, annual reports, field visit reports, etc; and type of evaluations needed (periodic internal evaluations, mid-term evaluations, terminal evaluations and ex-post evaluations, among others)



Objectives	Describes the purpose of the monitoring or evaluation tool used, referring to how the results will be used, including reviewing and improving performance, ensuring conformity with procedures, generating lessons learned, investigating serious problems, etc.
Frequency	Explains how often, or at what point in the programme implementation cycle, a monitoring or evaluation tool is used
Outputs/outcomes covered	Gives a description of the project outputs measured by the M&E instrument. In general, monitoring measures outputs and outcomes of specific activities (e.g. number of weapons collected, number of ex-combatants discharged, etc.), while evaluations measure overall impact and effectiveness of the overall DDR programme or individual components, such as disarmament
Definition of terms and corresponding indicators	Describes the indicators used to measure performance for an M&E tool (see below for a description of indicators)
Information sources, and data collection and analysis methods	Describes the information collection mechanisms used to gather information on specific indicators, e.g. field surveys, registration data, field visits, review of documentation, etc.; and describes analysis methods
Responsibility	States person or unit responsible for managing and implementing M&E
Work plan	Defines who will do what, how, when and for how long

 **Section 2.4 of OG 3.20 on DDR Programme Design gives data collection methods; section 5.3.7 of IDDRS 3.20 on DDR Programme Design gives methods used to analyse results.**

The M&E strategy and work plan may be integrated into the DDR programme document and implementation plan, or may be given in a separate document. However, the development of the M&E strategy and work plan should be an integral part of DDR programme planning and design.

## 5. How to carry out monitoring

DDR practitioners carry out monitoring by tracking inputs, activities and outputs, and measuring their contributions to outcomes. They should keep an eye on key inputs, activities and outputs, because these can indicate whether a strategy is relevant and efficient or not.

For effective monitoring, DDR practitioners need to ensure that baseline data has been collected and performance indicators have been identified. Baseline data is best collected immediately before the DDR programme enters the implementation phase. However, if the baseline data does not exist, it should be collected as soon as possible to determine the current situation in the affected country.

If indicators have not been developed within the general results-based framework during the programme design, it will be necessary to create them. Performance indicators are defined in relation to the activities, outputs and outcomes that are expected.

## 5.1. Monitoring mechanisms

There are three types of monitoring mechanisms:


1. *reporting/analysis*, which involves obtaining and analysing documentation from the project that provides information on progress;
2. *validation*, which involves checking or verifying whether or not the reported progress is accurate; and
3. *participation*, which involves obtaining feedback from partners and participants on progress and proposed actions.

DDR practitioners should determine the correct mix of monitoring mechanisms for each programme, project or outcome. Table 3.50.3 lists the different methods for each type of mechanism:

Reporting and analysis	Validation	Participation
<ul style="list-style-type: none"> <li>■ Annual project report (APR)</li> <li>■ Progress and/or quarterly reports</li> <li>■ Work plans</li> <li>■ Project/programme delivery reports</li> <li>■ Combined delivery reports</li> <li>■ Substantive project documentation</li> </ul>	<ul style="list-style-type: none"> <li>■ Field visits</li> <li>■ Spot-check visits</li> <li>■ External assessments/monitoring</li> <li>■ Client surveys</li> <li>■ Evaluations</li> </ul>	<ul style="list-style-type: none"> <li>■ Outcome groups</li> <li>■ Steering committee mechanisms</li> <li>■ Stakeholder meetings</li> <li>■ Focus group meetings</li> <li>■ Annual review</li> </ul>

Source: UNDP, Handbook on Monitoring and Evaluating for Results, 2002

 **See Annex C in IDDRS 3.50 on Monitoring and Evaluation of DDR Programmes for an example of reporting and analysis tools used for monitoring DDR in Afghanistan.**

 *Reporting mechanism and report tracking system: DDR programme managers should establish a reporting mechanism and encourage staff compliance with it. Given the potentially large number of reports and documents generated by the DDR*

*programme, the development and maintenance of a report-tracking system is essential. This will be the basis for monitoring progress and for evaluation, in addition to being the institutional memory of the DDR programme.*

## 6. How to carry out evaluations

Before carrying out evaluations, DDR practitioners should define the type of assessment that is needed.

### 6.1. Types and timing of evaluations

The four types of evaluation and when they should occur are shown in Table 3.50.4:

Evaluation type	Timing during the programme implementation cycle
1. Formative internal evaluations	<ul style="list-style-type: none"> <li>■ Primarily conducted in the early phase of programme implementation in order to assess early hypotheses and working assumptions, and analyse outcomes from pilot interventions and activities</li> <li>■ Are valuable mechanisms to correct implementation strategies early on in the programme implementation process, and to identify and deal with potential problems</li> <li>■ Generally carried out internally by the M&amp;E officer or unit within a DDR section</li> </ul>
2. Mid-term evaluations	<ul style="list-style-type: none"> <li>■ Similar to formative internal evaluations, but are usually more comprehensive and strategic – as opposed to diagnostic – in function</li> <li>■ Intended to provide an assessment of the performance and outcomes of a DDR process for stakeholders, partners and donors, enabling policy makers to assess the overall role of DDR in the broader post-conflict context</li> </ul>
3. Terminal evaluations	<ul style="list-style-type: none"> <li>■ Usually carried out at the end of the programme cycle</li> <li>■ Designed to evaluate the overall outcomes and effectiveness of a DDR strategy and programme, the degree to which the programme's main aims were achieved and the overall effectiveness in contributing to broader impact</li> <li>■ Generally address key questions regarding the overall strategic framework and focus of the programme, notably its relevance, efficiency, effectiveness and sustainability</li> </ul>

4. Ex-post evaluations	<ul style="list-style-type: none"> <li>■ Usually conducted several years after the end of a DDR programme in order to evaluate long-term effectiveness of the results/outcomes produced by the programme, particularly sustainability of positive outcomes, direct and indirect impacts on security conditions, prospects for peace-building and consequences for economic productivity and development</li> </ul>
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## 6.2. Evaluation criteria

Evaluations should assess relevance, effectiveness, efficiency, impact and sustainability. Table 3.50.5 explains each of these criteria:

Table 3.50.5: Evaluation criteria		
Criteria	Definition	Relevant questions
Relevance	The degree to which the objectives of a programme or project remain valid and pertinent as originally planned, or as modified owing to changing circumstances, within the immediate context and external environment of that programme or project	<ul style="list-style-type: none"> <li>■ To what extent are the goals and objectives of the programme still valid?</li> <li>■ Are the activities, outputs and outcomes of the programme consistent with the overall goal and objectives?</li> <li>■ Are the activities and outputs consistent with the intended outcomes?</li> </ul>
Effectiveness	The extent to which a programme achieves its goals and objectives	<ul style="list-style-type: none"> <li>■ To what extent were the objectives achieved or are likely to be achieved?</li> <li>■ What are the major factors influencing the achievement or non-achievement of objectives?</li> <li>■ Were objectives achieved on time?</li> </ul>
Efficiency	How well a given programme transformed inputs into outcomes and outputs. This is different from impact, because it places more emphasis on how financial, material and human resources were used to achieve specific outcomes	<ul style="list-style-type: none"> <li>■ Were activities cost-efficient?</li> <li>■ Were objectives achieved on time?</li> <li>■ Was the programme or project implemented in the most efficient way compared to alternatives?</li> </ul>

Impact	Positive and negative changes produced by a programme, both intended and unintended	<ul style="list-style-type: none"> <li>■ What has happened as a result of the programme or project?</li> <li>■ What real difference has the programme made to the beneficiaries?</li> <li>■ How many people have been affected?</li> </ul>
Sustainability	Whether the benefits of a programme are likely to continue after donor funding has been withdrawn	<ul style="list-style-type: none"> <li>■ To what extent did the benefits of a programme or project continue after donor funding ceased?</li> <li>■ What were the major factors that influenced the achievement or non-achievement of sustainability of the programme or project?</li> </ul>

Source: OECD/DAC, *DAC Criteria for Evaluating Development Assistance*, <http://www.oecd/dac.org>

### 6.3. Drafting the terms of reference for an evaluation

At minimum, terms of reference (TOR) should contain the following information:

- *Introduction/background*: A brief description of the reasons for and focus of the evaluation (outcome, programme, project, series of interventions by several partners, etc.);
- *Objectives*: The purpose of the evaluation (e.g. ‘to analyse strategic programmatic and policy dimensions’);
- *Scope*: Which issues, subjects and areas the evaluation will cover;
- *Expected results*: What results the evaluation is expected to generate (e.g. findings, recommendations, lessons learned, rating on performance, an ‘action item’ list) and how they should be used;
- *Methodology or approach*: The methodology suggested to collect and analyse data;
- *Evaluation team*: The composition of the team and members’ areas of expertise;
- *Management arrangements*: How the evaluation will be managed and organized.

The TOR involve strategic choices about what to focus on, and therefore should be reviewed by key stakeholders in an evaluation, and partners should be involved in the drafting process.

## 7. The development of indicators

Indicators are variables that should be measured from inputs to impact. They should provide information on what has been achieved in either quantitative or

qualitative terms, or changes over time. In order for indicators to be meaningful, measurement should be made against baseline data collected immediately before programme implementation starts.



*Indicators should be developed within the results-based framework during DDR programme design.*

### **Box 3.50.3: How to develop indicators**

Key steps are:

- select the input, activity, output, outcome or impact that needs indicators;
- define the terms contained in the input, activity, output, outcome or impact; and
- create indicators for the input, activity, output, outcome or impact.

Example: If the **output** is “Ex-combatants who received reinsertion assistance”, the **indicators** may be:

- the number of ex-combatants living in a specific location who received reinsertion assistance within a specific time-frame;
- the percentage of ex-combatants living in a specific location who received reinsertion assistance within a specific time-frame; and
- the level of satisfaction of ex-combatants living in a specific location who received reinsertion assistance within a specific time-frame.


## **7.1. Types of indicators**

There are three basic types of indicators:

1. *Activities and inputs indicators:* These are used to observe progress and to verify actual inputs and activities in comparison with those expected. They are used to validate outputs and are expressed in quantitative terms;
2. *Performance indicators:* Variables that allow the verification of changes in the intervention or shows actual outputs and outcomes compared to those that were expected. Performance indicators are used to measure ‘how,’ ‘whether,’ or ‘to what extent’ objectives are being achieved, rather than ‘why’ or ‘why not’ such progress is being made. Performance indicators are usually expressed in quantifiable terms;
3. *Impact indicators:* Variables that allow the assessment of positive and negative, primary and secondary long-term results produced by an intervention. These results can be produced directly or indirectly, and can be intended or unintended. Impact indicators often use several different indicators, each of which provides information on the extent, sustainability and consequences of a change brought about by a DDR intervention. Such indicators can include both quantitative and qualitative variables. Impact indicators depend on

comprehensive and reliable baseline data and causal links established in a results framework.

*Proxy indicators* should be used when there is no clear direct quantitative indicator. They are useful to reveal performance trends and make managers aware of potential problems or areas of success. This is often the case for outcomes in behavioural change, social cohesion and other results that are difficult to measure.

 For examples of DDR-specific indicators, see section 6.2 and Annex B of IDDRS 3.50 on Monitoring and Evaluation of DDR Programmes, and Annex D, section 4 of IDDRS 5.10 on Women, Gender and DDR.

## 8. Summary of key guidance on the monitoring and evaluation of DDR programmes

- ✓ The development of a strategy and work plan to monitor and evaluate a DDR programme is essential in order to collect, process and use data and results, and ensure quality control. This should be an integral part of the DDR programme planning and design process.
- ✓ M&E should use information and data from the regular information collection mechanisms and reporting system, as well as periodic measurement of key indicators.
- ✓ Monitoring and data collection should be an integral component of the information management system that is developed for a DDR programme.
- ✓ DDR manager and evaluators should make the extra effort to evaluate programme outcomes and impact in addition to inputs, activities and outputs.
- ✓ DDR planners and managers should make provision for the necessary staff, equipment and financial resources to ensure that M&E can be adequately planned, designed and carried out, independently of other DDR activities.





# 4

## **OPERATIONS, PROGRAMMES AND SUPPORT**



Level 4 provides guidance on the main components of a DDR programme, and explains links with SALW control programmes. It also clarifies what the military and police roles and responsibilities are in DDR programmes, and discusses information and sensitization campaigns in support of DDR. The following modules are found in this level:

- **OG 4.10: Disarmament** provides guidance on how to plan and implement the disarmament component of a DDR programme by showing how operational and technical risks can be reduced to tolerable levels and by explaining the four phases of disarmament.
- **OG 4.11: SALW Control, Security and Development** explains differences and highlights links between SALW control and DDR, and provides guidance on key aspects of SALW control programmes. It also explains advantages and disadvantages of incentives to weapons collection.
- **OG 4.20: Demobilization** explains different demobilization approaches, provides guidance on planning and managing demobilization, and explains the role of reinsertion assistance in the demobilization process.
- **OG 4.30: Reintegration** explains the different approaches that usually inform reintegration; shows the importance of information, counselling and referral services for reintegration; outlines reintegration opportunities; and shows how social reintegration can be best supported.
- **OG 4.40: UN Military Roles and Responsibilities** describes the military component of UN peacekeeping operations, outlines ways in which the military component can contribute to a DDR programme and shows how the Military Division of DPKO can contribute to DDR planning even before a peacekeeping force is deployed.
- **OG 4.50: UN Police Roles and Responsibilities** describes the police component of UN peacekeeping operations, explains how the UN Police (UNPOL) can most effectively contribute to DDR and shows how community-based policing can support the reintegration of DDR participants.
- **OG 4.60: Public Information and Strategic Communication in Support of DDR** identifies how information and sensitization can help shape attitudes towards DDR; outlines audiences, materials and means of communication relevant for DDR; and explains key factors in planning, designing and monitoring an information and sensitization campaign within a DDR programme.

# OG 4.10: Disarmament

## Objectives

This module will:

- ✓ provide guidance on how to plan and implement the disarmament component of a DDR programme;
- ✓ show how operational and technical risks can be reduced to tolerable levels; and
- ✓ explain the four phases of disarmament: (I) Information gathering and operational planning; (II) Weapons collection or retrieval; (III) Stockpile management; and (IV) Weapons destruction.

## 1. Introduction

Disarmament is usually seen as the first step of a DDR process, as the removal of weapons, ammunition and explosives from an individual is a highly symbolic act that signifies the end of his or her active role as a combatant. Disarmament is also essential to developing and maintaining a secure environment in which demobilization and reintegration can take place.

The disarmament component of a DDR programme needs to be comprehensive, effective, efficient and safe. It should be specifically designed to respond to the security environment and be planned in coherence with wider peace-building and recovery efforts.

National governments have the right and responsibility to apply their own national standards to all disarmament operations on their territory, but should act in compliance with international and regional arms control conventions, standards and best practices.

The disarmament carried out within a DDR programme is only one aspect of national arms control and reduction, and should support future related measures.

### Box 4.10.1: Definition of disarmament

**Disarmament** is the collection, documentation, control and disposal of small arms, ammunition, explosives and light and heavy weapons of combatants and often also of the civilian population. Disarmament also includes the development of responsible arms management programmes.

**Source:** Note by the Secretary-General on administrative and budgetary aspects of the financing of UN peacekeeping operations, 24 May 2005 (A/C.5/59/31)

Plans to deal with the control of legal and illegal civilian possession, national stockpiles and security force possession should be put in place at the appropriate time.

## 2. Aims of disarmament

Disarmament is primarily aimed at reducing or controlling the number of weapons held by combatants before their discharge from armed forces or groups. The surrendered weapons should be collected, registered, stored and then either destroyed or, by previous arrangement with key stakeholders, redistributed to the new government for use by the national security forces, but only as part of a broader security sector review and reform process.

In the short term, disarmament also:

- signals that armed conflict is over and that the parties do not want to return to war;
- places the weapons beyond use and reduces the capacity of the parties to wage armed conflict; and
- builds individual and community confidence in the peace process.

The longer-term objective of disarmament is to reduce the potential for a wider return to armed violence and conflict.

## 3. Key safety and security issues

Before starting any form of disarmament, it is essential that DDR practitioners fully take account of three key safety and security issues that can undermine the disarmament process and threaten the fragile peace. These issues are outlined below.

### 3.1. Operational risks

The following operational risks associated with disarmament should be factored in during the DDR programme planning phase:

- *Threats to the safety and security of DDR programme personnel (both UN and non-UN, locally and internationally recruited):* Because they are designed to kill, weapons, ammunition and explosives are inherently dangerous. Therefore safety precautions should be followed strictly throughout the disarmament process. Moreover, individuals, armed forces or armed groups may be under the influence of alcohol, drugs and narcotics, and may act or respond irrationally. A rapid reaction procedure should be in place to neutralize/forcibly disarm such individuals, armed forces or armed groups if necessary;
- *Threats to the safety and security of participants and communities:* The disarmament process can also create potential risks to participants and communities, such

as casualties due to accidental firing of weapons and detonation/malfunctioning of ammunition and explosives. The chances of these accidents occurring should be minimized by the distribution of safety instructions to both participants and communities during the initial briefings and awareness programme.

### 3.2. Proportional and fair disarmament

Where two or more armed forces and groups are being disarmed, DDR practitioners should avoid situations where disarmament of one party proceeds much faster than the other(s). In such cases, DDR practitioners should employ *proportional disarmament* between the parties. This approach will:

- assist in preventing armed forces and groups from taking advantage of a sudden change in their favour in the balance of military capability;
- ensure that the neutrality of the disarmament organization is not compromised; and
- build trust and confidence in the disarmament process.

In this context, a mechanism should be developed to enable armed forces and groups to monitor or verify one another's disarmament.

Where disarmament is designed to dismantle armed groups and/or repatriate foreign troops as a means of consolidating the victory of one armed force or group over the other(s), combatants should be treated fairly and with dignity throughout the process, to minimize the chances of renewed violent conflict. This requires careful planning, transparent procedures, and an effective information and sensitization strategy throughout disarmament.

### 3.3. Technical risks and hazards

The physical condition of weapons, ammunition and explosives, and the environment in which they have been stored have a major effect on the level of risk. A formal risk assessment shall therefore be carried out before weapons collection or retrieval to ensure the safest possible working environment. This risk assessment should identify:


- the tolerable risk (the risk accepted by society in a given context based on current values); and then
- the necessary protective measures to manage any risk remaining after protective measures have been taken.

The factors to be taken into account in order to achieve tolerable risk include:

- the selection of equipment with inherently safe design;
- the development of work practices that contribute to risk reduction;
- risk education as part of a DDR information and sensitization campaign;

- effective training; and
- the use of appropriate personal protective equipment.

 **Do you know how to manage risks? Annex G in IDDRS 4.10 on Disarmament will show you.**

 *Only explosive ordnance device (EOD) qualified staff, usually military, should handle any form of ammunition and explosives.*

 **Do you want to know specifically about explosive hazards and EOD support? See Annexes D and K in IDDRS 4.10 on Disarmament.**

## 4. The four main phases of disarmament

The disarmament component of a DDR programme should usually consist of four main phases:

- I. Information gathering and operational planning;
- II. Weapons collection or retrieval;
- III. Stockpile management;
- IV. Weapons destruction.


### 4.1. Phase I: Information gathering and operational planning

Planning depends on gathering information on all the armed forces and groups to be disarmed, and close coordination among key stakeholders. Disarmament is the first stage of the DDR process, and operational decisions made at this stage will have an impact on the whole process.

An independent and neutral assessment of the strength, profile, deployment, arms-to-combatant ratio and number of those associated with armed forces and groups shall be carried out as part of the DDR planning process. Close liaison with the leaders of the armed forces and groups is of particular importance to assess these armed forces and groups as well as weapons distribution and availability.

Finally, it is also vital to determine the extent of the capability needed to carry out disarmament, in terms of personnel, services and equipment. Requests for further assistance from other mission components shall be made as early as possible in the planning stage.

 **OG 3.40 on Mission and Programme Support for DDR, OG 4.40 on UN Military Roles and Responsibilities**


 *Special cases: The disarmament process should be prepared to deal with disabled and chronically ill/wounded combatants, female combatants or those associated with armed forces and groups, children associated with armed forces and groups and dependants. These special groups should be screened, and should be assisted by specialists, such as child protection and gender officers, and medical staff, as appropriate.*

In situations where commanders have disarmed disabled combatants, arrangements should be made to ensure that these weapons are included in the disarmament process, and that any disabled combatants still carrying weapons are able to present themselves for disarmament with minimal hardship to themselves (assistance should be provided if required).

**Table 4.10.1: Guidance on information gathering and operational planning**

<b>Choice of disarmament approach</b>	<ul style="list-style-type: none"> <li>■ An assessment of the best approach for collecting weapons (using either static disarmament sites or mobile collection points) shall be carried out.</li> </ul>
<b>Team selection</b>	<ul style="list-style-type: none"> <li>■ The composition of the disarmament team will be heavily influenced by the context, organizational structure and capability of the entity that is responsible for disarmament.</li> <li>■ An appropriately qualified technical adviser (TA) shall be appointed to the disarmament component planning team during the planning phase. Annex E of IDDRS 4.10 on Disarmament lists the qualifications required for this post.</li> <li>■ Detailed terms of reference (TOR) shall be established for all technical personnel, including locally employed support staff.</li> </ul>
<b>Time-lines</b>	<p>Implementation timelines should be developed on the basis of:</p> <ul style="list-style-type: none"> <li>■ the availability of accurate information about the size of armed forces and groups;</li> <li>■ the location of armed forces' and groups' units;</li> <li>■ the number, type and locations of their weapons;</li> <li>■ the nature, processing capacity and location of pick-up and weapons collection points and disarmament sites; and</li> <li>■ the amount of time it takes for a military observer (MILOB) or responsible officer to process each ex-combatant. A rehearsal should be held before combatants arrive to assess roughly how long it will take (usually 15–20 minutes).</li> </ul>
<b>Weapons survey</b>	<ul style="list-style-type: none"> <li>■ Data on the number and type of weapons, ammunition and explosives shall be collected, updated and distributed to those involved as operational circumstances evolve.</li> <li>■ After sufficient, accurate and verifiable data has been collected, collaborative plans should be formulated by the national commission on DDR (NCDDR) and the UN DDR unit/team, outlining the intended locations and site requirements for disarmament operations, the logistic support required and a timetable for operations.</li> </ul>

	<ul style="list-style-type: none"> <li>■ There are a number of weapons survey methods. It is better to use these than to improvise. See <a href="http://www.seesac.org">http://www.seesac.org</a>.</li> <li>■ The weapons survey should be integrated into the overall detailed assessment on DDR.</li> </ul>
<b>Risk assessment</b>	<ul style="list-style-type: none"> <li>■ A detailed risk assessment shall be carried out in conjunction with a formal threat analysis for the disarmament component.</li> </ul>
<b>Information and sensitization campaign</b>	<ul style="list-style-type: none"> <li>■ An information and sensitization campaign shall be carried out to raise public awareness of the disarmament process.</li> <li>■ Before the collection phase begins, there should be an increase in the levels of contact and coordination between representatives of the armed forces and groups and the disarmament component team. They should ensure that the information and sensitization campaign reaches each individual combatant.</li> <li>■ Safety cards provide low-level technical advice to the local population that can be followed without any specialist tools and equipment.</li> </ul>

 See section 7 of IDDRS 4.10 on Disarmament for more detailed guidance on information collection and operational planning. On a detailed needs assessment, of which a weapons survey is an integral part, see section 2 of OG 3.20 on DDR Programme Design. On the information and sensitization campaign, see OG 4.60 on Public Information and Strategic Communication in Support of DDR and the SALW Awareness Support Pack 2005 (<http://www.seesac.org>).

 Do you need to develop TOR for the disarmament TA? Annex E in IDDRS 4.10 on Disarmament provides a model.


 Are you familiar with the basic requirements of a weapons survey? Annex F in IDDRS 4.10 on Disarmament provides all information requirements.

 Do you know how to carry out a risk assessment? Annex G in IDDRS 4.10 on Disarmament provides detailed guidance.

 Do you know what information a safety card should include? Appendix 1 to Annex D in IDDRS 4.10 on Disarmament provides all the required information.

#### ■ *Static and mobile disarmament*

Disarmament can be static or mobile, depending on the security situation. Mobile disarmament has the advantage of permitting a more rapid response than static disarmament.

 When should you use a static disarmament site and when a mobile team? Section 2 of OG 4.20 on Demobilization outlines the advantages and disadvantages of each approach.




### ■ *Eligibility criteria and screening*

Detailed eligibility criteria should be drawn up to define who is eligible to participate in the DDR programme. Screening is carried out to confirm whether combatants or individuals associated with armed forces and groups are, in fact, eligible to participate in the DDR programme.

 **OG 2.30 on Participants, Beneficiaries and Partners, section 2 on eligibility criteria and section 3 on screening**

## 4.2. Phase II: Weapons collection or retrieval

 *DDR programmes shall avoid attaching monetary value to weapons as a means of encouraging their surrender, to avoid fuelling arms flows.*

The weapons collection or retrieval phase involves carrying out many activities, from establishing buffer zones to the gathering of combatants in pick-up points (PUPs) before they move to weapons collection points (WCPs) and/or disarmament sites, where they will be disarmed. Responsibility for the arrival of combatants at these locations rests with the military leadership of the parties.

### ■ *Buffer zones and secure corridors*

Buffer zones are an important means of separating the parties to reduce the risk of outbreaks of fighting. They also improve the safety and security of the DDR team during operations. They shall be clearly identified and agreed upon by the parties, and shall be patrolled and observed by UN forces. Liaison officers from armed forces and groups should be included with the UN forces patrolling and observing buffer zones, as this will be an important confidence-building measure. Secure corridors should also be identified, agreed to and patrolled before the movement of combatants to the PUPs, WCPs and disarmament sites.

### ■ *PUPs, WCPs and disarmament sites*

These are pre-selected and agreed to by the leaders of the parties and the UN military command on the basis of their convenience, security and accessibility for all parties.

**Table 4.10.2: Pick-up points, weapons collection points and disarmament sites**

Location/stage	What are they?	What should happen?
Pick-up points (PUPs)	Temporary locations where armed forces and groups will gather before moving to the disarmament site	<ul style="list-style-type: none"> <li>■ Combatants wait outside the PUP at a clearly marked waiting area.</li> <li>■ They are briefed to explain what will happen at the WCP/disarmament site.</li> <li>■ Weapons are cleared of ammunition and made safe. Magazines are removed.</li> </ul>

		<ul style="list-style-type: none"> <li>■ MILOBs screen combatants to identify those carrying ammunition and explosives.</li> <li>■ A clothing and baggage search of all combatants is carried out.</li> <li>■ Combatants move to the PUP and have their weapons and ammunition re-screened by MILOBs.</li> <li>■ Combatants with eligible weapons and safe ammunition pass through the MILOB screening area to the transport area.</li> <li>■ Combatants move/are transported to the disarmament site.</li> </ul>
Weapons collection points (WCPs)	Temporary locations designed for the surrender of small arms and light weapons (SALW) in accordance with safety principles	<ul style="list-style-type: none"> <li>■ A safety briefing is carried out.</li> <li>■ A clothing and baggage search of each combatant is carried out.</li> <li>■ Combatants enter the screening area, where MILOBs identify those with ammunition and explosives.</li> <li>■ Combatants with ammunition and explosives are directed to the 'ammunitions in' point, while those with unsafe ammunition are directed to the unexploded ordnance (UXO) demolition area.</li> <li>■ EOD and ammunition specialist examine the ammunition and explosives. Unsafe ammunition is identified for immediate destruction. Safe ammunition is removed to the storage area.</li> <li>■ The combatant moves to the 'weapons in' point and surrenders the weapon in return for appropriate documentation.</li> </ul>
Disarmament sites	Mobile or static locations where each member of the armed force or group will be disarmed and registered before his/her formal demobilization	<ul style="list-style-type: none"> <li>■ Combatants arriving from a PUP gather at a pre-determined location inside the disarmament site.</li> <li>■ A clothing and baggage search of each combatant may be carried out again, at the discretion of the disarmament site commander.</li> <li>■ If combatants have not been disarmed at the PUP, they are directed to the WCP, where they surrender weapons, ammunition and explosives in exchange for appropriate documentation.</li> <li>■ Combatants report to the MILOBs or appropriately trained personnel for screening and initial registration.</li> <li>■ Those eligible are directed/transported to the demobilization site.</li> </ul>



DDR practitioners should apply the guidance above flexibly, as the locations/stages and activities may be combined:

- *Weapons and ammunition may be collected at the PUP; in this case, the PUP and the WCP will be combined in one place, and the procedures for each location will have to be combined and adapted;*
  - *PUPs are more frequently used when disarmament is static and cantonment is used, but they may also be necessary when mobile disarmament is being implemented;*
  - *The WCP may be located inside or outside the disarmament site, whether static or mobile; when the WCP is inside the disarmament site, procedures will not necessarily have to be repeated;*
  - *The disarmament site may also be combined with the demobilization site;*
  - *Although registration is usually part of the demobilization process, it may be initiated or take place at the disarmament site.*
- ***Staffing of a PUP, WCP and disarmament site***

These locations should be staffed by representatives of the UN military component, the integrated DDR unit/team and the NCDDR. Personnel numbers will depend on the expected numbers of participants, but the following will be required:

- MILOBs (male and female);
- a UN military security team (for area protection);
- civilian DDR technical staff;
- local staff from the NCDDR and other local advisers;
- specialist staff (such as child protection officers or officers dealing with the special requirements of women or disabled ex-combatants); and
- representatives of non-governmental organizations (NGOs) as service providers.

Personnel levels should be minimized, given the inherent security and explosive safety risks involved. However, a local representative who has the trust of the community shall be present to support with liaison, translation, mobilization of local resources and local media operations. The military officer in charge, in agreement with the senior DDR officer and NCDDR representative, may also allow additional NGO staff and independent representatives of the international community access to the sites for the purposes of transparency and verification. However, entry should be at their own risk.

■ ***Weapons registration and accounting***

It is also important to register weapons so they can be properly accounted for. A computerized management information system is essential for the stockpile man-

agement of the weapons and ammunition, from collection, through storage to destruction and/or redistribution. Each weapon's information (i.e. type, calibre, serial number, country and/or manufacturer monograms/markings) should be registered, as this information may be useful in future weapons tracking.



**Do you need a DDR software? Software entitled *Disarmament, Demobilization, Reintegration and SALW Control MIS (DREAM)* is available from UNDP free of charge (<http://www.undp.org/bcpr/>).**

### ■ *Safety*

The safety of DDR personnel, participants and the local civil population shall be ensured at all times. This can be done by:

- ensuring that the physical layout of PUPs, WCPs and disarmament sites shall be, within operational constraints, in accordance with the layouts provided in Annexes I, J and L in IDDRS 4.10 on Disarmament;
- distributing safety cards to the local population in the designated area as part of the information and sensitization campaign; and
- deploying appropriately qualified and experienced staff capable of: a) advising on explosive safety; b) certifying ammunition and explosives as 'safe to move'; c) carrying out render safe procedures (RSPs) on unsafe ammunition; and d) advising on 'safety distances' during the collection process. Supporting EOD teams should usually provide these staff.



**Annex K of IDDRS 4.10 on Disarmament provides detailed information on EOD support.**

### ■ *Foreign combatants*

When foreign combatants are to be repatriated after disarmament, they should be accommodated in a temporary facility capable of meeting basic humanitarian needs within the perimeter of the UN military facility nearest to the border crossing.



**On foreign combatants, see OG 5.40 on Cross-border Population Movements.**

## 4.3. Phase III: Stockpile management

Stockpile management consists of those procedures and activities aimed at ensuring safety and security during the accounting, storage, transportation and handling of weapons, ammunition and explosives. This phase shall be as short as possible. The sooner collected weapons and ammunition are destroyed, the better, because:

- security risks are reduced;
- confidence and trust are built; and
- human and financial resources are saved.

DDR practitioners should seek technical advice on the secure and safe storage of weapons, ammunition and explosives. The safety and security of collected weapons should be a primary concern, for humanitarian and political reasons. An explosion in a storage facility leading to casualties has an immediate negative effect on the credibility of the whole DDR process.

**Table 4.10.3: Key guidance on stockpile management**

<b>Stockpile security</b>	<ul style="list-style-type: none"> <li>■ Stockpiles should be stored in lockable International Standardization Organization (ISO) containers, within a guarded compound. Dual key procedures should be used: the commanders of armed forces and groups and the UN force should hold the keys to their own locks; the key for a third lock could be in the possession of a community representative.</li> </ul>
<b>Storage of weapons</b>	<ul style="list-style-type: none"> <li>■ Detailed standard operating procedures (SOPs) for the storage and security of weapons shall be developed by the DDR unit/team with the support of a technical adviser (TA), in accordance with the principles and guidelines contained within SEE RMDS/G<sup>1</sup> 05.30 on Weapons Storage and Security (<a href="http://www.seesac.org">http://www.seesac.org</a>).</li> </ul>
<b>Storage of ammunition and explosives</b>	<ul style="list-style-type: none"> <li>■ Detailed SOPs for the storage and security of ammunition and explosives shall be developed by the DDR unit/team with the support of a TA, in accordance with the principles and guidelines contained in RMDS/G 05.40 on Ammunitions and Explosives Storage and Safety, until the formal acceptance of the draft UN Ammunition and Explosives Regulations by the Department of Peacekeeping Operations (DPKO).</li> </ul>



*The safety distances between storage sites and local inhabited areas should not normally be reduced without the advice of a professionally qualified explosives engineer.*



**See section 9 in IDDRS 4.10 on Disarmament for more detailed guidance on stockpile management.**

#### 4.4. Phase IV: Weapons destruction

Before the disarmament process starts, there should be an agreement among all parties and other key stakeholders about what will be done with the collected weapons and ammunition. It is strongly recommended that the parties adhere to the principle of automatic destruction of all collected weapons, which the UN recognizes as best practice.

However, applying this principle may be more difficult when a security sector reform (SSR) programme is under way, as such a programme may recommend that some of the collected weapons and ammunition be converted for use by the legitimate security forces. Where weapons are retained for this purpose, the government must be seen as legitimate and impartial, and should develop a clear and effective plan for weapons retention.



*Weapons retention or redistribution: DDR practitioners should exercise extreme caution when dealing with the issue of weapons retention or redistribution to security forces. Too often, in the absence of sufficient institutional capacity or stockpile control, collected weapons are not secured, and end up being stolen. Therefore weapons collected in a DDR process should be destroyed if no such capacity exists, particularly if their destruction will contribute to creating trust and confidence in a peace process. However, where the government has demonstrated a commitment to security sector review and reform, DDR practitioners should support this approach.*

The destruction of weapons shall be approached as a separate issue from the destruction of ammunition and explosives. In comparative terms, the destruction of weapons is much simpler and safer than the destruction of ammunition. The destruction of ammunition and explosives is a highly specialist task that can only be safely, efficiently and effectively carried out by appropriately trained and qualified staff.



**Do you need to learn more about stockpile destruction? IMAS<sup>2</sup> 11.10 on Stockpile Destruction, 11.20 on Open Burning and Open Detonation (OBOD) Operations and 11.30 on National Planning Guidelines contain standard guidelines for the destruction of most ammunitions and explosives (<http://www.mineactionstandards.org>).**

**Table 4.10.4: Key guidance on the destruction of weapons**

<p><b>Techniques and technologies</b></p>	<p>There are some 12 different techniques to destroy weapons. The technique should be selected on the basis of:</p> <ul style="list-style-type: none"> <li>■ the type of weapons;</li> <li>■ the quantity of weapons;</li> <li>■ the available local resources and technology;</li> <li>■ any financial considerations;</li> <li>■ the infrastructure available for moving weapons; and</li> <li>■ any security constraints.</li> </ul> <p>Whatever the destruction technique used, a public destruction ceremony with mass media coverage should be organized, as this is highly symbolic, and helps to build the confidence of the public in the DDR programme and the peace process (see the tool icon after this table).</p>
<p><b>Planning and operations sequence</b></p>	<p>The planning and implementation of destruction should follow a certain sequence of events:</p> <ul style="list-style-type: none"> <li>■ the establishment of the type and quantity of weapons to be destroyed;</li> <li>■ the selection of the most suitable destruction option based on technical advice;</li> </ul>

- the establishment of the financial costs of destruction (technical advice will be necessary to ensure that a fair price is established if a commercial option is selected);
- the development of a public information and sensitization campaign;
- the informing of media, NGOs and international organizations of the date and location of the destruction operation;
- the establishment of a security plan for the movement of weapons and destruction operations;
- the carrying out of any necessary weapons pre-processing operations, such as the removal of components and accounting procedures;
- the movement of weapons to the destruction location, ensuring that all appropriate security measures are in place to protect the weapons during transit;
- the establishment of an effective and accurate accounting system at the destruction facility;
- the physical destruction of the weapons;
- the monitoring and verification of the destruction operation carried out by international observers, media and NGOs; and
- the maintenance of destruction records within the national authority.



**Do you want to learn about the destruction techniques that exist and their advantages and disadvantages? Annex M of IDDRS 4.10 on Disarmament provides a matrix with detailed information.**

## 5. Summary of key guidance on disarmament

- ✓ National governments have the right and responsibility to apply their own national standards to all disarmament operations on their territory, but should act in compliance with international and regional arms control conventions, standards and best practices.
- ✓ The safety and security of UN and non-UN personnel (both local and international), participants and communities are essential in disarmament programmes. The humanitarian principles of neutrality, impartiality and humanity shall always apply. A concept of 'proportional and fair disarmament' should be applied at every opportunity.
- ✓ DDR programmes shall avoid attaching monetary value to weapons as a means of encouraging their surrender, to avoid fuelling arms flows.
- ✓ Before the disarmament process starts, there should be an agreement among all parties and other key stakeholders about what will be done with the collected

weapons. The UN recognizes that the automatic destruction of all collected weapons is best practice. However, the decision to retain weapons should be respected where legitimate and impartial governments are restructuring the national armed forces as part of security sector reform.

- ✓ Each combatant's eligibility for DDR will be established during the disarmament process. It is therefore essential that the eligibility criteria be agreed upon between the parties and key stakeholders before this stage starts.



# OG 4.11: SALW Control, Security and Development

## Objectives

This module will:

- ✓ provide an overview of small arms and light weapons (SALW) control;
- ✓ explain differences and highlight links between SALW control and DDR;
- ✓ provide guidance on key aspects of SALW control programmes; and
- ✓ explain the advantages and disadvantages of incentives to weapons collection.

## 1. Introduction

SALW control initiatives are often very complex long-term interventions that require a holistic approach dealing with both the supply of and demand for weapons by governments, groups and individuals, as well as the relationships among armed conflict, armed violence, SALW availability and development.

SALW control has important links with both security and development. Although the immediate post-conflict environment opens a window of opportunity to control the supply of and demand for SALW, efforts towards SALW control are related to development, and should therefore be reflected in national development planning frameworks and mechanisms.

### Box 4.11.1: What are SALW?

In brief, *small arms* are those weapons designed for personal use and *light weapons* are those designed for use by several persons serving as a crew, i.e. they are the weapons that are most used in armed conflicts and violence.

**Small arms:** Revolvers and self-loading pistols, rifles and carbines, sub-machine-guns, assault rifles, light machine-guns.


**Light weapons:** Heavy machine-guns, hand-held under-barrel and mounted grenade launchers, portable anti-tank guns and missiles, recoilless rifles, portable anti-aircraft missile systems, mortars of a calibre of less than 100 mm.

**Ammunition and explosives:** Cartridges (rounds) for small arms, shells and missiles for light weapons, anti-personnel and anti-tank hand grenades, landmines, explosives, munitions for single-action anti-aircraft and anti-tank systems.

**Source:** *UN Report of the Panel of Governmental Experts on Small Arms*, 27 August 1997, A/42/299, para. 25

SALW control requires action at global, regional, national and local levels, and involves international and regional organizations, national governments, commercial companies and military stakeholders, non-governmental organizations and non-state actors operating under a variety of conditions.

The growing international consensus regarding the need to deal with SALW is reflected in the *UN Programme of Action* and the *UN Firearms Protocol*, both adopted in 2001, and a number of regional instruments adopted in Africa, Europe and the Americas.

 **Do you want to become familiar with international and regional agreements on SALW? What about normative references, including South Eastern Europe Regional Micro-Disarmament Standards and Guidelines (SEE RMDS/G)? Section 5 and Annex B of IDDRS 4.11 list them. For the texts of agreements and SEE RMDS/G, see <http://www.seesac.org>.**

## 2. Overview of SALW control

SALW control aims to help prevent armed conflict and violence, and to support countries to reduce the social, economic and environmental impacts of uncontrolled SALW spread and possession by reducing the number of SALW in circulation and by strengthening SALW control mechanisms. The objectives of SALW control interventions include:

- reducing the availability and use of illicit SALW in societies;
- reducing the number of SALW- and ammunition-related accidents;
- increasing public awareness of the connection between the availability of weapons and the level of violence in any given society;
- reducing and disrupting the illicit transfers of SALW at the national and regional levels;
- regulating the possession and use of SALW through national legislation and registration;
- recovering illicit SALW from the community;
- reducing the visibility of weapons in the community, and counteracting the culture of weapons, especially among the youth; and
- reducing gender-based violence related to holding and carrying of weapons legally or illegally.

## 3. DDR and SALW control

While DDR and SALW control contribute to the same objective – namely the creation of a secure environment for sustainable development – some significant differences exist between the two processes, as described in Table 4.11.1:

**Table 4.11.1: Comparing DDR and SALW control**

	DDR	SALW control
Target groups	Individual members of armed forces and groups, their dependants, women and children associated with armed forces and groups	Individual civilians, including women and children, organized criminal groups, communities, national authorities and others
Types of weapons	All types of weapons and ammunition	All weapons and ammunition less than 100 mm in calibre
Timing	Post-conflict	Any time
Mandate	A specific mandate in support of the peace process	Supports DDR, security sector reform (SSR), and social and economic development

Although DDR and SALW control interventions are linked, and should therefore be closely coordinated, it is preferable that they remain separate, and that they are not carried out simultaneously in order to avoid possible confusion that may lead to the following scenarios:

- Civilians may attempt to surrender weapons at DDR programme pick-up points (PUPs) or weapons collection point (WCPs) designed to deal with combatants. This could result in increased tension and local outbreaks of violence;
- The sensitization and core messages of the disarmament and SALW control components will necessarily be very different. The risk of mixed messages should be avoided;
- Disputes may arise over entitlements to ‘reintegration’ by ex-combatants or ‘incentives’ by the civilian population.

The decision on when to initiate a SALW collection programme for the civilian population should therefore be made on a country-by-country basis following careful conflict analysis and detailed assessments.

## 4. SALW control programmes

SALW control programmes follow the same basic procedures as those for the DDR programme cycle – assessment, design, implementation, and monitoring and evaluation. The following paragraphs will highlight only specific SALW control aspects of assessment and design of the programme cycle.

### 4.1. Assessment

Detailed assessments of SALW-related issues at the national and subregional levels are a prerequisite for the development of an SALW control programme.

These assessments, often referred to as small arms surveys or small arms baseline assessments, should ideally contain the following components:

- *A small arms distribution assessment (SADA):* This collects data on the type, quantity, ownership, distribution and movement of SALW within the country and region, together with an analysis of local resources available to respond to the problem;
- *A small arms impact survey (SAIS):* This collects data on the impact of SALW on the community (types of violence), and social and economic development;
- *A small arms perception survey (SAPS):* This collects qualitative information on the attitudes of the local community to SALW ownership and possible interventions;
- *A small arms capacity survey (SACS):* This collects information on the national and local capacity to carry out an appropriate, safe, efficient and effective SALW intervention.



**Do you know how to carry out SALW surveys? For more information on how to do this, see SALW survey protocols (<http://www.seesac.org>).**

## 4.2. Design

There should be a single and coherent national SALW control programme designed with the participation of all key national stakeholders and the financial and technical support of international actors, where necessary. Such programmes are often referred to as national strategies or national plans of action.

Components of SALW control programmes largely consist of, but are not limited to, establishing or strengthening:

- national mechanisms that bring key stakeholders together to devise SALW control programmes and reduce armed violence (see Box 4.11.2, below);
- national legislation related to SALW production, export, import, surplus and possession (see Box 4.11.3, below);
- cross-border control mechanisms;
- SALW awareness and communication strategies;
- voluntary SALW collection initiatives;
- stockpile management and security; and
- the destruction of surplus SALW and ammunition.



**Do you need to prepare a SALW awareness and communication strategy? See the SALW Awareness and Support Pack 2005 (SASP 2) (<http://www.seesac.org>).**

**Box 4.11.2: National SALW commissions**

The primary responsibility for SALW control lies with the government of the affected state. This responsibility should normally be vested in a national SALW authority or commission, which acts as a national focal point on SALW issues, and is expected to perform the following key functions:

- the development and implementation of national strategies or action plans;
- the facilitation of cooperation and coordination;
- awareness-raising and risk education; and
- the monitoring and evaluation of and formal reporting on SALW control activities.

The membership should be broader than security and law enforcement organs, and include a number of ministerial departments (justice, youth, foreign affairs, etc.), as well as civil society organizations.

**Box 4.11.3: National SALW legislation**

SALW control is unlikely to be successful without the establishment and enforcement of an adequate national legal framework. However, revising and updating national SALW legislation is a time- and resource-intensive process, which may be speeded up where members of parliament are associated with national SALW commissions. This process requires ensuring that national SALW legislation conforms with – or exceeds – international and regional standards, and that relevant international SALW control instruments are ratified.

For SALW collection programmes, a related amnesty law (which can apply for a specific period) may be required in order to permit the public transportation of weapons to the collection points.

## 5. SALW collection incentives

SALW control usually includes initiatives aimed at collecting illicit and surplus SALW from individuals and communities. These initiatives often rely on individual and collective incentives schemes or a combination of the two, which need to be carefully designed, taking into account the specificities of each country; hence, the need for a SALW survey before a collection programme starts. Such specificities include:

- the situation of the country in terms of security, stability and public confidence;
- society's perception of SALW ownership;
- the regional and subregional contexts;
- the real and relative price of weapons; and
- the financial and material resources available.

Table 4.11.2 outlines the advantages and disadvantages of the incentives schemes that have been most commonly used during weapons collection:

**Table 4.11.2: Types of incentives in weapons collection: Advantages and disadvantages**

Type of incentive	Objective	Advantages	Disadvantages
Buy-back (not supported by the UN)	<ul style="list-style-type: none"> <li>■ To exchange weapons for cash</li> </ul>	<ul style="list-style-type: none"> <li>■ Immediate individual gratification</li> </ul>	<ul style="list-style-type: none"> <li>■ Can increase the value of arms after it has dropped if price is not carefully defined</li> <li>■ Cash can be used to buy newer weapons</li> <li>■ Can have damaging economic effects if large amounts of cash are injected into fragile economies</li> </ul>
Weapons in exchange for food or goods or services, i.e. weapons in exchange for incentives (WEI)	<ul style="list-style-type: none"> <li>■ To deal with short-term basic needs or wants, such as food, water, shelter, medication, seeds and agricultural tools, recreational equipment and lottery tickets</li> </ul>	<ul style="list-style-type: none"> <li>■ Has a moral and symbolic dimension</li> <li>■ Can help secure short-term survival</li> <li>■ Can reduce resources required by humanitarian agencies</li> </ul>	
Weapons in exchange for development (WED; WfD)	<ul style="list-style-type: none"> <li>■ To provide training and other support that can be linked to community development needs such as roads and bridges</li> </ul>	<ul style="list-style-type: none"> <li>■ Supports social cohesion</li> <li>■ Contributes to economic development</li> </ul>	<ul style="list-style-type: none"> <li>■ Only works if there is a perception of joint weapons ownership and if donor assistance available from other sources is limited</li> <li>■ Expensive if a community project (e.g. road repair) is not tied to a minimum number of weapons handed in</li> </ul>
Weapons in competition for development (WCD)	<ul style="list-style-type: none"> <li>■ To challenge two communities of similar size and divide the funds available for development between them,</li> </ul>	<ul style="list-style-type: none"> <li>■ Contributes to economic development</li> </ul>	<ul style="list-style-type: none"> <li>■ Can spur new conflicts between participating communities</li> </ul>


	according to the proportion of weapons handed in by each community		
Weapons linked to development (WLD)	<ul style="list-style-type: none"> <li>■ To allocate benefits to communities that declare themselves 'weapons free' in such a way that it results in multiplier effects among other communities</li> </ul>	<ul style="list-style-type: none"> <li>■ Involves less overheads than other interventions</li> </ul>	<ul style="list-style-type: none"> <li>■ Needs to be tied to other donor priorities</li> <li>■ Demands significant negotiation before launch</li> <li>■ Requires the adoption of shared guidelines</li> </ul>

**Source:** Adapted from Douglas, Ian, *et al.*, *Disarmament, Demobilization and Reintegration: A Practical Field and Classroom Guide*, GTZ, NODEFIC, PPC, SNDC, 2004, p. 41 and *Compendium of Good Practices on Security Sector Reform*, 'Small Arms and Light Weapons (SALW)', <http://www.gfn-ssr.org>

SALW collection programmes should last a relatively short time to avoid the creation of a weapons market (which can attract many more weapons to the country) and be carefully timed in relation to any DDR programme under way. Furthermore, it is important to note that the success of SALW collection initiatives in post-conflict environments depends not only on the ability to prepare holistic interventions, but also upon:

- *the level of confidence in the peace process:* If civilians perceive the peace and reconciliation process as too fragile and believe that hostilities might resume, they will be unwilling to surrender their weapons;
- *the security situation in the country:* If civilians feel they have to remain armed for personal security because local police or security forces are unable to protect them, weapons collection programmes are likely to fail;
- *the existence of a culture of weapons:* If the possession of weapons is of cultural significance to the populations and has been considered a habit that existed before violent conflict broke out, weapons collection programmes are likely to fail; and
- *the level of commitment of the government and of cooperation among all interested national parties.*

In brief, people will only surrender their weapons if they feel they no longer need them. This shows the importance of creating an enabling environment through the various components of SALW control, as well as DDR and justice and security sector reform, for weapons collection initiatives to succeed.

 **IDDRS 4.11 on SALW Control, Security and Development, section 10 provides more information about the links between DDR and justice and security sector reform.**

## 6. Summary of key guidance on SALW control, security and development

- ✓ The planning of SALW control programmes should deal with both the supply and demand aspects of weapons possession.
- ✓ Disarming combatants when civilian and community ownership of weapons is high does not solve the problem. Indeed, failing to provide ex-combatants with the security they need to return to civilian life might actually create new security concerns.
- ✓ SALW control and its activities cannot be dealt with in isolation, as there is a great deal of overlap with complementary security and development programmes.
- ✓ In all SALW control activities, safety and security need to be primary guiding principles in the phases of collection, temporary storage and destruction.



# OG 4.20: Demobilization

4.20

DEMobilIZATION

## Objectives

This module will:

- ✓ provide guidance on the factors to take into account when planning for demobilization;
- ✓ outline the advantages and disadvantages of cantonment as opposed to mobile demobilization, and how to choose the best approach;
- ✓ explain how to choose and construct a demobilization site;
- ✓ explain the role of reinsertion assistance; and
- ✓ provide guidance on how to manage the demobilization process.

## 1. Introduction

Demobilization is a multifaceted process that officially certifies an individual's change of status from being a member of a military grouping of some kind to being a civilian. It involves the physical separation of a combatant from the command and control of his/her armed force or group, as well as his/her psychological transformation from a military to a civilian mindset.

Combatants formally acquire civilian status when they receive documentation that confirms their final discharge from their armed force or group. However, the process of cutting formal ties with military command structures is a long and difficult one. As such, it requires important preparatory work that will assist the socio-economic reintegration of a former combatant into civilian life.

Demobilization contributes either to downsizing armed forces or groups or disbanding them completely. It is part of the wider demilitarization efforts of a society

### Box 4.20.1: Definition of demobilization

**Demobilization** is the formal and controlled discharge of active combatants from armed forces or other armed groups. The first stage of demobilization may extend from the processing of individual combatants in temporary centres to the massing of troops in camps designated for this purpose (cantonment sites, encampments, assembly areas or barracks). The second stage of demobilization encompasses the support package provided to the demobilized, which is called reinsertion.

**Source:** Note by the Secretary-General on administrative and budgetary aspects of the financing of UN peacekeeping operations, 24 May 2005 (A/C.5/59/31)

emerging from conflict. It is therefore a symbolically important phase in the consolidation of peace.

Whereas disarmament is primarily the responsibility of the military, supported by civilian staff, demobilization is primarily the responsibility of the civilian component of the peacekeeping mission, with military support.

Since it is the process through which combatants re-acquire civilian status, demobilization can be best supported by civilians. Exposure to civilian lifestyles and mindsets can encourage ex-combatants to focus on their future as civilians, and increase their chances of successfully reintegrating into society.

## 2. The two approaches to demobilization

There are two distinct approaches to demobilization: using semi-permanent demobilization sites, i.e. cantonment<sup>1</sup> (called the static method) or the mobile method, where demobilization occurs at the places where groups of ex-combatants are gathered. Although cantonment was long considered standard practice, increasingly DDR programmes are using mobile demobilization, as it is cheaper, more expedient and more flexible than cantonment. It may be chosen particularly if the designated group is small and already cantoned in one place. The specific country context and the security situation in particular should guide such a decision.

### **Box 4.20.2: Which is the right approach for your demobilization programme?**

The following questions will help DDR practitioners to decide on the most appropriate approach:

- How much time has passed since the fighting ended?
- Are the combatants already in the communities where they will reintegrate?
- Does the security context indicate that cantonment is necessary?
- Will cantonment play an important peace-building role in the peace process?
- What are the sizes of the armed forces and groups participating in the process?
- What is the composition of the armed forces and groups in terms of women, children, youth and the disabled, and how will cantonment affect these people?
- What are the potential risks of cantonment for any of these groups of people?
- Will there be enough resources for cantonment, i.e. to build and run campsites?
- Does the context allow for the use of alternatives to cantonment?

Each approach has distinct advantages and disadvantages, and DDR planning teams should consider these carefully in relation to the specific situation in the affected country before choosing one or the other.


**Table 4.20.1: Some advantages and disadvantages of cantonment (static demobilization) and mobile demobilization**

Cantonment (static demobilization)	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>■ Allows administrative and logistic needs to be pre-planned and material to be stockpiled</li> <li>■ Facilitates easier counting, identification, registration and health screening</li> <li>■ Can help clearly mark the transition from military to civilian life, and can help combatants adjust mentally to the change in status</li> <li>■ Provides an opportunity for detailed individual profiling</li> <li>■ Provides an opportunity for detailed sensitization, orientation and counselling regarding reinsertion and reintegration benefits and opportunities</li> <li>■ Is more acceptable to formal armed forces, who are used to barrack life</li> </ul>	<ul style="list-style-type: none"> <li>■ Costly to construct and maintain, especially when taking into account the needs of special groups, such as women, children and dependants</li> <li>■ Can become a focal point for crime and other security problems</li> <li>■ Attracts media attention, which is often negative</li> <li>■ Can create a negative mindset and discontent among combatants, and can be seen as a loss of freedom by informal armed groups</li> <li>■ Potentially dangerous for female combatants and women associated with armed forces and groups, who may require separate cantonment areas</li> <li>■ May be difficult for disabled ex-combatants to reach, so limiting their access to the programme</li> <li>■ May attract local people scavenging for supplies and foodstuffs</li> <li>■ May become 'permanent' if demobilization and/or reintegration are delayed</li> <li>■ Can contribute to local environmental degradation and serious resource scarcity</li> </ul>
Mobile demobilization	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>■ Is cheaper, more expedient and more flexible than cantonment</li> <li>■ Reduces the logistic requirements related to transportation and food supplies if combatants to be demobilized are already based in the communities where they will reintegrate</li> <li>■ Works best with disciplined, recognizable units that are willing to demobilize</li> </ul>	<ul style="list-style-type: none"> <li>■ The full range of services to participants may not be available</li> <li>■ The psychological effects of demobilization are less clearly felt</li> <li>■ Is more dependent on the willingness of combatants to participate in the DDR process</li> </ul>

- Does not reproduce power structures found in military life
- May be less of a security risk than cantonment
- Is less coercive (i.e. less force is required)
- Can focus more on individual combatants and small groups, including special groups
- Is often more accessible to disabled ex-combatants
- May allow greater community involvement

 **A more complete list of advantages and disadvantages of both cantonment and mobile demobilization is found in sections 7.1 and 7.2 of IDDRS 4.20 on Demobilization.**

 **For discussions of how cantonment affects particular groups, see IDDRS 5.10 on Women, Gender and DDR, sections 6.2.1 and 6.6, IDDRS 5.20 on Youth and DDR, section 11.2 and IDDRS 5.30 on Children and DDR, sections 6.1 and 6.2.**

 *Where cantonment is thought to be necessary, the DDR planning team should take all possible measures to minimize the negative aspects of this approach. Cantonment should always be kept as short as possible (one week to a month), and should not start before demobilization and reintegration are ready to begin.*

An alternative to both cantonment and mobile demobilization has been recently pioneered by the United Nations Development Programme (UNDP) and the International Organization for Migration (IOM) in the DDR programme in the Republic of Congo. This approach is based on a network of DDR offices established throughout the country. DDR participants remain in their respective camps or communities, and report to the nearest DDR office for disarmament; registration, including psychological and medical screening as needed; information, counselling and referral services; demobilization; reinsertion; and reintegration assistance. This approach has the advantage of carrying out disarmament and demobilization activities using the facilities that would have to be established anyway to provide reintegration assistance to ex-combatants.

### 3. Planning for demobilization

To be well planned, demobilization should be based on a detailed assessment of the particular circumstances in which DDR will take place. Generally, there should be a phased approach to demobilization (which should include a pilot test phase), to learn from mistakes in the early phases and make necessary adjustments in later phases. Specific factors should be taken into account during planning for demobilization:

**Table 4.20.2: Factors to take into account when planning demobilization**

<b>Security</b>	<ul style="list-style-type: none"> <li>■ Security shall be assured from disarmament to the reintegration phase. In post-conflict environments, security is often dependent on the UN military and police, in close coordination with national authorities.</li> <li>■ In general, the UN military force should provide external, area and proximity security to any DDR site. Demobilization sites should be weapons-free zones; however, if necessary, security within demobilization sites may be provided by lightly equipped and well-trained security services or police.</li> <li>■ Special security measures to deal with issues related to women and disabled ex-combatants should be arranged before demobilization begins.</li> <li>■ Specifically designed security measures should be developed for mobile demobilization processes. These should be organized in close coordination with national authorities, the military and civilian stakeholders.</li> <li>■ There should be standard operating procedures (SOPs) for controlling the number and flow of combatants being demobilized.</li> </ul>
<b>Location</b>	<ul style="list-style-type: none"> <li>■ Whether cantonment or the mobile type, demobilization sites should be easily accessible to each armed force and group, be located in the areas under their control and be secured by neutral forces.</li> <li>■ UN military forces, UN Police (UNPOL) and/or various UN agencies are responsible for the establishment, security and supply of demobilization sites.</li> <li>■ The choice of site location depends on the availability of water, accessibility by road and air, and the condition of the terrain.</li> </ul>
<b>Size/capacity</b>	<ul style="list-style-type: none"> <li>■ The size and capacity of demobilization camps are determined by the number of combatants to be demobilized and the time required for processing them.</li> <li>■ Camps for smaller numbers of combatants can be used, as they are easier to administer, control and secure, but too many smaller camps can also lead to widely dispersed resources, and logistic and other support problems.</li> </ul>
<b>Information management: databases</b>	<ul style="list-style-type: none"> <li>■ An information management system should be installed, tested and secured as early as possible.</li> <li>■ The database should be mobile, suitable for use in the field, cross-referenced and able to provide DDR teams with a clear overview of where participants have reintegrated and what their cumulative profiles are.</li> <li>■ The Joint Logistics Operation Centre (JLOC) is responsible for the provision of equipment, and the camp manager is responsible for its maintenance.</li> <li>■ The DDR unit/team information systems officer should ensure the suitability of the hardware and software for the intended purpose.</li> </ul>

<b>Inter-agency coordination</b>	<ul style="list-style-type: none"> <li>■ An inter-agency coordination group should be established, which may also include donor representatives.</li> <li>■ At both the regional level and at the disarmament and demobilization sites themselves, the camp manager and military commander form the core of the DDR implementing group, which should also include the operational implementation partners responsible for each site.</li> <li>■ DDR managers at the regional and subregional levels should adequately liaise with local leaders and security implementers to ensure that nearby communities are not badly affected by the demobilization camp or process.</li> </ul>
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 **Section 5 of IDDRS 4.20 on Demobilization provides more detailed information on each planning factor summarized in Table 4.20.2, above.**

 **For information on eligibility criteria and screening, see sections 2 and 3 of OG 2.30 on Participants, Beneficiaries and Partners.**


## 4. Activities during demobilization


Demobilization is a multifaceted process that serves several purposes before ending with the final discharge of combatants. Many activities are therefore involved:

**Table 4.20.3: Activities during demobilization**

<b>Access and reception</b>	<ul style="list-style-type: none"> <li>■ All routes to the demobilization site must be thoroughly monitored and guarded by UN military forces to provide security.</li> <li>■ On arrival, individuals should be checked against the list of those to be demobilized and searched again for concealed weapons or munitions.</li> </ul>
<b>Registration and documentation</b>	<ul style="list-style-type: none"> <li>■ After combatants have been screened and identified as being eligible for participation, they should be registered and issued with identity documents.</li> <li>■ Copies of the registration forms and personal documentation should be stored in a secure place and included in the DDR database as soon as possible.</li> </ul>
<b>Introduction and briefing</b>	<ul style="list-style-type: none"> <li>■ Ex-combatants and those associated with armed forces and groups should be provided with guidance/introductory briefings upon arrival, so as to ensure that they are informed about the DDR process, that they understand the rules and regulations they are expected to observe, and to respond to any concerns they may have about the process. See the related cross-reference after this table.</li> </ul>
<b>Information, counselling and referral</b>	<ul style="list-style-type: none"> <li>■ This can take place at the demobilization site, or may be postponed to the reintegration stage. See the related cross-reference after this table.</li> </ul>

<b>Health screening</b>	<ul style="list-style-type: none"> <li>■ DDR participants should undergo health screening. Those who require immediate medical attention of a kind that is not available in the camp should be taken to a hospital (by the suitable partner agency).</li> <li>■ Basic specialized attention in the areas of reproductive health and sexually transmitted infections (STIs), including voluntary HIV counselling and testing, should be provided. The senior medical staff member should be responsible for the overall supervision of medical support services. It cannot be assumed that medical personnel are trained as HIV counsellors.</li> </ul> <p>See the related cross-references after this table.</p>
<b>Pre-discharge awareness-raising/sensitization</b>	<ul style="list-style-type: none"> <li>■ Before being discharged, former combatants should be given advice on the challenges of transition from military to civilian life.</li> <li>■ Pre-discharge awareness-raising/sensitization should be closely coordinated with provisions for reinsertion and reintegration.</li> <li>■ Pre-discharge awareness-raising/sensitization help avoid misinterpretation and the creation of false or unrealistic expectations, which can seriously undermine DDR.</li> </ul> <p>See the related cross-reference after this table.</p>

 For more information about the topics to be covered in introductory briefings, see section 8.4 of IDDRS 4.20. For more detailed information on information, counselling and referral, see section 4 of OG 4.30 on Social and Economic Reintegration, and section 8.2 of IDDRS 4.30. On health-related matters, see OG and IDDRS 5.60 on HIV/AIDS and DDR, and OG and IDDRS 5.70 on Health and DDR. For more information on pre-discharge orientation, see IDDRS 4.20, section 8.7 and OG 4.60 on Public Information and Strategic Communication in Support of DDR.

 *High levels of drug abuse among ex-combatants (adult and children) are common. In addition to social, psychological and health complications, drug-dependent individuals may cause problems at the demobilization site and may potentially upset the dynamics of their community before reintegration.*

 **OG 5.70 on Health and DDR**

## 5. Choosing and constructing a demobilization site

Many factors should be taken into account when choosing the best demobilization site. Ideally, the location and accessibility of disarmament and/or demobilization sites should be included in the terms of the peace agreement between the parties to the conflict. If this is not the case, these parties should be involved in choosing locations and preparing the disarmament and demobilization timetable.

### **Box 4.20.3: Key factors to take into account when choosing and constructing a demobilization site**

- *What will make the site most accessible?* Closeness to roads, airfields, rivers and railways should be taken into account. Accessibility for the protection force to secure the site and for logistic and supply lines is essential. How weather changes (e.g. the start of the rainy season) will affect accessibility (e.g. closing of roads or potential flooding from a nearby natural water course) should be considered.
- *What is the size and profile of the caseload?* Sufficient data on the number of combatants and dependants and on the number of weapons involved should be collected well in advance to plan for the number and size of disarmament sites. If security and logistic requirements allow, the disarmament and demobilization processes should take place at the same site, which should have a weapons collection point and a demobilization area.
- *How can the demobilization site be made a secure environment?* When establishing sites, it is important to ensure they have been inspected and cleared of landmines, as well as to take into account how close the site is to potential threats, including international borders. The security of nearby communities should also be a factor.
- *What general amenities should every demobilization site have?* These include a potable water supply; easy set-up of washing and toilet facilities; drainage for rain and waste; local power and food supplies; cooking and eating facilities; lighting, both for security and functionality; and space for recreational facilities, including sports, where appropriate. Special arrangements should be made for children, disabled persons and pregnant or lactating women. Environmental hazards, pollution, infestation and dangerous habitats should be avoided.
- *What type of storage facilities are required?* Secure and guarded facilities for temporary storage should be set up, including secure storage for weapons and ammunition that have been handed in. Transportation should be organized as soon as possible for surrendered weapons and ammunition that are to be moved to permanent storage or destruction sites.
- *What conditions are necessary for an effective communications infrastructure?* The site should be located in an area suitable for radio and/or telecommunications infrastructure.

## **5.1. Possible sites that can be used**

Sometimes there are not enough programme resources to run DDR programmes. Using pre-existing camps may allow for more resources to be directed towards combatants with specific needs and community reintegration programmes. Where relevant, the following sites that can save resources should be considered:

- *Refurbishment/repair and temporary use of community property:* If available, existing hard-walled property should be used. The decision should be made by weighing the medium- and long-term benefits to the community of repairing local facilities against the overall security and financial implications. These installations may not need rebuilding, and may be made usable by adding plastic sheeting, concertina wire, etc. Possible sites include disused factories, warehouses, hospitals, schools, colleges, farms, etc. Efforts should be made to verify ownership and avoid legal complications. Such refurbish-



ment should be planned in close coordination with recovery planners to ensure that it may have longer-term benefits;

- *Refurbishment/repair and temporary use of state/military property:* Where regular armed forces or well-organized /disciplined armed groups are to be demobilized, the use of existing military barracks, with the agreement of national authorities, should be considered. These should provide enough security and may have the required infrastructure already in place. The same security and administration arrangements should apply to these sites as to others.

## 5.2. Construction: Contracted or military?

If the UN military force in the area has the necessary logistic and administrative capabilities, a quicker and more reliable option would be to use its construction skills. When this option is not available, it may be necessary to contract the work to a commercial company or non-governmental organization (NGO). This may involve, however, several potential risks, including:

- the possibility of the lengthy process of UN tendering, issuing of contracts and payment causing the programme to fall behind schedule, which can create serious security problems;
- the potential for remaining armed groups to attack, threaten or extort ‘protection’ fees from the contractor;
- lack of knowledge about the contractor’s reliability;
- the possibility that the local community may complain of lack of employment opportunities; and
- the particular danger of employing ex- (or soon to be demobilized) combatants in terms of control of the workforce. This should be avoided.

## 6. Managing a demobilization site


After choosing the most appropriate demobilization site, constructing or refurbishing existing facilities and putting all the amenities and conditions in place, DDR planners need to know how to manage a demobilization site.

**Table 4.20.4: Managing a demobilization site**

<p><b>Coordination of services, supplies and assistance</b></p>	<ul style="list-style-type: none"> <li>■ When national organizations and legitimate authorities lack capacity, coordination will fall to the UN DDR unit/team, which should work to build the capacity of national actors.</li> <li>■ The team leader of the regional DDR office responsible for DDR operations in his/her designated area should consult with all relevant agencies about the administration of, and management and operational support to the demobilization operation.</li> </ul>
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<b>Management</b>	<ul style="list-style-type: none"> <li>■ The manager/team leader is responsible for the day-to-day management of the demobilization site. The management and support team should be deployed and trained before operations start.</li> <li>■ Tenders for management services to demobilization sites should be invited as early as possible. The selected agency may be an international NGO or a national body, if it has the required capacity.</li> </ul>
<b>Dealing with people who break camp rules</b>	<ul style="list-style-type: none"> <li>■ In order to have clear lines of communication and involve DDR participants in camp management, group leaders, including women, should be chosen for reporting any misbehaviour.</li> <li>■ Penalties for misbehaviour should have an impact on the group as a whole in order to develop a sense of collective responsibility.</li> </ul>
<b>Management of disputes/ concerns within the demobilization site</b>	<ul style="list-style-type: none"> <li>■ Early discussion of any problem will usually deal with disputes, fears, concerns and anxieties.</li> <li>■ These are normally the result of miscommunication or a lack of communication, so communications should always be plentiful and clear, to prevent matters from becoming violent.</li> <li>■ A mechanism should exist between group leaders and staff that will enable arbitration to take place in cases of disputes, complaints and discontent.</li> </ul>
<b>Civil–military cooperation</b>	<ul style="list-style-type: none"> <li>■ High levels of cooperation are necessary with the military, as they play a large part in the selection, construction and security of the sites.</li> <li>■ The camp manager/mobile team leader may or may not be military, but the administrator is usually a civilian. Civilian staff of the implementing partner involved will generally contribute to the day-to-day management of the demobilization site.</li> <li>■ Working routines, responsibilities and guidelines should be developed jointly by the senior military and civilian managers of the camp.</li> </ul>
<b>Living conditions, equipment and logistics</b>	<ul style="list-style-type: none"> <li>■ Demobilization sites should provide acceptable standards of living when these are required; but if the standard of living is too high, combatants may be reluctant to leave after discharge.</li> <li>■ Compatible communications systems between the military and civilians should be ensured.</li> <li>■ A supply chain should be developed in order to ensure the availability of fuel (for generators and vehicles), water and other support materials.</li> </ul>

<p><b>Staff security, and emergency and evacuation planning</b></p>	<ul style="list-style-type: none"> <li>■ The senior military commander and demobilization site manager/team leader are responsible for the development and distribution of the emergency and evacuation contingency plan under the guidance and authorization of the regional security officer.</li> <li>■ In most circumstances, the evacuation of staff and equipment from a site will require high levels of close military protection. The senior military commander and demobilization site manager/team leader should ensure that adequate resources are available at all times, at levels appropriate to the assessed security risk.</li> </ul>
<p><b>Provision of basic needs (food, water and medical treatment)</b></p>	<ul style="list-style-type: none"> <li>■ Demobilization sites should be supplied with sufficient food and drinking water, as well as adequate shelter, health care and sanitary facilities where necessary. A lack of supplies and poor living conditions endanger the discipline of the ex-combatants.</li> <li>■ The special needs of men, women, children, infants, disabled and chronically-ill ex-combatants should be catered for.</li> <li>■ The manager/team leader is responsible for ensuring the adequate provision of basic needs. He/she should liaise closely with the JLOC and military commanders to ensure the safe passage and constant re-supply of consumable stocks.</li> <li>■ NGOs or government agencies may also be implementing partners for the provision of basic needs. In such situations, the demobilization site manager should monitor and report on the effectiveness of the arrangement, and assist where possible.</li> </ul>

 **Do you know what the stores and equipment requirements are for typical static and mobile demobilization sites? See Annexes C and D in IDDRS 4.20 on Demobilization.**

## 7. Discharge and reinsertion

A discharge document – such as a demobilization declaration – has great symbolic value for ex-combatants, and should be given to them upon completion of the demobilization process. Such documents provide recognition of a person’s military activities, and serve as proof of demobilization and for access to DDR services and programmes. Discharge should be linked with formal honouring ceremonies.

 *No reference should be made in discharge papers to any particular groups or roles, as this may have negative effects during the reintegration phase.*

In order to bridge the gap between demobilization and reintegration, DDR programmes have often provided reinsertion or transitional assistance for the immediate

#### Box 4.20.4: Definition of reinsertion

**Reinsertion** is the assistance offered to ex-combatants during demobilization but prior to the longer-term process of reintegration. Reinsertion is a form of transitional assistance to help cover the basic needs of ex-combatants and their families and can include transitional safety allowances, food, clothes, shelter, medical services, short-term education, training, employment and tools. While reintegration is a long-term, continuous social and economic process of development, reinsertion is a short-term material and/or financial assistance to meet immediate needs, and can last up to one year.

**Source:** Note by the Secretary-General on administrative and budgetary aspects of financing of the UN peacekeeping operations, 24 May 2005 (A/C.5/59/31)

and basic needs of the ex-combatant and his/her dependants. Box 4.20.4 defines reinsertion.

DDR programmes should avoid giving cash lump payments during reinsertion, as these have many disadvantages. They can be seen as ‘cash for weapons’, and may be misused to buy drugs and alcohol, or even more weapons. Where it is necessary to provide ex-combatants and their dependants with a means to subsist while waiting for reintegration assistance, money should be paid in small instalments over an extended period of time.

Furthermore, reinsertion assistance should be linked to work or services performed by ex-combatants for their own benefit and that of the community. Quick-impact projects (QIPs) have an important role to play in this. In addition to the reinsertion assistance, and in order to overcome the possible resistance of communities to receive returning ex-combatants, or prevent accusations that combatants are receiving unfair benefits, it may be useful to consider issuing a ‘reintegration voucher’ to ex-combatants. This can be given by them to their community of return, for use in locally designed activities to improve local security and the communities’ capacity to receive ex-combatants.

**Table 4.20.5: Basic principles for designing reinsertion**

<b>Emergency support</b>	Reinsertion is primarily an emergency support measure and not a payment for participation in the conflict.
<b>Not to be linked to the handover of weapons</b>	Reinsertion should not be directly linked to the turning in of weapons, to avoid putting a monetary value on weapons.
<b>Equity with other war-affected groups</b>	The nature and size of any benefits paid should be equitable between men and women, and with benefits allocated to other groups, such as internally displaced persons (IDPs), returnees and affected communities. They should also be in line with local economic indicators (e.g. civil service salaries).
<b>Sound assessment of needs and resources</b>	Reinsertion should be appropriate to the socio-economic context, and based on the assessed needs of the ex-combatants and their dependants during the transitional phase. It should

	also be affordable for the DDR programme. The more money spent on reinsertion, the less money can be invested in reintegration support.
<b>Cash payments</b>	Direct cash payments should be the smallest part of any benefit package. Food and other goods and services (tools, seeds, counselling, etc.) are generally a better option.
<b>Participation in quick-impact projects</b>	Participation in community-based quick-impact projects for short-term livelihood support should be linked to the receipt of reinsertion assistance, particularly any cash payments.

It is important to be aware that reinsertion assistance should:

- in no way prejudice DDR participants' access to long-term reintegration assistance;
- be accounted for in the mission's budget cycle, which usually begins in June/July. Reinsertion should be included in the first submission of the mission's budget; and
- be carried out by one of the implementing partners; however, it is the responsibility of the demobilization site manager to ensure equitable distribution of such assistance.

Furthermore, reinsertion assistance may include a mixture of transport to certain key locations and cash for transport. The logistic implications of providing transport should be taken into account. If transport is provided on UN vehicles, authorizations from UN administration and waivers for passengers should be obtained in advance to avoid last minute blockages and delays. Alternatively, private companies may be subcontracted to provide transport.

## 8. Summary of key guidance on demobilization

- ✓ Mobile demobilization is cheaper, more expedient and more flexible than cantonment. It has therefore been increasingly used by DDR programmes in the place of cantonment. Cantonment is not a requirement, and it is generally the security context that indicates that cantonment is necessary.
- ✓ The timing and sequencing of demobilization should be realistic and strictly adhered to in order to build the confidence of participants and beneficiaries in the process; and demobilization should not start until pre-agreed conditions of readiness have been achieved.
- ✓ Throughout demobilization it is particularly important to recognize and cater for the specific needs of women, youth, children, the disabled and the chronically ill who participated in combat and/or were associated with armed forces and groups.

- ✓ Reinsertion assistance should not involve large lump-sum cash payments, but if money has to be given to beneficiaries, it should be paid in small instalments, and linked to work or services performed by the ex-combatant for the benefit of the community.

# OG 4.30: Reintegration

4.30

REINTEGRATION

## Objectives

This module will:

- ✓ articulate the transition from demobilization and reinsertion to reintegration;
- ✓ distinguish between the different approaches to the reintegration of ex-combatants;
- ✓ identify key elements of reintegration planning, with emphasis on assessments, programme design and capacity development;
- ✓ explain economic, social/psychosocial and political components of reintegration; and
- ✓ link reintegration activities to wider recovery and development initiatives.

## 1. Introduction

The ultimate objective of DDR is the sustainable reintegration of ex-combatants and associated groups into communities of their choice. Failure to produce sustainable reintegration will increase the security risk posed by ex-combatants and the potential for relapse into conflict, undermining earlier disarmament, demobilization and reinsertion achievements (see Box 4.30.1 below).

### Box 4.30.1: Defining 'Reintegration'

In the Note by the Secretary-General dated 24 May 2005, **reintegration** is defined as, "the process by which ex-combatants acquire civilian status and gain sustainable employment and income. Reintegration is essentially a social and economic process with an open timeframe, primarily taking place in communities at the local level. It is part of the general development of a country and a national responsibility, and often necessitates long-term external assistance."

Recognizing **new developments in the reintegration of ex-combatants and associated groups** since the release of the 2005 Note, the Third Report of the Secretary-General on DDR (2011) includes revised policy and guidance. It observes that, "in most countries, economic aspects, while central, are not sufficient for the sustainable reintegration of ex-combatants. Serious consideration of the social and political aspects of reintegration... is [also] crucial for the sustainability and success of reintegration programmes," including interventions, such as psychosocial support, mental health counseling and clinical treatment and medical health support, as well as reconciliation, access to justice/transitional justice, participation in political processes.

Additionally, it emphasizes that while “reintegration programmes supported by the United Nations are time-bound by nature... the reintegration of ex-combatants and associated groups is a long-term process that takes place at the individual, community, national and regional levels, and is dependent upon wider recovery and development.”

**Sources:** *Note by the Secretary-General on administrative and budgetary aspects of the financing of UN peacekeeping operations*, 24 May 2005 (A/C.5/59/31); *Third report of the Secretary-General on Disarmament, demobilization and reintegration*, 21 March 2011 (A/65/741)

Reintegration of ex-combatants and associated groups is a long-term process that occurs at an individual, community, national and at times even regional level. Reintegration programmes, which address economic, social/psychosocial, and political challenges faced by ex-combatants and associated groups, contribute to the longer-term reintegration process.

Reintegration programmes should take into account key context-specific factors and successfully balance timing, sequencing and a mix of programme interventions that aim to build on and facilitate wider recovery and development processes. A well-planned exit strategy, with an emphasis on capacity building and ownership by national and local actors who will continue to be engaged in the reintegration process after completion of the reintegration programme and beyond the limited existence of DDR institutions and/or coordinating mechanisms, is therefore crucial from the beginning.

## 2. Transitioning from reinsertion to reintegration

Reinsertion assistance (see Box 4.30.2 below) should not be confused with or substituted for reintegration programme; reinsertion assistance is meant to assist ex-combatants and associated groups for a limited period of time until the reintegration programme begins, filling the gap in support often present between demobilization and reintegration activities.

### **Box 4.30.2: Definition of reinsertion**

**Reinsertion** is the assistance offered to ex-combatants during demobilization but prior to the longer-term process of reintegration. Reinsertion is a form of transitional assistance to help cover the basic needs of ex-combatants and their families and can include transitional safety allowances, food, clothes, shelter, medical services, short-term education, training, employment and tools. While reintegration is a long-term, continuous social and economic process of development, reinsertion is a short-term material and/or financial assistance to meet immediate needs, and can last up to one year.

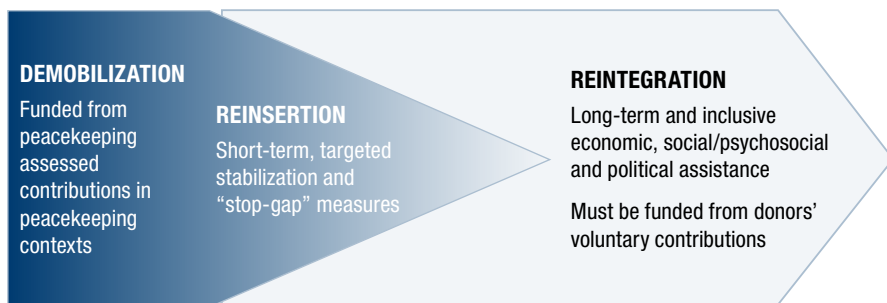
**Source:** *Note by the Secretary-General on administrative and budgetary aspects of the financing of UN peacekeeping operations*, 24 May 2005 (A/C.5/59/31)

Although reinsertion is considered as part of the demobilization phase, it is important to understand that it is closely linked with and can support




reintegration. In fact, these two phases at times overlap or run almost parallel to each other with different levels of intensity, as seen in the figure 4.30.1 below:

**Figure 4.30.1: Transition from reinsertion to reintegration**



Reinsertion is often focused on economic aspects of the reintegration process, but does not guarantee sustainable income for ex-combatants and associated groups. Reintegration takes place by definition at the community level, should lead to sustainable income, social belonging and political participation. Reintegration aims to tackle the motives that led ex-combatants to join armed forces and groups. When successful, it dissuades ex-combatants and associated groups from re-joining and/or makes re-recruitment efforts useless.

If well designed, short-term reinsertion stabilization and "stop-gap" measures can buy the necessary time and/or space to establish better conditions for reintegration programmes to be prepared. Reinsertion training initiatives and emergency employment and quick-impact projects (QIPs) can also serve to demonstrate peace dividends to communities, especially in areas suffering from destroyed infrastructure and lacking in basic services like water, roads and communication. Reinsertion and reintegration should therefore be jointly planned to maximize opportunities for the latter to meaningfully support the former.

 For more information on reinsertion, see section 8.9 of IDDRS 4.20 and section 5 of OG 4.20.

### 3. Approaches to the reintegration of ex-combatants

The approaches to the reintegration of ex-combatants represent the different options available to DDR planners when defining the reintegration strategy. The approaches discussed are not mutually exclusive. Rather, they can be used in an appropriate mix, timing and sequencing in order to support the overall goal of the specific DDR programme. Key approaches include individual and community-based reintegration (CBR) as seen in Table 4.30.1, and types of community-based reintegration, which include dual targeting, ex-combatant-led initiatives and areas-based interventions as seen in Table 4.30.2.

**Table 4.30.1: Approaches to the reintegration of ex-combatants**

<b>Individual reintegration</b>	<b>Key characteristics and benefits</b> <ul style="list-style-type: none"><li>■ Provides ex-combatants with specifically designed, individually-focused programmes.</li><li>■ Involves ex-combatants in sustainable micro-projects and targeted activities that increase ex-combatant employability.</li><li>■ Provides information, counseling and referral services (ICRS).</li><li>■ Provides training, technical advice and other support services.</li></ul>
	<b>Key drawbacks</b> <ul style="list-style-type: none"><li>■ The focus on ex-combatants can create feelings of unfairness within communities.</li></ul>
<b>Community-based reintegration (CBR)</b>	<b>Key characteristics and benefits</b> <ul style="list-style-type: none"><li>■ Provides greater inclusion of all social actors through the involvement of family members and communities of return in addition to the ex-combatant caseload.</li><li>■ Minimizes perceptions that ex-combatants are being "rewarded" for their involvement in the conflict.</li><li>■ Provides communities with the tools, training and means to support and join in the reintegration process.</li><li>■ Supports ex-combatant reintegration as a component of wider community security, reconciliation, recovery and development.</li></ul> <p><i>Note: The whole community does not receive direct reintegration assistance. Rather, selection criteria and percentages of ex-combatants to community members served will vary.</i></p>
	<b>Key drawbacks</b> <ul style="list-style-type: none"><li>■ May not deal with ex-combatants' specific concerns as directly.</li></ul>

Opting for one approach over the other requires an understanding of the context, ex-combatants' capacities, psychosocial needs, and motivations for participating in a particular conflict, in addition to recognizing the functioning of related markets and available resources (including land, natural resources and capital). With this context-specific knowledge, DDR planners and practitioners should build consensus with partners and stakeholders on how to best allocate available resources that provide reintegration support to participants and beneficiaries, deciding on the appropriate approach or mix of approaches.

The risks posed by enduring command structures should also be taken into account during reintegration planning and may require specific action as discussed in Box 4.30.3.

**Table 4.30.2: Types of community-based reintegration approaches**

Type	Description
<b>Dual targeting</b>	<ul style="list-style-type: none"> <li>■ Simultaneously targets individual ex-combatants and members of their communities of return (typically targets 50% ex-combatants and 50% conflict-affected groups such as other returnees and youth at risk, though the proportion may vary depending on context).</li> <li>■ Aims to create a “win-win” situation by contributing to the achievement of economic and social goals for both individual ex-combatants and communities.</li> <li>■ Promotes greater inclusion and reconciliation in addition to proving a useful way to manage risks and improve local security.</li> </ul>
<b>Ex-combatant-led initiatives</b>	<ul style="list-style-type: none"> <li>■ Involve working directly with ex-combatants in socio-economic activities that have great potential for benefiting the community as a whole.</li> <li>■ Aim to provide ex-combatants with a sense of ownership of the reintegration and reconciliation achievements that takes place at the community level.</li> </ul> <p><i>Note: DDR staff must work closely with ex-combatants in the planning and implementation of these initiatives to ensure that the activities chosen are transparent and bring effectively benefits to the community.</i></p>
<b>Area-based interventions</b>	<ul style="list-style-type: none"> <li>■ Target a specifically defined geographic territory containing conflict-affected communities where large clusters of ex-combatants have been identified, while considering all networks and economic flows that affect (or could affect) the defined territory.</li> <li>■ The objective is to optimize the use of locally-based resources (rural and/or urban) and the synergies arising among local businesses, civil society, business development service providers, investors, authorities, etc.</li> <li>■ Rather than focusing on specific target groups, area-based interventions make use of local resources and external investments in order to offer context-specific solutions to post-war economic recovery.</li> </ul>

**Box 4.30.3: Focus on command structures/Commander Incentive Programmes (CIPs)**

A stated aim of demobilization is the breakdown of armed groups' command structures. However, experience has shown this is difficult to achieve, quantify, qualify or monitor. Over time hierarchical structures erode, but informal networks and associations based upon loyalties and shared experiences may remain long into the post-conflict period.

In order to break command structures and prevent mid-level commanders from becoming spoilers in DDR, programmes may have to devise specific assistance strategies that better correspond to the profiles and needs of mid-level commanders. Such support may include preparation for nominations/vetting for public appointments, redundancy payments based on years of service, and guidance on investment options, expanding a family business and creating employment, etc. Commander Incentive Programmes can further work to support the transformation of command structures into more defined organizations, such as political parties and groups, or socially and economically productive entities such as cooperatives and credit unions.



DDR managers should however exercise extreme caution when requested to support the creation and maintenance of veterans' associations. Although these associations may arise spontaneously as representation and self-help groups due to the fact that members face similar challenges, share affinities and have common pasts, prolonged affiliation may perpetuate the retention of "combatant" identities, preventing ex-combatants from effectively transitioning to their new civilian identities and roles.

## 4. Reintegration planning and programme design

### 4.1. Key planning considerations

Reintegration planning should be based on rapid, reliable and detailed assessments and should begin as early as possible. This is to ensure that reintegration programmes are designed and implemented in a timely and effective manner, where the gap between demobilization/reinsertion and reintegration support is minimized as much as possible. This requires that relevant UN agencies, programmes and funds jointly plan for reintegration. The planning phase of a reintegration programme should be based on clear assessments that, at a minimum, ask the following questions (See Box 4.30.4 below):

#### **Box 4.30.4: Key reintegration planning questions that assessments should answer**

- What reintegration approach or combination of approaches will be most suitable for the context in question? Dual targeting? Ex-combatant-led economic activity that benefits also the community?
- Will ex-combatants access area-based programmes as any other conflict-affected group? What would prevent them from doing that? How will these programmes track numbers of ex-combatants participating and the levels of reintegration achieved?
- What will be the geographical coverage of the programme? Will focus be on rural or urban reintegration or a combination of both?
- How narrow or expansive will be the eligibility criteria to participate in the programme? Based on ex-combatant/returnee status or vulnerability?
- What type of reintegration assistance should be offered (i.e. economic, social, psychosocial, and/or political) and with which levels of intensity?
- What strategy will be deployed to match supply and demand (e.g. employability/employment creation; psychosocial need such as trauma/psychosocial counseling service; etc.)
- What are the most appropriate structures to provide programme assistance? Dedicated structures created by the DDR programme such as an information, counseling and referral service? Existing state structures? Other implementing partners? Why?
- What are the capacities of these potential implementing partners?
- Will the cost per participant be reasonable in comparison with other similar programmes? What about operational costs, will they be comparable with similar programmes?
- How can resources be maximized through partnerships and linkages with other existing programmes?

A comprehensive understanding and constant re-appraisal of these factors during planning and implementation phases will enhance and shape a programme's strategy and resource allocation. This data will also serve to inform concerned parties of the objectives and expected results of the DDR programme and linkages to broader recovery and development issues.

**Box 4.30.5: Community perception surveys**

Community perception surveys include background information on socio-economic and demographic data on all future direct beneficiaries of the reintegration programme, including community expectations and perceptions of assistance provided to returning ex-combatants.

DDR programmes should rely on local institutions and civil society to carry out such surveys whenever and wherever possible. These can be conducted as interviews or focus groups, depending on appropriateness and context. Communities should have the opportunity to express their opinions and preferences freely in terms of activities that best support the reintegration process and the community as a whole. DDR programmes should assess the strength of support for the reintegration process from these surveys and try their best to provide activities and programming that match the needs and desires of both programme participants and community beneficiaries, without raising unrealistic expectations.

**Box 4.30.6: Urban vs. rural reintegration during planning**

In the programme planning phase, attention must be paid to the inherent differences between urban and rural reintegration. Even though the majority of ex-combatants come from rural areas, experience has shown that they often prefer to be reintegrated in urban settings. This is likely due to a change in lifestyle during time with armed forces and groups, as well as an association of agricultural work with poorer living conditions. Another reason may be that rural reintegration packages are seen as less attractive than urban packages, the latter of which often include vocational training in more appealing professions.


A key issue to consider when planning for reintegration is that urban areas generally involve more complex and demand-driven planning than rural areas. Depending on the context and in accordance with national recovery and development policies, it may be necessary to encourage ex-combatants and associated members to return to rural areas through the promotion of agriculture activities. For ex-combatants with limited or no previous knowledge of farming and/or with limited access to land, cooperatives may be favorable. Careful attention should also be paid to the question of land acquisition.

The participation of a broad range of stakeholders in the development of a DDR strategy is essential to its success. Lack of local ownership or agency on the part of ex-combatants and receptor communities has contributed to the failure of past DDR operations. Ensuring that planning is participatory, inclusive and transparent will significantly improve the outcome of the DDR programme.

Box 4.30.7 provides a checklist of the various actors that should be involved in the planning and decision-making processes:

**Box 4.30.7: Inclusive reintegration programme planning: a checklist of key stakeholders**

- Ex-combatants, particularly military leadership
- Families and dependants of ex-combatants
- Specific needs groups associated with armed forces and groups (i.e. elders, women, youth, children, disabled persons, HIV infected/affected)
- Communities of return, particularly local representatives and religious leaders
- National governments (line ministries)
- National DDR commissions
- Private sector actors
- Local NGOs

 **Reintegration planning should be an integral part of overall DDR planning, which includes five phases: I. Pre-planning and preparatory assistance; II. Initial technical assessment and concept of operations; III. Development of a strategic and policy framework; IV. Development of a programme and operational framework; and, V. Continuation and transition planning. For more information about the five planning phases, see section 7 of IDDRS and OG 3.10 on Integrated DDR Planning: Processes and Structures.**

## 4.2. Assessments

Assessments provide the baseline information needed for the planning, design and formulation of a monitoring and evaluation (M&E) plan. In addition to taking into account the specific nature of the conflict, the structure of armed groups and the nature of the peace, all analyses should incorporate cross-cutting issues such as women and gender, youth, children, and disabled ex-combatants, as well as linkages to key issues such as the role of natural resources both during and after the conflict. The collection of age and sex disaggregated data from the start will contribute to ensuring that the specific needs of all participants are met.

**Box 4.30.8: Conflict and security analysis**

The nature of the conflict will determine the nature of the peace process, which in turn will influence the objectives and expected results of DDR and the type of reintegration approach that is required. Conflict and security analyses should be consulted in order to clarify the nature of the conflict and how it was resolved, and to identify the political, economic and social challenges facing a DDR programme. These analyses can provide critical information on the structure of armed groups during the conflict, how ex-combatants are perceived by communities, and what ex-combatants' expectations will be following a peace agreement.



For more in-depth information on conflict and security analyses, refer to the UNDP guide entitled, *Conflict-related Development Analysis* (available online).

Table 4.30.3 contains an overview of the key types of pre-programme assessments that are necessary to perform during the reintegration planning phase.

Table 4.30.3: Assessments for reintegration	
Early profiling and pre-registration surveys	<ul style="list-style-type: none"> <li>These surveys provide a quick and early assessment of the demographic composition of armed groups, ex-combatants' backgrounds, their specific needs and expectations, and other relevant information.</li> </ul>
Identification and assessment of areas of return and resettlement	<ul style="list-style-type: none"> <li>These assessments identify the political, economic and social potentials and constraints in areas where ex-combatants and associated groups are expected to return, taking into account such issues as availability of natural resources, livelihoods conditions, economic opportunities and infrastructure. Information from the PCNA can be particularly useful here (See Box 4.30.9 below).</li> </ul>
Reintegration opportunity mapping	<ul style="list-style-type: none"> <li>These mappings include macro and micro economic analyses of the country and areas of return, existing economic sectors, employment opportunities and needs, infrastructure and skills to increase economic productivity, and other related services and development programmes addressing relevant social, economic and psychosocial needs and opportunities.</li> </ul>
Services mapping and institutional capacity assessment	<ul style="list-style-type: none"> <li>These assessments include data on levels of existing institutional capacities within the country and an analysis of potential service providers important for reintegration, such as relevant line ministries, NGOs, and CBOs.</li> </ul>



For more information on pre-programme assessments for reintegration see section 7 of IDDRS and OG 3.10 on Integrated DDR Planning: Processes and Structures.

In addition to these assessments, DDR practitioners should be aware of existing policies, strategies and frameworks on reintegration and recovery to ensure adequate coordination.

#### Box 4.30.9: Post-conflict needs assessments (PCNAs)

Developed jointly by the UN Development Group (UNDG), the European Commission (EC), the World Bank (WB) and regional development banks in collaboration with national governments and with the cooperation of donor countries, post-conflict needs assessments (PCNAs) are an essential tool for planning DDR programmes. PCNAs may be used by DDR planners and practitioners as entry points for conceptualizing, negotiating and financing shared strategies for recovery and development in post-conflict settings.



**For more detailed information on PCNAs, see the *Joint Guidance Note on Integrated Recovery Planning using Post Conflict Needs Assessments and Transitional Results Frameworks* (available online).**

### 4.3. Programme design

#### Box 4.30.10: Registration and full profiling of ex-combatants

Registration and profiling conducted during disarmament or demobilization provide socio-economic data disaggregated by age and sex, which serves as the basis for the planning, implementation and later monitoring and evaluation (M&E) of the reintegration process. Often, this data is stored in the management information system known as “DREAM” (Disarmament, Demobilization, Reintegration and Arms Management).

Reintegration programme planners and managers should ensure that the registration process is designed to support reintegration, and that information gathered through profiling is included in future programme design.


A well-designed DDR programme will not only enhance basic security but will also support wider recovery and development efforts. Table 4.30.3 illustrates the essential design elements relevant to producing a successful reintegration programme:


**Table 4.30.3: Design elements for reintegration programmes**

Design element	Key objective(s)
<b>Reintegration strategy and exit strategy</b>	<ul style="list-style-type: none"><li>■ Link the shorter-term reintegration programme to longer-term reintegration, wider recovery and development processes.</li><li>■ Define an exit strategy that ensures national ownership and capacity development, better enabling a smooth programme transition.</li></ul>
<b>Eligibility criteria</b>	<ul style="list-style-type: none"><li>■ Establish eligibility criteria on an individual basis using transparent and verifiable screening and verification processes.</li></ul> <p><b>Note:</b> Eligibility criteria for reintegration is not necessarily the same as criteria established during disarmament and demobilization phases.</p>



<b>Public information and sensitization</b>	<ul style="list-style-type: none"> <li>■ Reduce the real or perceived threats posed by the return and reintegration of ex-combatants into communities, which contributes to creating an enabling environment for reconciliation to take place.</li> <li>■ Inform communities and ex-combatants of the reintegration strategy, timetable and resources available.</li> <li>■ Inform specific needs groups of support services available to them.</li> </ul>
<b>Information, Counseling and Referral Services (ICRS)</b>	<ul style="list-style-type: none"> <li>■ Serve as a repository of information concerning all programmes, training and assistance available through government, international and local organizations.</li> <li>■ Build on existing national capacities in order to deliver reintegration assistance, such as through relevant line ministries.</li> </ul>
<b>Monitoring and evaluation (M&amp;E)</b>	<ul style="list-style-type: none"> <li>■ All concerned parties agree on clear objectives and expected results of the DDR programme.</li> <li>■ Establish key indicators for monitoring progress and measuring the achievements of outputs and outcomes.</li> </ul>
<b>Capacity development of national reintegration institutions and coordination of actors</b>	<ul style="list-style-type: none"> <li>■ Restore (or create from scratch) national institutions and capacities that have been disrupted as a result of the conflict.</li> <li>■ Encourage national/local ownership, commitment and successful delivery of reintegration services.</li> <li>■ Provide education and training in institution-building, organizational and financial management, and technical and material assistance.</li> <li>■ Ensure effective coordination between UN agencies working with ex-combatants, IDPs, returnees and other conflict-affected populations.</li> </ul>

 *Since the phases of DDR are not linear or sequential, but dynamic and integrated, it should be noted that many of the activities described in this section, such as Information, Counseling and Referral Services (ICRS), will start prior to the commencement of the reintegration programme.*

 **For more information on DDR planning see IDDRS and OG 3.10 on Integrated DDR Planning: Processes and Structures; for more information on reintegration-specific planning see section 8 of IDDRS 4.30; for more detailed information on DDR programme design see IDDRS and OG 3.20; and, for more information on specific programme design elements see: IDDRS 2.30 on Participants, Beneficiaries and Partners and section 2 of OG 2.30 on Eligibility criteria; IDDRS and OG 4.60 on Public Information and Strategic Communication in Support of DDR; and, IDDRS and OG 3.50 on Monitoring and Evaluation of DDR Programmes and the UNDP *How to Guide: Monitoring and Evaluation for Disarmament, Demobilization and Reintegration Programmes* (available online).**


#### 4.4. Resource mobilization/funding

Reintegration programmes' scope, commencement and time-frame are subject to funding availability, meaning implementation can frequently be delayed due to late or absent disbursement of funding. Previous reintegration programmes have faced serious funding problems that can be used to inform future reintegration initiatives. See Table 4.30.4 below.

**Table 4.30.4: Resource mobilization—key funding problems**

<b>The funding gap</b>	<ul style="list-style-type: none"><li>■ Most DDR programmes experience a funding gap period of approximately 8-12 months from the time voluntary pledges are made to when they are received.</li></ul>
<b>UN fragmentation</b>	<ul style="list-style-type: none"><li>■ The UN system's previously fragmented approach to DDR programming has resulted in poorly planned and uncoordinated resource mobilization, often leading to duplication of efforts. This reality has reduced donors' confidence and willingness to contribute required funds.</li></ul>
<b>Budgeting per ex-combatant vs. community-based</b>	<ul style="list-style-type: none"><li>■ Budgets for reintegration programmes are often based on funding amounts per individual ex-combatant. This limitation often negatively affects the quality of several services and greatly hinders enlarged targeting principles and community projects.</li></ul>
<b>Lack of gender-responsive budget</b>	<ul style="list-style-type: none"><li>■ Lack of resources allocated to gender-responsive programme activities continues to prevent DDR programmes from adequately responding to gender dimensions of reintegration.</li></ul>

Due to the challenges faced when mobilizing resources and funding, it is essential that DDR funding arrangements remain flexible. As past experience shows, strict allocation of funds for specific DDR components (e.g. reintegration only) or expenditures (e.g. logistics and equipment) reinforces an artificial distinction between the different phases of DDR. Cooperation with projects and programmes or interventions by bilateral donors may work to fill this gap.

 **For more information on funding and resource mobilization see IDDRS and OG 3.41 on Finance and Budgeting.**

## 5. Components of reintegration

### 5.1. Economic reintegration

Creating economic opportunities is essential to helping ex-combatants (re) build their civilian lives and develop alternatives to violence-based livelihoods. Ex-combatants in many contexts have consistently identified an alternative livelihood and the ability to generate income as key factors to their successful reintegration. Many have also indicated that being able to provide for family is particularly important in establishing their sense of identity, the level of respect they receive in communities, and to ensuring a healthy self-esteem.

The war economy environment that DDR programmes operate in may limit access to the productive assets (such as land, capital, technology, natural resources and markets) needed for reintegration. In such circumstances, ex-combatants and vulnerable youth may turn to illicit activities such as organized crime, banditry, illegal exploitation of natural resources and other socially harmful and violent activities.

Recognizing that employment creation, income generation and reintegration are particularly challenging in post-conflict environments, in May 2008 the Secretary-General endorsed the *UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration* (available online), which provides a framework for scaling up economic reintegration interventions. This Policy runs along 3 concurrent tracks, as follows:

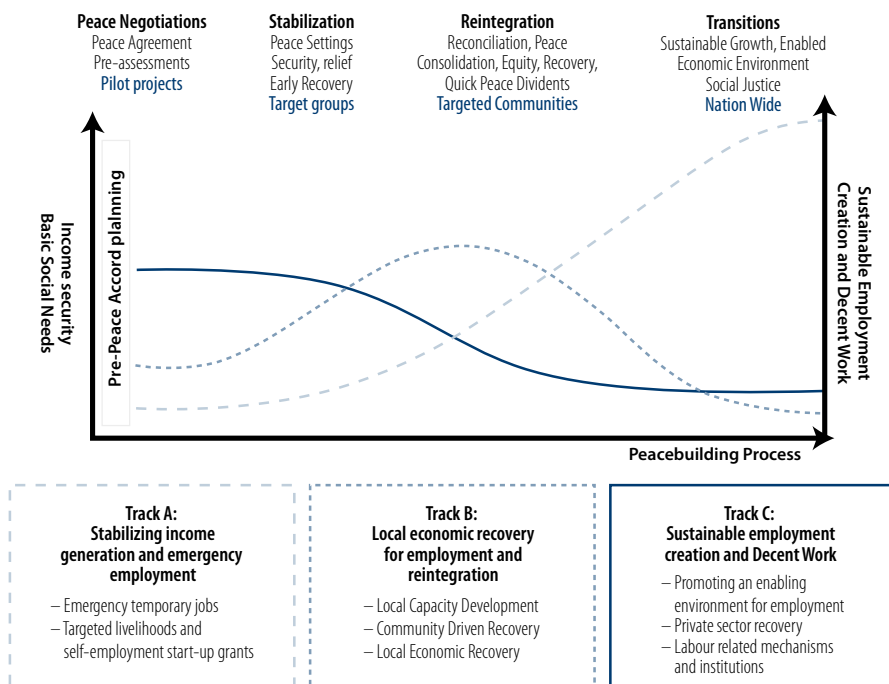
- **Track A**, focuses on stabilizing income generation and emergency employment;
- **Track B**, focuses on local economic recovery for employment opportunities and reintegration, which comprises the bulk of activities included in economic reintegration programmes (see Box 4.30.11 below); and
- **Track C**, focuses on sustainable employment creation and decent work.

#### **Box 4.30.11: Track B: Local economic recovery for employment opportunities and reintegration**

Key programmes in Track B include: i) capacity development of local governments and other local authorities and institutions, providers of business services and other associations; ii) community-driven development programmes comprising participatory investments in local socio-economic infrastructure, and social and productive programmes; and iii) local economic recovery programmes, developed in consultation with community groups, aiming at the expansion of the private sector and direct employment support services, such as financial development and microfinance programmes.

This track of employment programmes focuses on promoting employment opportunities at the local level, where reintegration of ex-combatants and other returnees ultimately takes place. Rebuilding communities provides opportunities to address root causes of conflict and facilitate longer term reconciliation.

**Figure 4.30.2 UN Policy for post-conflict employment creation, income generation and reintegration**



During implementation of the Policy, specific attention should be paid to conflict-affected groups, with a particular focus on specific needs groups such as women and youth. A summary of key economic reintegration interventions aimed at enhancing the employability of ex-combatants is summarized in Table 4.30.5.

**Table 4.30.5: Economic reintegration interventions**

<b>Life skills</b>	<ul style="list-style-type: none"> <li>■ Life skills in the areas of non-violent conflict resolution, civilian and social behavior, career planning, professional behavior, etc., should be provided.</li> <li>■ Life skills for youth on managing a family and other domestic basics should be provided.</li> </ul> <p><i>Note: Training in life skills is a necessity, not a luxury.</i></p>
<b>Vocational training</b>	<ul style="list-style-type: none"> <li>■ Vocational training should offer new and marketable skills, but not in occupations and trades that are already saturated or that are likely to become saturated. Such activities need to be linked with studies of the local labour market and its business opportunities.</li> <li>■ Vocational training centers (VTCs) can make good partners for the provision of training, provided appropriate conditions are negotiated and that they have not been too adversely affected by conflict.</li> </ul>

	<ul style="list-style-type: none"> <li>■ Community-based training (CBT) approaches should be considered as they can integrate skills training into a comprehensive economic and social empowerment framework and act as a means to prepare (re)acceptance of ex-combatants into communities.</li> <li>■ The difference between urban and rural settings must be considered when considering training options. In rural areas where it is difficult for individuals to reach training sites, mobile or outreach training approaches might be considered.</li> <li>■ Every effort should be made to promote equality of access for women and girls to vocational training in all types of occupations, including those which have traditionally been limited to men and boys.</li> <li>■ Certification of training must be provided.</li> </ul>
<b>Education and scholarships</b>	<ul style="list-style-type: none"> <li>■ Education should be supplied as part of the wider provision of education services to communities.</li> <li>■ Young ex-combatants, especially those under age 15, should be reintegrated into formal education.</li> <li>■ Where the conflict was particularly protracted and ex-combatants received little or no schooling, emphasis should be placed on “catch-up” education to ensure that they do not remain in a disadvantaged position.</li> <li>■ Ex-combatants can be offered scholarships to finish their studies, with particular attention paid to assisting youth and girls to return to school, making available child care facilities as well as evening courses for parents.</li> <li>■ If allowances or school fees are to be funded by the reintegration programme, programme managers should ensure that resources are available for the full duration of ex-combatants’ “catch-up” or accelerated education.</li> </ul>
<b>Apprenticeships and on-the-job training</b>	<ul style="list-style-type: none"> <li>■ Apprenticeships and on-the-job training can be particularly effective, as they are likely to result in more sustainable employment and fill the large gap in the availability of training providers.</li> <li>■ These interventions can be an excellent means of social reintegration and reconciliation, as they offer insertion through an association with a mentor/trainer into an already existing socio-economic network consisting of non-ex-combatants.</li> <li>■ These interventions are particularly effective for youth as they impart technical and business skills and induct young people into a business culture and network of clients.</li> <li>■ When coordinating these interventions, local traditions and norms regarding access, cost-sharing arrangements, and duration and conditions for graduation must be considered in order to protect existing incentives for master craftspeople and apprentices to participate.</li> <li>■ Skill certification mechanisms should be established to provide legitimacy to those with existing skills as well as those acquiring new skills.</li> <li>■ For trades with no apprenticeship system in place, other forms of on-the-job-training should be considered.</li> </ul>

### Micro and small business training and start-ups

- Micro and small business training and start-ups prove necessary in most post-conflict societies where recovery is slow and expansion of the private sector and existing employment enterprises is limited.
- These interventions equip ex-combatants with the ability to decide for themselves what they will do professionally, and to act independently.
- Reintegration programmes should ensure that many different kinds of small businesses are started to avoid distorting the balance of supply and demand in local markets. In addition, these businesses should be based on market surveys that identify businesses and services needed in a particular area.
- Value chain analysis focusing on small and medium enterprises (SMEs) in high demand niche market commodities, and linkage arrangements between micro enterprises as suppliers to medium and larger scale firms, should be sought out.



For more information on economic reintegration, see IDDRS 4.30 section 9 and ILO's *"How-to" Guide on economic reintegration* (available online).

## 5.2. Social/psychosocial reintegration

### 5.2.1. Key issues


Former combatants face a number of personal challenges during reintegration, including separation from social support networks inherent within armed groups and a subsequent sense of isolation, stigma and rejection by communities of return for their participation in the war, and challenges related to renegotiating their societal and gender roles within the public and private spheres.

Other challenges faced by ex-combatants include difficulty obtaining employment, psychosocial issues, including trauma-spectrum disorders, and physical health issues, such as living with a disability. These challenges may leave former combatants in particularly vulnerable social and/or mental health situations and at risk for developing "anti-social" behaviors such as drug and alcohol abuse or engaging in violence against others or themselves.

Acceptance of ex-combatants within communities of return, and wider society, is a key indicator of successful reintegration. An ex-combatant who has economic opportunities but who is socially isolated or excluded cannot be considered as successfully reintegrated. Experience has shown that social reintegration is not only as equally important as economic reintegration, but that it can also be a pre-condition and a catalyst for employment and economic security.


The following tables outline key social/psychosocial issues to address during reintegration programming:

<b>Table 4.30.6: Key issues to address during social/psychosocial reintegration</b>	
<b>Reconciliation and trust building</b>	<ul style="list-style-type: none"> <li>■ Reconciliation among all post-conflict groups is perhaps the most fragile and significant process within a national peacebuilding strategy. Reintegration programmes should focus on supporting reconciliation among different groups and incorporating reconciliation aspects into all reintegration activities, ensuring that the community benefits as a whole.</li> </ul>
<b>Social capital and acceptance</b>	<ul style="list-style-type: none"> <li>■ A community's social, physical and natural capital and the ex-combatant's financial and human capital will help determine the ease and success of reintegration. Reintegration programme planners should carry out sensitization campaigns to ensure a broad understanding among stakeholders that DDR is not about rewarding ex-combatants, but rather about turning them into valuable assets to rebuild their communities.</li> </ul>
<b>Loss of status, support networks and other gains acquired while in armed groups</b>	<ul style="list-style-type: none"> <li>■ Membership in armed groups often provided ex-combatants with social recognition, a sense of collective identity and purpose, as well as a 'family' of peers. When designing reintegration programmes, it will be important to address these losses, recognizing that support and acceptance from families, community members, and peers can prove critical to ex-combatants' successful reintegration. Special attention should be made to strengthening ex-combatants' social support networks and offering social and productive activities that develop a sense of self-esteem and purpose. <i>Extreme caution should be exercised in supporting veterans' associations as they can perpetuate military identities.</i></li> </ul>
<b>Civilian life skills</b>	<ul style="list-style-type: none"> <li>■ Many ex-combatants have spent a significant portion of their lives with armed forces and groups and have never learned important life and employment skills. Life skills include understanding gender identities and roles, non-violent methods of conflict resolution, and learning appropriate civilian and social behaviors, such as parental roles and appropriate behavior in the workplace.</li> </ul>
<b>Disputes over housing, land and property</b>	<ul style="list-style-type: none"> <li>■ Disputes over land in areas with returning populations can lead to conflict, which must be taken into account by DDR practitioners when planning the return, resettlement and reintegration of ex-combatants. Special attention should be paid to women, disabled and youth as they are often excluded from owning land.</li> </ul>

 For more information on social/psychosocial reintegration, see IDDRS 4.30, section 10.


**Table 4.30.7: Key mental health issues to address during social/psychosocial reintegration**

<b>Socialization to violence</b>	<ul style="list-style-type: none"> <li>■ Many ex-combatants have been trained and socialized to use violence, and have internalized norms that condone violence. Without breaking down these norms, learning alternative behaviors, and coming to terms with the violent acts that they have experienced or committed, ex-combatants can find it difficult to reintegrate into civilian life.</li> </ul>
<b>War-related trauma, post-traumatic stress disorder (PTSD) and substance abuse</b>	<ul style="list-style-type: none"> <li>■ PTSD and related mental health problems, including drug and alcohol abuse and depression, are common among ex-combatants as a result of trauma experienced during war and difficulty adjusting to civilian life. Strengthening ex-combatants' resilience in these areas will depend upon the context and available human and financial resources, individual care, group and family counseling and collective healing options.</li> </ul>

 **For more information on mental health, see IDDRS 4.30, section 10.6.1.**

**Table 4.30.8: Key physical health issues to address during social/psychosocial reintegration**


<b>Medical and physical health issues</b>	<ul style="list-style-type: none"> <li>■ If an ex-combatant's life expectancy is short due to war-related injuries or other illnesses, no degree of reintegration assistance will achieve its aim. Experience has shown that untreated wounded, ill and terminal ex-combatants constitute the most violent and disruptive elements within any immediate post-conflict environment. Immediate health care assistance should therefore be provided during DDR from the very earliest stage, along with support to communities of return during reintegration.</li> </ul>
<b>HIV/AIDS</b>	<ul style="list-style-type: none"> <li>■ Conditions during conflict can increase risk of HIV infection and other sexually transmitted infections (STIs), and can have a devastating effect on access to essential information, care and treatment. DDR programmes provide an opportunity to plan and implement essential HIV/AIDS initiatives in close coordination with broader recovery and humanitarian assistance at national and community levels (See IDDRS 5.60 on HIV/AIDS and DDR).</li> </ul>
<b>Reproductive health</b>	<ul style="list-style-type: none"> <li>■ Reproductive health services should start as soon as demobilization, registration and screening processes have identified specific needs and should be continued, as appropriate, during reintegration with linkages made to public or private national and/or community health facilities.</li> </ul>
<b>Disabilities</b>	<ul style="list-style-type: none"> <li>■ Ex-combatants with disabilities can and should benefit from the same programmes and services that are available to non-disabled ex-combatants.</li> </ul>

 **For more information on health issues during social/psychosocial reintegration, see IDDRS 4.30, section 10.7.**



**Table 4.30.9: Key gender issues to address during social/psychosocial reintegration**

<b>Sexual and gender-based violence (SGBV) and other severe abuse</b>	<ul style="list-style-type: none"> <li>■ Ex-combatants have often witnessed and been victims of violence and severe abuse, including SGBV. WAAFG are particularly vulnerable to SGBV committed by male combatants. DDR programmes should enable both men and women who face shame and stigma associated with SGBV to come forward and to access support for recovery.</li> </ul>
<b>Harmful gender norms</b>	<ul style="list-style-type: none"> <li>■ Attitudes and expectations of community members regarding acceptable male and female behavior are critical to successful reintegration. DDR programmes should explore options to support forums or outreach in communities where ex-combatants are present in order to discuss gender roles and challenge harmful attitudes. It is also important to create informal or formal groups for men and women to discuss issues specific to them in a safe environment.</li> </ul>

 **For more information on gender issues during reintegration, see IDDRS 5.10.**

### 5.2.2. Psychosocial services

The widespread presence of psychosocial problems among ex-combatants and those associated with armed forces and groups has only recently been recognized as a serious obstacle to the success of DDR programmes. Research has begun to reveal that reconciliation and peacebuilding is impeded if a critical mass of individuals (including both ex-combatants and civilians) is affected by psychological concerns.

Severely psychologically affected ex-combatants and other vulnerable groups should be identified as early as possible through screening tools within the DDR programme and referred to psychological services. Unfortunately, insufficient availability, adequacy and access to mental health services and social support for ex-combatants, and other identified vulnerable groups in post-war communities, continues to prove a huge problem during DDR.

At a minimum, the following elements should be considered in order to support the psychosocial reintegration of ex-combatants:

- **Integrating mental health services into DDR programmes:** The psychosocial component of DDR programmes should offer initial screenings of ex-combatants to identify those in need of special assistance as well as offering regular basic counseling. Ex-combatants suffering from full-blown trauma-spectrum disorders should be referred to psychological experts. *For more information on integrating mental health services into DDR programmes, see section 10.6.1 of IDDRS 4.30;*
- **Building a community-based stepped-care system:** Ex-combatants should not be separated from the national healthcare service structure. In many post-conflict countries where the capacities of national service structures are limited, existing psychosocial support structures must be built

upon and/or new structures created. Capacity can be built within “natural communities” such as the school system, networks of vocational training centers or CBOs. Locally-trained trauma counselors may serve as first-level service providers to administer counseling as well as treatment of psycho-somatic conditions. *For more information on building a community-based stepped-care system, see section 10.6.2 of IDDRS 4.30.*

### 5.3. Political Reintegration

#### 5.3.1. What is political reintegration?

Political reintegration is the involvement and participation of ex-combatants or people associated with armed forces and groups—and the communities to which they return—in post-conflict decision- and policy-making processes at national, regional and community levels. If properly executed, political reintegration will allow for the legitimate grievances and concerns of ex-combatants and former armed groups to be voiced in a socially constructive and peaceful manner that addresses root-causes of conflict.

Generally, political reintegration occurs along two broad trajectories, namely at the *group level* and the *individual level*, as follows:

- **Group level:** At the group level, political reintegration is *transformative* in that it seeks to transform a group or organization from an illegally armed entity into a legitimate political party or civilian unit operating within the legal parameters of the state;
- **Individual level:** At the individual level, political reintegration is *restorative* in that it involves restoring an ex-combatant’s decision-making power within a given community in relation to his/her citizen status within that community.

#### Box 4.30.12: Political reintegration vs. the political nature of DDR

DDR processes are almost without exception part of an overarching political strategy to induce armed actors to exchange violence for dialogue and compromise through power-sharing and electoral participation. In that it aims to reestablish the State as the sole authority over the use of violence, DDR is inherently part of the overall political strategy during peacemaking, peacekeeping and peacebuilding. While political reintegration is related to this strategy, the political nature of DDR processes should not be confused with the more specific goals of political reintegration.


#### 5.3.2. Group level political reintegration

Aiding former armed forces and groups and ex-combatants to form political parties and peaceful civilian movements is essential to ensuring that grievances and visions for society continue to be expressed in a non-violent manner in the post-conflict period.

While a successful transformation from armed group to political party can yield a plethora of benefits for citizens and the overall democratization process, new political parties in post-conflict societies often lack the capacity, structural organization, resources, political knowledge and legitimacy necessary to successfully compete in the political arena. Moreover, individual ex-combatants and armed groups often face a number of uncertainties concerning how they will fare in the post-conflict period. Without proper guidance and careful monitoring, emerging political parties can likely face failure or even do more harm than good.

Given such complexities, when planning and designing political reintegration interventions, DDR practitioners must consider the following key factors influencing the viability and outcome of group level political transformations of armed forces and groups:

- Nature of the peace (e.g. negotiated peace agreement, military victory, etc.);
- Post-conflict security situation;
- Motivation(s) of armed group (keeping in mind that such motivations can change over time);
- Degree of popular support and perceived legitimacy;
- Degree of political experience and capacity;
- Leadership capacities;
- Organizational structure;
- Resources, funding and technical support;
- Criminal prosecutions and transitional justice measures.

 **For more information on factors influencing the viability of group level political reintegration see IDDRS 4.30, section 11.**

### 5.3.3. Individual level political reintegration

Effective political reintegration involves empowering citizens by providing them with the knowledge and tools to voice their opinions, vote and take part in the government of their country without fear of intimidation, discrimination, retaliation or violence.

The right to vote and take part in the political life of one's country has become a fundamental tenant in international law and democratic frameworks as outlined in several key human rights instruments, such as the *International Covenant on Civil and Political Rights*, the *Universal Declaration of Human Rights*, the *African Charter on Human and Peoples' Rights*, the *American Declaration of the Right and Duties of Man* and the *Asian Human Rights Charter*.

### Box 4.30.13: The right to vote and take part in the conduct of public affairs

United Nations International Covenant on Civil and Political Rights (adopted 16 December 1966):

Article 25

Every citizen shall have the right and the opportunity, without any of the distinctions mentioned in article 2 and without unreasonable restrictions:

1. To take part in the conduct of public affairs, directly or through freely chosen representatives;
2. To vote and to be elected at genuine periodic elections which shall be by universal and equal suffrage and shall be held by secret ballot, guaranteeing the free expression of the will of the electors;
3. To have access, on general terms of equality, to public service in his country.


Engaging individual ex-combatants in the political process has the dual advantage of pre-empting ex-combatants from becoming spoilers to an electoral process while aiming to vest in them the desire and knowledge to exercise their civil rights. Building the capacities of ex-combatants and community members in the various areas of civic participation and democratic governance is found to be a critical step in enabling the political reintegration of national stakeholders.

Table 4.30.10 outlines specific interventions to build capacity and enhance participation in political processes:

**Table 4.30.10: Key guidance for individual level political reintegration**

<b>Access to social benefits</b>	■ Support access to social benefits through access to identity cards, social security documents, and voter and property registration.
<b>Civic and voter education</b>	■ This may include providing education or referrals to education opportunities on the nature and functioning of democratic institutions at the national, regional and/or local levels. Civic education on the country's comprehensive peace agreement (where applicable) or peace process should be considered. At the local level, approaches to human rights education that draw from "street law" may be particularly effective.
<b>Leadership training</b>	■ Senior DDR managers can serve in an advisory capacity to senior government and military officials on issues concerning political reintegration. Through implementing leadership training, DDR programmes will aim to facilitate and increase the legitimacy and support received by newly-established political leaders. DDR managers should consider undergoing targeted training in leadership and political negotiation that is IDDRS compliant.

<b>Lobbying for mid-level commanders/ Commander Incentive Programmes (CIPs)</b>	<ul style="list-style-type: none"> <li>■ Because mid-level commanders have often profited directly, and sometimes handsomely, in war economies, they frequently seek commensurate opportunities in post-conflict settings. Many seek an explicitly political role in post-conflict governance. Where DDR programmes have determined that commander incentive programmes will be required, a resource mobilization strategy should be planned and implemented in addition to a dedicated vetting process.</li> </ul>
<b>Sensitization and public information campaigns on civil and political rights</b>	<ul style="list-style-type: none"> <li>■ Access to information on civil and political rights is essential.</li> <li>■ Communities of return should receive sensitization related to political reintegration and the accompanying peace process.</li> </ul>
<b>Support to youth participation</b>	<ul style="list-style-type: none"> <li>■ The special needs of youth should be addressed during political reintegration not only because this group may become a security threat, but also because they can act as a major force for positive change in contemporary politics. Youth are often more open to voting for new parties, less loyal to established traditions and more idealistic in their goals for their societies.</li> </ul>
<b>Support to women's participation</b>	<ul style="list-style-type: none"> <li>■ DDR processes form an invaluable window of opportunity to enhance women's inclusion in decision-making and political processes. Civil affairs and human rights sections, in addition to civil society organizations and NGOs specialized in gender and women's rights, can support reintegration efforts to include trainings on gender and women's inclusion in political affairs.</li> </ul>

 *It is important to recall that DDR programmes are not vested with the authority or capacity to deliver full-scale political and electoral support. Development of political reintegration programme activities should therefore aim to link closely with relevant organizations and capacities involved specifically in electoral processes and political party development, including national stakeholders, UN agencies, international and regional organization and NGOs.*

## 6. Linking reintegration to wider recovery and development

DDR interventions have proven unsuccessful in the past due to their narrow focus and failure to coordinate and link with related early recovery and development initiatives. When designing reintegration programmes, UN practitioners should coordinate and, where possible, jointly plan programmes with actors and agencies working in parallel in the areas of reintegration, reconciliation, justice, governance, political reform, human rights, gender, poverty reduction and development.

Early recovery initiatives (see Box 4.30.14 below) recognize that from the outset of humanitarian action it is also vital to support, sustain, and begin to rebuild the essential national and local capacities that are necessary to overcome post-crisis settings in the longer term. Planning for DDR should aim to link closely with early recovery programmes, particularly at the community level where sensitization of the population on the return of ex-combatants, labour intensive work, and mapping of reintegration opportunities can be initiated.

#### **Box 4.30.14: What is early recovery?**

Early recovery is a multidimensional process of recovery that begins in a humanitarian setting. It is guided by development principles that seek to build on humanitarian programmes and to catalyse sustainable development opportunities. It aims to generate self-sustaining, nationally owned, resilient processes for post-crisis recovery. It encompasses the restoration of basic services, livelihoods, shelter, governance, security and rule of law, environment and social dimensions, including the reintegration of displaced populations.

**Source:** Extract from the Guidance Note on Early Recovery prepared by the UN Inter-Agency Standing Committee (IASC) Cluster Working Group, October 2007.

The use of Memoranda of Understanding (MoU) between agencies intervening in the same sector or on the same issues has proven an effective mechanism for coordination. It is essential that close coordination happens at: i) the field level, ii) the Headquarters level, and iii) between field and Headquarters offices, to ensure that lessons learned and policy development on DDR are built into programming (see IDDRS 3.10 on Integrated DDR Planning: Processes and Structures for more information).

#### **Box 4.30.15: Coordination during the planning and implementation stages**

If national and sectoral frameworks and policies are at the planning stage, DDR managers should ensure that DDR programmes:

- Network with coordinating and participating agencies.
- Participate and provide inputs in wider recovery planning meetings and assessment missions.
- Ensure reintegration of ex-combatants and associated groups is adequately reflected in key national and sectoral frameworks and policy documents.

If national and sectoral frameworks and policies are at the implementation stage, DDR managers should ensure that DDR programmes:

- Continue to participate in wider recovery coordination meetings to identify areas for collaboration and partnership, including through strong local, national and international partnerships.
- Place reintegration programmes and plans of action within relevant national and sectoral frameworks and policies.
- Use the opportunities offered by reintegration programmes to provide concrete contributions toward the implementation of national and sectoral frameworks and policies.

While all efforts should be made to coordinate closely with other actors implementing related programmes, DDR programme managers should clearly identify those objectives that the reintegration programme can deal with directly, and those in which it can only contribute (see Box 4.30.15 for more information).

## 7. Summary of key guidance on reintegration

- ✓ Successful reintegration includes the consideration and application of economic, social/psychosocial and/or political reintegration assistance, based on context-specific analyses.
- ✓ The most effective reinsertion initiatives are those that seek to link with and support longer-term reintegration and recovery activities.
- ✓ Reintegration planning should be based on rapid, reliable and detailed assessments and should begin as early as possible. It should be participatory, inclusive and transparent, and shall engage donors and mobilize resources in a timely and effective manner.
- ✓ A comprehensive understanding and constant re-appraisal of contextual data gathered during the planning phase will enhance and shape a reintegration programme's strategy and resource allocation.
- ✓ Reintegration programmes should be focused on developing the capacities of national and local stakeholders and service providers through education and training, as well as technical and material assistance.
- ✓ A well-designed reintegration programme will not only enhance basic security, but will also support wider recovery and development efforts.

# OG 4.40: UN Military Roles and Responsibilities

## Objectives

This module will:

- ✓ describe the military component of UN peacekeeping operations;
- ✓ outline the possible contribution by the military component to a DDR programme; and
- ✓ highlight additional military capabilities during pre-deployment planning.

## 1. Introduction

The military component of a UN peacekeeping operation often possesses a wide range of capabilities that could be key to a DDR programme. As military resources and assets for peacekeeping operations are limited and are often meant for many different purposes, it is important to identify, early in the planning stages, which DDR tasks can best be carried out by the military component of a peacekeeping operation.

Although the military component of a peacekeeping operation is most often requested to provide security for a DDR programme, there are many other areas in which it can be helpful, such as:

- information gathering and reporting;
- information distribution and sensitization;
- programme monitoring and reporting;
- specialized weapons and ammunition expertise; and
- logistic support.

Additionally, the Military Division of the Department of Peacekeeping Operations (DPKO) also assists with all aspects of pre-deployment planning, such as participating in initial technical assessments and contributing to the formulation of the concept of operations.



*For the successful employment of any military capability in a DDR programme, it is essential that it is included in planning, is part of the endorsed mission operational requirement, is specifically mandated and is properly resourced. If this is not the case, the wider security-related function of the military component will be badly affected.*



## 2. The military component

Although some small UN military observer missions are still in progress, most peacekeeping operations, including those with a DDR mandate, rely on a mix of unarmed military observers and a number of armed troops that are collectively referred to as the peacekeeping force.

To better draw on the potential contribution of the military component to DDR, it is important first to understand the general function of the military component in a peacekeeping operation and how it is usually structured:

- *Function:* The main functions of the military component are to observe and report on security-related issues and to provide security;
- *Command:* A peacekeeping force is commanded by a force commander who, although an active duty member of his/her parent armed forces, is a salaried UN staff member. All Member States retain national command over their own military contingents (as agreed in negotiations that take place in UN Headquarters before deployment);
- *Composition:* The military component can be made up of three groups, as Table 4.40.1 shows:

**Table 4.40.1: The composition of the military component**

<b>1. Formed units or contingents</b>	<ul style="list-style-type: none"> <li>■ These usually include armoured, infantry, aviation, engineering and various support units, some of which can provide logistics support, including specialists in explosive ordnance device (EOD) and weapons destruction.</li> <li>■ The tasking of the logistic support, aviation and engineering units is controlled by the mission's chief of integrated support services (i.e. a civilian who is not part of the military component).</li> </ul>
<b>2. Military observers (MILOBs)</b>	<ul style="list-style-type: none"> <li>■ MILOBs are unarmed officers normally provided by Member States for 12 months.</li> <li>■ They operate in small teams of between two and six. Where possible, MILOBs are incorporated into the force command structure.</li> </ul>
<b>3. Staff officers</b>	<ul style="list-style-type: none"> <li>■ These are individual military officers who serve in staff posts, both within the force headquarters and in various specialized positions where they are integrated with civilian staff, e.g. in sections such as Integrated Support Services and DDR.</li> </ul>

## 3. The military contribution to DDR

If the mandate and concept of operations lay down specific tasks for military support to DDR, then the military components needs to be resourced and equipped appropriately. It is preferable to make a single recommendation for the force require-

ment rather than going back to the UN Security Council for additional forces once a mission has started.



*Agreement on using UN peacekeepers as part of the DDR programme should be discussed with the national parties at the earliest possible stage.*

Military capability, particularly in specialized capacities such as communications, aviation, engineering, medical and logistic support, is often difficult for the UN to obtain, and may be used only where it is uniquely able to fulfil the task at hand. If civilian sources can meet an endorsed operational requirement and the military component of a mission is fully employed, civilian resources should be used.

**Table 4.40.2: Military component contributions to DDR programme**

<p><b>Security</b></p>	<ul style="list-style-type: none"> <li>■ This is provided by armed UN peacekeepers.</li> <li>■ Unarmed MILOBs can assist in contributing to early warning and wider information operations.</li> <li>■ The military component can provide security for:               <ul style="list-style-type: none"> <li>□ disarmament and demobilization sites, whether semi-permanent or mobile;</li> <li>□ collected and stored weapons and ammunition;</li> <li>□ routes that will be used by DDR participants; and</li> <li>□ the transport of DDR participants back to their communities.</li> </ul> </li> <li>■ Planners should whenever possible use formed units or contingents that have already been deployed, rather than deploying other formed units or contingents for short-term tasks.</li> </ul>
<p><b>Information gathering and reporting</b></p>	<ul style="list-style-type: none"> <li>■ The military component can seek information on the location, strength and intentions of ex-combatants who may or will become part of a DDR programme.</li> <li>■ It can be used to detect whether commanders within armed forces and groups are withholding information about their rank and file.</li> <li>■ It can help to identify or confirm the presence of women, children or disabled people within an armed force or group, particularly if these groups are being underreported.</li> <li>■ The Joint Operations Centre (JOC) and Joint Mission Analysis Cell (JMAC) within the military component should manage the information gathering and reporting task.</li> </ul>
<p><b>Information and sensitization</b></p>	<ul style="list-style-type: none"> <li>■ The military component can assist in the roll-out of public information and sensitization campaigns on DDR. This is particularly useful when command, control and communications in armed forces and groups are poor. However, any information campaign should be planned and monitored by the DDR unit/team and wider mission public information staff.</li> </ul>

<b>Programme monitoring and reporting</b>	<ul style="list-style-type: none"> <li>■ The military component can assist in monitoring and reporting on aspects of programme progress. This should be managed by the DDR unit/team in conjunction with JOC.</li> </ul>
<b>Specialized weapon and ammunition expertise</b>	<ul style="list-style-type: none"> <li>■ Some military units possess specialized ammunition and weapon expertise that may be useful to the disarmament process of DDR. Early and comprehensive planning should identify whether such technical assistance is a requirement, as not all military units possess capabilities to destroy or safely and securely store weapons and ammunition.</li> </ul>
<b>Logistic support</b>	<ul style="list-style-type: none"> <li>■ The military component can provide logistic support in coordination with those accountable for the integrated services support to a mission.</li> </ul>

Military staff officers can also fill posts in an integrated DDR unit/team, depending on DDR programme requirements. The following posts are possible:

- Mil SO<sub>1</sub> DDR – military liaison (lieutenant-colonel);
- Mil SO<sub>2</sub> DDR – military liaison (major); and
- Mil SO<sub>2</sub> DDR – disarmament and weapons control (major).



**OG 3.42 on Personnel and Staffing**

## 4. Cooperation and coordination between the military component and civilian DDR unit/team

DDR programmes call for high levels of cooperation and coordination between military and civilian actors. The military component can support the disarmament process, demobilization often requires the involvement of both military and civilian actors, and reintegration is the responsibility of civilians.

Obstacles to cooperation and coordination originate from the different institutional cultures and mandates of the military component and the civilian DDR unit/team. Both should therefore:

- understand each other's roles and limits, to determine when to work together;
- become familiar with the different working styles of one another to limit misconceptions; and
- create the necessary coordination mechanism to share relevant information regularly and carry out joint planning.

## 5. Pre-deployment planning

The Military Division of DPKO can also contribute to DDR planning before a peacekeeping operation is deployed.

**Table 4.40.3: Pre-deployment activities carried out by the Military Division of DPKO**

<p><b>Contingency planning for the military contribution to a possible DDR programme</b></p>	<ul style="list-style-type: none"> <li>■ This will normally be carried out by staff tasked with broader planning within the Military Planning Service (MPS) of the Military Division, as the UN does not possess military staff specifically dedicated to DDR planning.</li> </ul>
<p><b>Initial technical assessments and detailed assessments</b></p>	<ul style="list-style-type: none"> <li>■ The Military Division will participate, when required and available, in initial technical assessments and detailed assessments to assist in determining the military operational requirement most relevant to a DDR programme.</li> </ul>
<p><b>Mission concept of operations</b></p>	<ul style="list-style-type: none"> <li>■ The Military Division will assist in the formulation of a mission concept of operations by identifying the operational requirement for military support to a DDR programme.</li> </ul>
<p><b>Force Generation Service of the Military Division of DPKO</b></p>	<ul style="list-style-type: none"> <li>■ This unit is responsible for negotiating military contributions from Member States on a case-by-case basis in accordance with the operational requirement. Formal negotiations will not start until a mandate is received from the Security Council.</li> <li>■ It designs a force structure with an element required only for the disarmament and demobilization phases. However, DDR operations are likely to demand that any force be dispersed (perhaps in platoon- or company-sized groups) in operational areas where other battalions have already been deployed under a separate chain of command for a different range of tasks. Coordination should exist among these different force structures.</li> </ul>
<p><b>Standby arrangement system managed by the Military Division of DPKO</b></p>	<ul style="list-style-type: none"> <li>■ This system allows Member States, or groups of Member States, to place force packages on standby for specific activities, including DDR.</li> <li>■ A DDR package could consist of: planning officers, public information officers, MILOBs, units designed to provide security specific to DDR sites, construction engineers, camp management staff, EOD and weapon destruction specialists, and language assistants.</li> <li>■ The military component of peacekeeping operations usually includes an EOD capability within each battalion deployed, for self-protection. This capability, considered a force multiplier, may also be useful for the destruction of weapons and ammunition in a DDR programme.</li> </ul>



**OG 3.10 on Integrated DDR Planning: Processes and Structures**

## 6. Summary of key guidance on UN military roles and responsibilities

- ✓ The military component of a peacekeeping operation can contribute to the DDR process in different phases and at different stages. DDR practitioners should understand how the military component functions and what its capabilities are to be able to use this contribution.
- ✓ DDR programmes call for high levels of cooperation and coordination between the military component and the DDR unit/team. Both should understand each other's roles and limits, and create the necessary coordination mechanisms for information sharing and joint planning as needed.
- ✓ Early and joint planning is essential to ensure that the military component will be resourced and equipped appropriately to support specific DDR tasks.

# OG 4.50: UN Police Roles and Responsibilities

## Objectives

This module will:

- ✓ describe the police component of UN peacekeeping operations;
- ✓ explain how the UN Police can most effectively contribute to DDR; and
- ✓ show how community-based policing can support the reintegration of ex-combatants and their dependants.

## 1. Introduction

In conjunction with the military component, the UN Police (UNPOL) can provide valuable assistance to DDR. Working closely with the national police, UNPOL can help increase security at the community level, which assists the return, resettlement and social reintegration of ex-combatants and their dependants in the communities of their choice.

The contribution of UNPOL to DDR takes place within the following areas:

- coordination, advice and monitoring;
- encouraging and building up public confidence; and
- reforming and restructuring the national police service.

The mandate given to UNPOL will dictate the level and extent of its involvement in the DDR process. Depending on the situation in the affected country, mandates may vary from monitoring and advisory functions to a fully fledged executive policing responsibility.

There is no standardized approach to determining police support to the DDR process. DDR planning teams should therefore analyse carefully how UNPOL can best contribute to DDR in light of the overall DDR approach and specific country context. UNPOL should participate in DDR planning when necessary, and contribute to the successful implementation of DDR programmes.

## 2. The police component


Like the military component, UNPOL capacity is based on Member State contributions of human and material resources, as the UN does not have a standing police force.

To better draw on the potential contribution of UNPOL to DDR, it is important first to understand the main function of the police component in a peacekeeping operation and how it is structured:

- *Command and organization:* The Police Commissioner has authority over all UNPOL members deployed in the peacekeeping operation. The UNPOL component is organized in groups and teams. UNPOL teams are commanded on a day-to-day basis by the senior officer in the team, while disciplinary actions are taken by the national commander;
- *Function:* UNPOL can perform a series of security-increasing tasks, depending on the mandate it has received from the UN Security Council. These are: a) monitoring, advising and training national police services in accordance with internationally accepted law enforcement standards; b) maintaining law and order and controlling crime; and c) assisting in police reform, recruitment and training, and institution-building.

UNPOL assistance is necessary because there are common problems affecting national police services that result from conflict situations when compared to national police operating under democratic governance. Table 4.50.1 compares these:

Table 4.50.1: Functions and problems of national police services	
Functions under democratic governance	Common problems resulting from conflict
<ul style="list-style-type: none"> <li>■ Have the monopoly of legitimate force</li> <li>■ Respect the rule of law, have operational independence and follow a professional code of ethics</li> <li>■ Provide effective security while respecting human rights</li> </ul>	<ul style="list-style-type: none"> <li>■ Are militarized and corrupt</li> <li>■ Are seriously underfunded</li> <li>■ Have little capacity to guarantee people's security</li> <li>■ Have limited or no training to perform their role</li> </ul>

 *During the initial technical assessment that takes place during Phase II of integrated planning, it is important to identify whether national police services themselves should participate in the DDR programme. Police may have been directly engaged in the conflict as combatants or as supporters in armed forces and groups. If this has been the case, keeping the same 'police' in service may be harmful to peace and stability.*

 **OG 3.10 on Integrated DDR Planning: Processes and Structures**

### 3. UNPOL's involvement in DDR

UNPOL's role in DDR can range from establishing policy frameworks on disarmament, to future regulations on arms possessions, to reforming the national police service, to carrying out community policing initiatives in order to build up public confidence:

**Table 4.50.2: Key areas of UNPOL's involvement in DDR**

<b>Advice</b>	<ul style="list-style-type: none"><li>■ Assist local operations commanders in identifying problems of crime and lawlessness</li><li>■ Assist in intelligence gathering</li><li>■ Provide advice and training to local officers on short- and longer-term issues of weapons possession</li></ul>
<b>Coordination</b>	<ul style="list-style-type: none"><li>■ Facilitate matters such as site selection for demobilization, brokering agreements with communities and helping ensure community safety</li><li>■ Identify local concerns and coordinate with the relevant parties to resolve disputes</li><li>■ Coordinate security arrangements that reassure ex-combatants returning to civilian life</li><li>■ Assist international and regional police agencies with information sharing and operational planning with regard to arms trafficking, terrorism and other trans-border crimes</li><li>■ Liaise with national or local police authorities to contain situations of public disorder using minimum force</li></ul>
<b>Monitoring</b>	<ul style="list-style-type: none"><li>■ Monitor local law enforcement officers' compliance with professional standards of policing</li><li>■ Observe and monitor any return to military-style activities, and may assist in getting rid of checkpoints and illegal collection points</li><li>■ Report failure of local officers and the authorities to deal with incidents of non-compliance with or routine violations of the principles of a peace agreement</li></ul>
<b>Developing public confidence</b>	<p>Community policing forums are the best way of creating favourable environments for ex-combatants and formerly discredited local police to be accepted back into the community. UNPOL may:</p> <ul style="list-style-type: none"><li>■ act as a bridge to build up confidence and mutual trust;</li><li>■ develop local forums and sensitize all parties on the issues of reciprocal care, reconciliation and trust; and</li><li>■ carry out regular patrols in DDR sites, as this provides a highly visible and reassuring presence to deter crime and criminal activities.</li></ul>



*When UNPOL is called upon to engage in police reform and arms possession, it should work closely with UN agencies such as the United Nations Development Programme (UNDP) and bilateral donors on ensuring links with wider justice and security sector reform and arms control strategies.*



## 4. Community-based policing

In the reintegration stage, and particularly during reconciliation, community policing initiatives have proven to be a very effective means of establishing and sustaining long-term community reconciliation processes. Community policing encourages innovation in dealing with community security concerns, particularly to ensure that the different needs of social actors – women and men, old and young, minorities, disabled people and other special groups – are systematically dealt with. Box 4.50.1 outlines the principles of community policing.

### Box 4.50.1: Principles of community-based policing

- Policing is carried out by consent, not by coercion (force).
- The police are part of the community, not apart from it.
- The police and community work together to find out what the community's needs are.
- The police, public and other agencies work together in partnership.
- The business of policing is specifically designed to meet community needs.
- The community is empowered to root out the causes of its social and security problems.
- Diversity in the police force reflects diversity in the community, and meets the needs of different social actors.

Community police forums are the best way to create environments that allow ex-combatants and formerly discredited local police to be accepted back into the community.

UNPOL can act as a bridge to build up and encourage confidence and mutual trust so that communities accept the return of ex-combatants. They act to ensure that all stakeholders are made fully aware that compromises will be essential for the peaceful reintegration of ex-combatants into the community.

Encouraging public confidence is not just about sensitizing and involving the community. There are specific requirements for improving public confidence in the police service:

### Box 4.50.2: Requirements for improving public confidence in the police service

- Open access to all police services
- Availability of police services 24 hours a day, 7 days a week
- A highly visible police presence
- Aggressive public information campaigns
- The creation of public forums and civil society involvement in policing policy and activities
- The representation of minority groups and a balanced ethnic composition in the police service
- The encouragement of gender balance in the police force and gender mainstreaming in all police work



*Ex-combatants are highly likely to be involved in domestic violence, sexual abuse and other anti-social behaviour that often characterizes a post-conflict community. To deal with such problems, communities shall be encouraged to work closely with the police. Police shall undergo special training on gender-based violence (GBV) towards women and children, as well as on other hidden social problems.*

## 5. Police reform and restructuring

UNPOL may have a role in police reform and restructuring as part of wider justice and security sector review and reform, which should be closely coordinated with DDR planning and implementation.

### **Box 4.50.3: Guidance on police reform and restructuring**

- Disarmament of the police should take place within the wider processes of arms control and police reform.
- The replacement of military-style weapons with light individual weapons will help pave the way for service-oriented police. However, this should be carried out through careful and intensive education and training, supported by new policy and legal frameworks.
- Depending on the current situation in the country and the UN's mandate, provisions should be made to maintain an interim police force/service composed entirely of the existing police personnel in the country, or UNPOL, which will have legal executive authority until the national police service is re-established.



*DDR practitioners shall exercise extreme caution on the issue of integrating ex-combatants into the security forces, particularly the police force, as this can potentially make existing tensions worse. Integration of ex-combatants into the police force shall only be considered as part of wider justice and security sector reform, and shall include a thorough vetting process.*

### **Box 4.50.4: The vetting process in police reform and restructuring**

*Registration:* The registration process should clarify matters by:

- providing an accurate number of active police personnel;
- identifying 'ghost' police officers whose salaries are drawn, but who do not exist in reality;
- allowing the authorities to establish a proper register for prospective police officers' details; and
- allowing police training institutions to properly design and develop training programmes.

*Screening:* Once the number and type of personnel of the reformed police service have been decided, the screening process:

- should take the form of interviews and formal tests to determine the candidates' literacy standards, and physical and mental condition, and should include background and character checks and authentication of documents; and

- shall be designed to identify any involvement in human rights abuses and war crimes, and any evidence of corruption and unethical conduct, including sexual exploitation, domestic violence and other crimes.

*Certification:*

- Provisional officers will be certified as members of the reformed police service after they have been through the entire vetting process.
- Certification will be strictly based on the individual meeting recruitment criteria. Once an individual is certified, he/she shall be issued with a service identity card.

## 6. Summary of key guidance on UN Police roles and responsibilities

- ✓ It is important to understand the areas UNPOL can assist in during the DDR process, particularly in relation to security and trust building at the community level.
- ✓ Community-based policing helps build the trust and confidence necessary for the reintegration of ex-combatants and their dependants into the community.
- ✓ Integration of ex-combatants into the security forces, particularly the police, shall only be considered as part of wider justice and security sector reform, and shall include a thorough vetting process.

# OG 4.60: Public Information and Strategic Communication in Support of DDR

## Objectives

This module will:

- ✓ identify how information and sensitization can help form attitudes towards DDR;
- ✓ outline audiences, materials and the means of communication available; and
- ✓ explain key factors for planning, designing, implementing and monitoring an information and sensitization strategy.

## 1. Introduction

Information and sensitization<sup>1</sup> play a key support function in the DDR process. They can help increase awareness among DDR participants and beneficiaries on what the DDR process involves, and encourage eligible people to participate in the programme. They also help receiving communities understand how the DDR programme will affect them and what will be expected of them.

The basic rule for devising an effective information and sensitization strategy is to have clear overall objectives derived from a careful assessment of the situation in which DDR will take place. DDR planners should define these objectives working with public information counterparts at the country level.

The Public Information Office of most large-scale UN peacekeeping operations usually includes the following components: a spokesperson's office, radio unit, TV unit, print and publications unit, and community outreach officers. The Spokesperson's Office, working closely with local advisers and the leadership of the

### **Box 4.60.1: Key questions in devising an information and sensitization strategy**

- What stage is the DDR process at?
- Who are the primary and secondary audiences for the information and sensitization campaign?
- What behavioural/attitude changes does the campaign want to achieve?
- What media are best suited to achieve these changes?
- What other organizations are involved and what are their strategies?
- How can the campaign be monitored?

peacekeeping mission, can assist the UN DDR unit/team to devise messages regarding the DDR process.

DDR-related information and sensitization can target a much wider audience than just those directly involved in or affected by the DDR process within a particular country. Messages can be devised to apply pressure on potential spoilers and to gain the support of both the international and local donor communities. These messages can be delivered in press conferences (including background briefings), through media interviews or in press releases.

## 2. Audiences

The intended audiences will vary according to the phase of the DDR process and the attitudinal change that DDR planners want to achieve.

**Table 4.60.1: Primary and secondary audiences for DDR-related information and sensitization**

	Who they are	Why they are important
Primary audiences: participants and beneficiaries	Political leadership	<ul style="list-style-type: none"> <li>■ They are signatories of ceasefires and peace agreements.</li> <li>■ They may or may not represent armed branches.</li> </ul>
	Military leadership	<ul style="list-style-type: none"> <li>■ They are key players in DDR, whose forces will be directly affected by the programme.</li> </ul>
	Ordinary soldiers of armed forces and groups	<ul style="list-style-type: none"> <li>■ It is important to make a distinction between leadership and ordinary soldiers, because their motivations and interests may differ.</li> </ul>
	Women associated with armed forces and groups	<ul style="list-style-type: none"> <li>■ It is important to cater for their information needs, especially those who have been abducted.</li> <li>■ Community women's groups should be informed about how to further assist women who managed to leave an armed force or group.</li> </ul>
	Children associated with armed forces and groups	<ul style="list-style-type: none"> <li>■ These children need child-friendly information to help reassure them and remove any who are illegally held by an armed force or group.</li> <li>■ Communities should also be informed on how to assist children when they return.</li> </ul>

	Disabled combatants	<ul style="list-style-type: none"> <li>It is important to ensure that disabled combatants have access to information available to members of armed forces and groups. If not, it is essential to identify locations where disabled combatants are gathered and ensure that information reaches them.</li> </ul>
	Receiving communities, and families and dependants of ex-combatants	<ul style="list-style-type: none"> <li>These groups need to be prepared to receive ex-combatants and their dependants.</li> </ul>
Secondary audiences: groups that influence the DDR process	Civil society	<ul style="list-style-type: none"> <li>Civil society can help bring about buy-in and support DDR.</li> </ul>
	International and local media	<ul style="list-style-type: none"> <li>It is important to keep the media supplied with accurate and up-to-date information on DDR to increase support for the process and avoid bad press.</li> </ul>
	Regional stakeholders	<ul style="list-style-type: none"> <li>These are particularly important where conflict has regional dimensions.</li> </ul>
	International community	<ul style="list-style-type: none"> <li>It is important to gain the support of the international community for DDR, as it can help put pressure on the parties to implement and comply with agreements.</li> </ul>

### 3. Behavioural objectives

Information and sensitization can provide knowledge, change perceptions, and influence behaviour and attitudes of DDR participants and beneficiaries towards the programme. If successful, they will secure the buy-in of key stakeholders to the DDR process and will help neutralize potential spoilers. Table 4.60.2 outlines some specific types of behaviour that information and sensitization will aim to bring about:

**Table 4.60.2: Behavioural objectives during the DDR process**

Pre-DDR	<ul style="list-style-type: none"> <li>Armed forces and groups, including their commanders, understand, endorse and engage in the DDR process.</li> <li>The civilian population, civil society representatives and local government institutions in the receiving communities are aware of and endorse the DDR process.</li> <li>Local and international donors support and contribute to the DDR programme.</li> </ul>
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<b>Disarmament and demobilization</b>	<ul style="list-style-type: none"> <li>■ DDR participants have realistic expectations, and know what is expected of them.</li> <li>■ Women combatants and other females associated with armed forces and groups participate confidently in the DDR process, and come forward to receive any special assistance provided for them.</li> <li>■ Commanders become willing to release unconditionally children associated with their armed forces and groups.</li> <li>■ Foreign combatants and cross-border communities participate in any repatriation activities associated with DDR.</li> <li>■ Connections are made in people's minds with ongoing justice and security sector reform, and arms control.</li> </ul>
<b>Reintegration</b>	<ul style="list-style-type: none"> <li>■ Communities are willing to welcome former ex-combatants and their dependants.</li> <li>■ Communities have reasonable expectations of what reintegration will bring.</li> <li>■ Victims of sexual violence and/or people living with HIV/AIDS are not stigmatized.</li> <li>■ Positive attitudes are developed for community disarmament and longer-term arms management to take place.</li> </ul>

DDR practitioners and public information experts should also develop information and sensitization strategies to counter messages distributed by potential spoilers, particularly when the latter gain control of radios and other media. Public information experts may:

- review national and local legal frameworks regulating the media;
- create special mechanisms to monitor and limit or prevent the distribution of messages inciting hate between armed forces and groups that undermine the DDR process;
- use other forms of media to denounce such counter-productive messages, including those that run against the smooth implementation of the DDR programme; and
- if those who are distributing these messages are considered legitimate role-players, approach them for negotiation to end the spoiling action.

## 4. Media

Many media can be used to deliver DDR-related information and sensitization messages. Visual media are the most effective means of communication, but television is often inaccessible to the majority of the population in most post-conflict countries. Print media will be limited by the level of literacy of the intended audi-


ence. The radio is widely used in post-conflict countries, but DDR practitioners and public information experts should not assume that women and children have the same access to radio as men.

DDR practitioners and public information experts should select the media they use in accordance with the habits and preferences of the audience they want to target and the specific country context in which the DDR programme takes place. It is also important to weigh the advantages and disadvantages of each type of media, as Table 4.60.3 describes:

<b>Table 4.60.3: Tools or means of communication available for DDR information and sensitization</b>	
<b>Radio</b>	<ul style="list-style-type: none"> <li>■ Messages can be broadcast on either FM or short-wave frequencies. While FM radio is usually available in a limited radius around urban areas, short-wave radio can be picked up anywhere. However, short-wave transmitters are costly, bulky and need a specialized technician for maintenance.</li> <li>■ To ensure access to radio broadcasts, especially among the most marginalized members of society, portable wind-up short-wave/FM radios may be distributed to possible participants and beneficiaries. A choice can be made between radios that can receive many stations and those that are pre-set to a particular frequency. The latter may be favoured if the DDR programming is broadcast only on one radio station.</li> </ul>
<b>Print media: leaflets, pamphlets, posters/cartoons, newsletters and magazines</b>	<ul style="list-style-type: none"> <li>■ These last a long time and can therefore be passed from person to person.</li> <li>■ They can reach varying levels of literacy and age when they have little text and include graphic depictions, such as cartoons, photos and drawings.</li> <li>■ Audiences are as follows:               <ul style="list-style-type: none"> <li>□ <i>pamphlets/leaflets</i>: literate members of local civil society, locally based donors;</li> <li>□ <i>cartoons</i>: literate and illiterate members of society, excellent for children;</li> <li>□ <i>posters</i>: all local actors;</li> <li>□ <i>local newspapers</i>: local literate stakeholders; and</li> <li>□ <i>international newspapers</i>: international stakeholders.</li> </ul> </li> </ul>
<b>Visual media: TV and video</b>	<ul style="list-style-type: none"> <li>■ These can be the most effective and attractive means of communication to all audiences, where available.</li> <li>■ Scheduling and frequency of TV broadcasts should be carefully planned to respond to the needs of the widest possible audience.</li> </ul>



	<ul style="list-style-type: none"> <li>■ In countries where TV is inaccessible to the majority of the population, video can play an important role in transmitting DDR messages. However, this requires electricity, a video player and a TV set, which are not always available.</li> <li>■ In some contexts, potential viewers may be prevented from watching films and videos; cultural constraints may mean that women, in particular, cannot watch films in public. In such cases, it may be possible to negotiate a women-only screening.</li> </ul>
<b>Interactive means: theatre, music, art, exhibitions, community meetings</b>	<ul style="list-style-type: none"> <li>■ These allow for portraying ideas and concepts figuratively and can be based on local folklore, culture and humour.</li> <li>■ They are particularly effective in places where oral forms of communication are important.</li> </ul>
<b>The Internet</b>	<ul style="list-style-type: none"> <li>■ This is particularly effective for communicating with the wider international audience, particularly the donor community, troop-contributing countries and international media.</li> <li>■ Print materials, digital video clips, and live or recorded radio programmes can be posted on the Web.</li> </ul>

 *DDR practitioners and public information experts should choose a radio or TV station to channel DDR-related messages with great care, as it may hold positions or views that are very different from UN principles and goals. As this is often the case in post-conflict countries, the UN generally has its own radio/TV station, or has made arrangements to air its own programmes from public and/or private local TV stations.*

Radio is one of the most accessible means of communication during a DDR programme.

#### **Box 4.60.2: Basic components of a DDR radio programme**

A DDR radio programme should include the following components:

- basic information on the procedure for DDR, especially eligibility, entitlements, and dates and locations for assembly;
- updates on the DDR process, such as the opening of demobilization sites and the inauguration of reintegration projects;
- debates on the return of the ex-combatants and their dependants to communities, and related issues such as reconciliation, justice and the peace process (possibly including interviews);
- information on the rule of law and judicial process that ex-combatants might be subject to;
- messages targeting women and girl combatants and those associated with armed forces and groups to encourage their participation in the process;
- messages on the rights of children associated with armed forces and groups, and the consequences of enlisting or holding them; and
- messages to help reunite separated family members, particularly children formerly associated with armed forces and groups and their families.

To ensure the appropriateness of messages and media, DDR practitioners and public information experts should pre-test them on local audiences through focus groups and questionnaires.

The following are key points to consider when testing messages, materials and media:


- Are images, illustrations, messages and/or footage clearly presented and correctly understood?
- Are messages culturally sensitive and convincing?
- Is the medium selected appropriate for the intended audience?
- Are there more effective ways of reaching the intended audience?

## 5. Specific planning factors

In addition to respecting DDR principles outlined in section 4 of OG 2.10, DDR planners and public information experts should take into consideration some specific planning factors when devising an information and sensitization strategy, as described in Table 4.60.4:

<b>Table 4.60.4: Planning considerations for an information and sensitization strategy</b>	
<b>Understanding the local context</b>	<ul style="list-style-type: none"> <li>■ Carry out a media mapping, including geographic reach, access, political slant and cost.</li> <li>■ Identify key communicators in the society (academics, politicians, religious leaders, commanders, theatre troupes and animators), gain their support and use them to channel DDR-related messages.</li> <li>■ Learn about literacy rates, and understand the role oral communication plays in urban and rural environments.</li> <li>■ Identify gender and cultural perceptions of women, the disabled, rape survivors, extra-marital childbearing, etc.</li> <li>■ Understand the present attitudes of community members towards combatants.</li> <li>■ Identify the local languages that are commonly used among audiences.</li> <li>■ Create DDR-specific material on a country-by-country basis to ensure context-specific and culturally sensitive messages.</li> </ul>
<b>Integration and/or coordination</b>	<ul style="list-style-type: none"> <li>■ Where possible, integrate public information officers into the UN DDR unit to ensure the best possible collaboration with the Public Information Office of the peacekeeping operation.</li> <li>■ If such integration is not possible, establish coordination mechanisms, such as weekly meetings or email groups.</li> </ul>

<b>Production time-lines</b>	<ul style="list-style-type: none"> <li>■ Take into account the lengthy time-lines for the production of information and sensitization materials, particularly where production and/or translation into several other local languages are/is required.</li> </ul>
<b>Financial and human resource requirements</b>	<ul style="list-style-type: none"> <li>■ Compile budgetary requirements and ensure the proposed budget makes provision for unforeseen expenses.</li> <li>■ Identify the number of public information experts and/or animators needed to implement the strategy in light of the media that will be used. Use ex-combatants and locals as much as possible.</li> </ul>
<b>Monitoring and evaluation</b>	<ul style="list-style-type: none"> <li>■ Identify measurable indicators (e.g. number, sex, age and location of people listening to DDR radio programmes) and determine means of verifying the effectiveness of the campaign (e.g. surveys, interviews, media reports).</li> <li>■ Make the necessary changes and adapt the information and sensitization strategy to achieve the desired effect.</li> </ul>

 **Do you know how to prepare a planning framework for DDR information and sensitization? Annex B of IDDRS 4.60 on Public Information and Strategic Communication in Support of DDR provides a matrix that can be used for this purpose.**

## 6. Summary of key guidance on public information and strategic communication in support of DDR

- ✓ The key to managing stakeholders' expectations about a DDR programme is being clear, realistic, honest and consistent about what DDR can and cannot deliver.
- ✓ Cultural sensitivity and appropriateness should be carefully considered when devising an information and sensitization strategy, to increase effectiveness.
- ✓ Information and sensitization messages that try to influence attitudes towards DDR should be devised by the people who know the target audience best: the locals themselves.
- ✓ Information and sensitization cannot correct a poorly conceived DDR programme. If this is the case, it will be difficult to convince potential participants to enter the programme or beneficiaries that the programme will bring positive changes to their communities.



# 5

## CROSS-CUTTING ISSUES



Level 5 provides guidance on how to deal with special groups – women, youth and children – and explains how DDR programmes should address foreign combatants and other cross-border groups. It also discusses the role of food aid, HIV/AIDS interventions and health actions in DDR programmes. The following modules are found in this level:

- **OG 5.10: Women, Gender and DDR** provides guidance on gender-related aspects of DDR programmes by showing how DDR programmes can become gender responsive, and by outlining gender-aware and female-specific interventions.
- **OG 5.20: Youth and DDR** outlines socio-economic reintegration strategies for dealing with the needs of young ex-combatants, explains the main components of reintegration programmes for young ex-combatants and youth in general, and shows how reintegration opportunities can be created for youth.
- **OG 5.30: Children and DDR** explains that the demobilization or release of children should take place at all times before conflicts are settled, during conflicts and after they are settled. It also highlights key issues that need to be considered when developing child-specific DDR programmes, and suggests measures that can help prevent the recruitment and re-recruitment of children into armed forces and groups.
- **OG 5.40: Cross-border Population Movements** explains that an international legal framework exists for dealing with cross-border movements and including foreign combatants in DDR programmes. It also summarizes key actions DDR programmes should take on both sides of the border in relation to cross-border groups. Finally, it provides guidance on how to deal with foreign combatants who choose not to return to their country of origin.
- **OG 5.50: Food Aid Programmes in DDR** explains how food aid can be used in support of DDR programmes, provides operational guidance for planning and implementing food aid programmes in support of DDR and highlights the need to cater for the nutritional needs of special groups.
- **OG 5.60: HIV/AIDS and DDR** highlights the importance of including HIV/AIDS interventions in DDR programmes, provides guidance on planning and implementing such interventions and emphasizes that HIV/AIDS initiatives in DDR programmes should be linked with national HIV/AIDS strategies and broader recovery frameworks.
- **OG 5.70: Health and DDR** provides key strategic elements and a framework for the planning and implementation of health interventions within the DDR process, and highlights key areas and specific problems that are likely to emerge during the implementation of health interventions within DDR programmes.

# OG 5.10: Women, Gender and DDR

## Objectives

This module will:

- ✓ provide policy guidance on gender aspects of DDR programmes;
- ✓ show how DDR programmes can become gender responsive; and
- ✓ outline gender-aware and female-specific interventions in key components of DDR.

## 1. Introduction

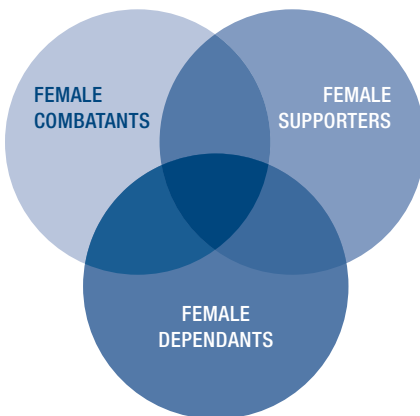
UN DDR programmes have become increasingly gender responsive by taking into consideration the specific needs of female and male combatants, supporters and dependants during negotiation, assessment, planning, implementation, monitoring and evaluation (see Box 5.10.1).

### Box 5.10.1: A key international norm

*UN Security Council Resolution 1325 (2000)* “encourages all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants”.

Contrary to general assumptions, women and girls participate in conflict in many different ways, and can also contribute to insecurity and violence in post-conflict situations. Dealing with their needs and harnessing their capacities and potentials will improve the chances of achieving more sustainable and effective DDR.

**Figure 5.10.1: Types of female roles**



*Gender roles and relations are defined by cultural, geographic and communal contexts. Interventions should therefore be carried out with sensitivity to and understanding of the specific context in which a DDR programme is taking place.*

Women and girls are involved in armed conflict in three main types of roles and capacities, as shown in Box 5.10.2:

### Box 5.10.2: Definitions of females involved in armed conflict

**Female combatants:** Women and girls who participated in armed conflicts as active combatants using arms.

**Female supporters/Females associated with armed forces and groups (FAAFGs):** Women and girls who participated in armed conflicts in supportive roles, whether coerced or voluntarily. These women and girls are economically and socially dependent on the armed force or group for their income and social support. Examples: porters, cooks, nurses, spies, administrators, translators, radio operators, medical assistants, public information workers, camp leaders or women/girls used for sexual exploitation.

**Female dependants:** Women and girls who are part of ex-combatants' households. They are primarily socially and financially dependent on ex-combatants, although they may also have retained other community ties. Examples: wives/war wives, children, mothers/parents, female siblings and female members of the extended family.

**Note:** Some women and girls might fall into more than one category, owing to their multiple and complex roles during conflict. Some women and girls may have been coerced and other may have volunteered to participate in the armed groups.

## 2. Obstacles to female participation in DDR

The following common obstacles can prevent female combatants and FAAFGs from participating in DDR:

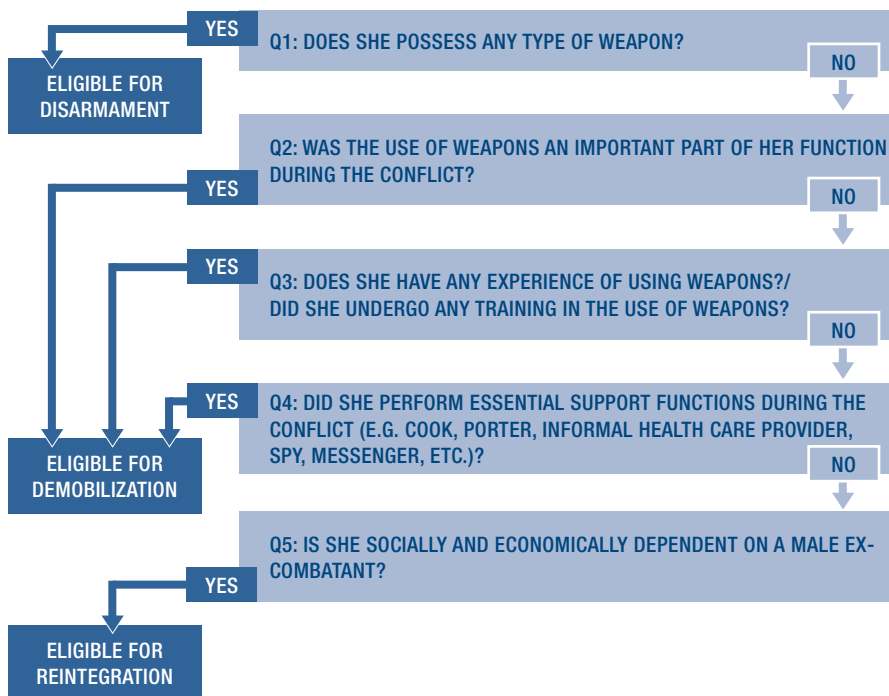
- commanders of armed forces and groups deliberately holding female combatants back because they perceive them as being essential to the group, or hiding abducted women and girls for fear of legal and social consequences;
- the failure of DDR programmes to adequately assess the number of female combatants, supporters and dependants, making them neither expected nor catered for;
- the misperception that a weapon is required to enter a DDR programme;
- poor female access to communication sources (radios, newspapers, etc.) and lower literacy rates;
- females' fear of association with an armed force or group during peacetime, particularly when they were coerced to join; and
- females' security concerns or the fear of exposure or re-exposure to sexual and gender-based violence (SGBV).

## 3. Female eligibility criteria

Figure 5.10.1 shows the criteria for determining the eligibility of female combatants, supporters and dependants to participate in DDR programmes (Q = question):



Figure 5.10.2: Female eligibility criteria for DDR



## 4. Dealing with male concerns

Gender in DDR is not only about women and girls, although they have been excluded from previous DDR programmes because of insufficient awareness of gender issues. Gender-responsive DDR should also deal with male concerns and broader gender-related issues, as Box 5.10.3 illustrates:

### Box 5.10.3: Gender is also for men and boys

- *Violent masculinity*: Notions of masculinity are often linked with possession of weapons. In order to transform a violent masculine identity into a non-violent one, it is important to consider men's gender identities, roles and relations, and how these link to the perpetration of SGBV.
- *Male victims of SGBV*: In order to prevent SGBV, support should be provided for the victims of SGBV. It is also essential to pay special attention to male victims of SGBV. Male victims are more unlikely to report incidents, as such issues are taboo in most societies.
- *Men's traditional roles*: Male ex-combatants who are unable to fulfil their traditional role (i.e. as breadwinner of the household) often face an identity crisis. This can lead to an increase in domestic violence and alcohol/drug abuse. DDR programmes should not reinforce stereotypical men's roles, but rather encourage proper counselling mechanisms and flexible socio-economic support. This is an important aspect of preventing further perpetration of SGBV.

## 5. Gender-responsive and female-specific DDR planning and programming

DDR programmes should include interventions that fall into the following two categories:

- *Gender-aware interventions:* These deal with both men’s and women’s issues in overall DDR-related activities, such as assessing the different life choices made by women and girls as opposed to men and boys, security concerns or a fear of exposure or re-exposure to SGBV;
- *Female-specific interventions:* These are designed to deal with the specific needs of women and girls so that they benefit from DDR programmes to the same extent as men, such as taking into account the different roles other than combatant that females may have fulfilled.

### 5.1. Gender responsiveness in peace negotiations

A gender-responsive approach to DDR begins during peace talks. Peace negotiators, mediators and facilitators should receive an explicit mandate to cater for the needs of male and female combatants, supporters and dependants. They should also consider the interventions mentioned in Table 5.10.1:

**Table 5.10.1: Gender responsiveness in peace negotiations**

Gender-aware interventions	Female-specific interventions
<ul style="list-style-type: none"><li>■ Deploy experts in gender and DDR to peace negotiations.</li><li>■ Raise awareness and provide training among the parties on the different implications of a DDR process for male and female combatants, supporters and dependants.</li></ul>	<ul style="list-style-type: none"><li>■ Facilitate participation of representatives of women’s groups at peace negotiations.</li><li>■ Make the release of abducted women and girls from armed forces and groups a condition of the peace agreement, and ensure that provisions for their support are included in the agreement.</li><li>■ Ensure female representation in structures established to manage DDR programmes.</li><li>■ Enlist women in leadership positions at national and local levels as stakeholders and partners in DDR.</li></ul>


### 5.2. Gender responsiveness in assessment

An assessment of the different roles of men, women, boys and girls in armed forces and groups should be an integral part of the general assessment that takes place before DDR programmes start. The collection and analysis of information should be sex-disaggregated to explore gender differences and allow DDR pro-

grammes to meet the different needs of males and females. Moreover, assessment teams and planners should consider the interventions outlined in Table 5.10.2:

Table 5.10.2: Gender responsiveness in assessment	
Gender-aware interventions	Female-specific interventions
<ul style="list-style-type: none"> <li>■ Gain a good understanding of the legal, political, economic, social and security context of the DDR programme and how it affects women, men, girls and boys differently, both in armed forces and groups and in receiving communities.</li> <li>■ Identify the different needs of women, men, girls and boys in accordance with the specific roles they played as combatants, supporters or/and dependants.</li> <li>■ Include a labour market assessment that gives the various job options and market opportunities that will be available to men and women following demobilization.</li> </ul>	<ul style="list-style-type: none"> <li>■ Ascertain the number and percentage of women and girls in armed forces and groups as far as possible.</li> <li>■ Collect baseline information on patterns of weapons possession and ownership among women and girls.</li> <li>■ Identify local capacities of women's organizations already working on security-related issues.</li> <li>■ Identify community responses to giving female ex-combatants and supporters the option of returning to civilian life or joining peacetime armies and other security institutions in accordance with recruitment criteria.</li> <li>■ Assess how awareness can be raised among military commanders about the need to include women and girls in DDR.</li> <li>■ Facilitate the interviewing of women and girls by hiring and training female interpreters familiar with relevant DDR terminology and concepts.</li> </ul>

 **OG 3.20 on DDR Programme Design. Section 5 of IDDRS 4.30 on Social and Economic Reintegration also contains information and tools on general assessment.**

 **Have you adequately assessed the needs of female ex-combatants, supporters and dependants? IDDRS 5.10 on Women, Gender and DDR contains the following assessment tools: Annex B contains a DDR gender checklist for assessment missions; and Annex D contains gender-responsive DDR programme management frameworks and indicators, including a matrix to assess capabilities and vulnerabilities.**


### 5.3. Gender responsiveness in planning and design

Planning and design teams should take into account recommendations regarding gender responsiveness in the DDR programme from assessment teams by ensuring such recommendations are reflected in all key planning documents (concept

of operations, projects and programmes, strategies and policies). Other key interventions that DDR planners should consider are listed in Table 5.10.3:

Table 5.10.3: Gender responsiveness in planning and design	
Gender-aware interventions	Female-specific interventions
<ul style="list-style-type: none"> <li>■ Allocate sufficient funds for gender- and female-related activities in DDR programmes.</li> <li>■ Include gender experts as part of DDR structures.</li> <li>■ Encourage regional, bilateral and multi-lateral organizations to mainstream gender in their DDR work.</li> <li>■ Include gender awareness-raising and training for DDR and peacekeeping mission civilian and military staff.</li> <li>■ Develop accountability mechanisms to ensure that all staff are committed to gender equity.</li> </ul>	<ul style="list-style-type: none"> <li>■ Encourage national commissions on DDR (NCDDRs) to work closely with government ministries in charge of women's affairs and women's peace-building networks.</li> <li>■ Encourage NCDDRs to employ women in leadership positions.</li> <li>■ Encourage NCDDRs to have gender focal points.</li> <li>■ Consider as dependants – where relevant – multiple wives (both formal and informal) of a male ex-combatant and other persons living as part of the ex-combatant's household.</li> <li>■ Encourage troop-contributing countries to fast-track women for deployment in peace-keeping operations.</li> </ul>

 **OG 3.10 on Integrated DDR Planning: Processes and Structures and OG 3.20 on DDR Programme Design**

 *Language in DDR strategies, policies, programmes, implementation plans and other documents should be gender sensitive, and should accurately reflect the different experiences and needs of men, women, girls and boys.*

### 5.4. Gender responsiveness in disarmament

Weapons possession should not be a criterion for eligibility in DDR programmes, as this has often led to the exclusion of women and girls. The fact that traditionally men and boys have used and possessed weapons more than women and girls does not mean that women and girls are not armed and do not pose a threat to security. Planning and design teams should consider the interventions outlined in Table 5.10.4:

Table 5.10.4: Gender responsiveness in disarmament	
Gender-aware interventions	Female-specific interventions
<ul style="list-style-type: none"> <li>■ Ensure equal access of male and female combatants to disarmament sites to avoid stereotypes of weapons ownership.</li> </ul>	<ul style="list-style-type: none"> <li>■ Draw on the experience of female ex-combatants, supporters or dependants who have 'self-reintegrated' on what could be incentives and/or obstacles to female disarmament.</li> </ul>

- Assess the implications of how patterns of weapons ownership may be different for men and women in the country context, and take them into account when devising disarmament programmes.
- Discourage media images that encourage violent masculinity.

- Involve women's groups and female community leaders in awareness-raising activities and in monitoring weapons collection and destruction.



**OG 4.10 on Disarmament**



**Have you asked gender-sensitive questions during screening and registration? Annex C in IDDRS 5.10 on Women, Gender and DDR provides a list of gender-sensitive interview questions.**



*Interviews should be carried out with men and women separately. Interviewees should be reassured that the information they have disclosed will remain confidential. Trained female staff and interpreters should be made available to interview female ex-combatants and supporters, if the latter would prefer this.*

**5.5. Gender responsiveness in demobilization**

A gender-responsive demobilization process should avoid reinforcing existing inequalities between men and women or making economic hardship worse for female combatants, supporters and dependants.

Gender-aware interventions and female-specific interventions should be planned for and implemented during cantonment/mobile demobilization, as well as when providing transitional support and resettlement assistance, as outlined in Table 5.10.5:

Table 5.10.5: Gender responsiveness in demobilization	
Gender-aware interventions	Female-specific interventions
Cantonment and mobile demobilization	
<ul style="list-style-type: none"> <li>■ Ensure registration forms and questionnaires are designed to supply sex-disaggregated data on groups.</li> <li>■ Ensure a balance of men and women among staff.</li> <li>■ Provide psychosocial support to men, women, boys and girls affected by SGBV during conflict.</li> </ul>	<ul style="list-style-type: none"> <li>■ Make provision for women's specific health needs, including reproductive needs (remember items such as re-usable sanitary napkins, both male and female condoms, etc.).</li> <li>■ Consider assembling testimonies of SGBV during conflict and establishing links between the DDR process and the justice system to prosecute perpetrators of sexual abuse of women.</li> </ul>

<ul style="list-style-type: none"> <li>■ Allow for privacy in accordance with culturally accepted norms when designing sanitary facilities.</li> <li>■ Include separate facilities for women, men, girls and boys, as required.</li> <li>■ Offer men, women, boys and girls equal (but, if necessary, separate) access to education about HIV/AIDS, including voluntary counselling and testing, and other health services and supplies.</li> </ul>	<ul style="list-style-type: none"> <li>■ Ensure that reproductive health care services are available to female victims of SGBV.</li> <li>■ Ensure that support is available to women and girls who are HIV-positive, as well as to women and girls heading households where HIV-positive ex-combatants may be living.</li> <li>■ Ensure that mothers who are combatants and those associated with armed forces and groups will not be separated from their children during demobilization.</li> </ul>
<h3>Transitional support</h3>	
<ul style="list-style-type: none"> <li>■ Prepare transitional support carefully to avoid reinforcing negative gender stereotypes.</li> <li>■ Ensure that transitional support deals with the different needs of male and female ex-combatants and supporters.</li> <li>■ Ensure that male and female ex-combatants have equal access to individual benefits (HIV/AIDS services and support, land, tools, training and financial assistance).</li> <li>■ Encourage the spouse or other female family members of a male ex-combatant to witness the signing of an agreement on how these benefits/resources will be used.</li> <li>■ Anticipate opportunities for women's economic independence as well as potential drawbacks for women entering previously 'male' workplaces and professions.</li> </ul>	<ul style="list-style-type: none"> <li>■ Take into account female spending patterns and needs when designing cash assistance.</li> <li>■ Take into account women's traditional forms of money management (e.g. rotational loan and credit schemes).</li> </ul>
<h3>Resettlement</h3>	
<ul style="list-style-type: none"> <li>■ Make sure male and female supporters and dependants are included in any travel assistance that is offered to male ex-combatants.</li> <li>■ Ensure female and male ex-combatants, supporters and dependants are free to choose their areas of return.</li> </ul>	<ul style="list-style-type: none"> <li>■ Cater for the needs of women and girls and their children on their journey back to the community.</li> <li>■ Take measures to reunify mothers and children.</li> <li>■ Take measures to minimize the exposure of women and girls to SGBV, re-recruitment and abduction into armed forces and groups, and human trafficking.</li> </ul>



## OG 4.20 on Demobilization



*In many countries, women and girls have lower educational levels and are skilled in less-profitable occupational areas than their male peers. Training programmes should therefore include additional resources for literacy. Although skills should be culturally appropriate as far as possible, efforts should also be made not to ghettoize women into low-paid 'traditional female labour' activities.*

## 5.6. Gender responsiveness in reintegration

Specific interventions are necessary to make easier the access of women and girls to social and economic reintegration opportunities on an equal basis with men and boys. Women and girls usually shoulder the burden of caring for family members and others, and are therefore less able than men to take advantage of training, employment and other income-generating opportunities. Table 5.10.6 outlines interventions that should inform and/or become an integral part of socio-economic reintegration programmes:

**Table 5.10.6: Gender responsiveness in social and economic reintegration**

Gender-aware interventions	Female-specific interventions
<ul style="list-style-type: none"> <li>■ Provide physical and psychosocial rehabilitation to disabled and chronically ill ex-combatants so that they do not become a burden for women and girls.</li> <li>■ Take into account specific gender dynamics related to access to land and housing, particularly when traditional practices and legal systems do not accommodate female-headed households or women's land ownership.</li> <li>■ Assess the extent to which the production of crops and animal husbandry are divided among household members according to gender and age.</li> <li>■ Prevent the marginalization of women ex-combatants, supporters and dependants, and war widows, and provide them with assistance.</li> <li>■ Support the transformation of violent masculine identities into non-violent ones through information, sensitization and counselling.</li> </ul>	<ul style="list-style-type: none"> <li>■ Allocate resources to train female ex-combatants, supporters, dependants and community members on how to care for and cope with children traumatized by conflict.</li> <li>■ Ensure education and training are designed for the needs of women and girls.</li> <li>■ View women's access to credit and capital as a positive investment in reconstruction, since they have an established record of high rates of return.</li> <li>■ Support and build the capacity of women's organizations to participate in healing and reconciliation work.</li> <li>■ Encourage community mental health practices (such as cleansing ceremonies) to deal with women's and girls' specific suffering or trauma.</li> <li>■ Encourage the establishment of formal/informal self-help groups among female ex-combatants and supporters.</li> <li>■ Allocate funding for child care, and make the necessary arrangements to allow women and girls to take part in training (e.g. organize training as close as possible to where they live).</li> </ul>

- Give women and girls a voice in determining the types of marketable vocational skills they should acquire.
- Assist women to build their houses, considering that they usually work from home in self-employment activities.
- Take measures to ensure widows of ex-combatants and single women ex-combatants and supporters are recognized as heads of households, and are therefore permitted to own and rent existing housing and land.
- Support women to farm cash crops and raise livestock, as opposed to only engaging in subsistence agriculture.
- Support women in having equal access to communally owned farm implements and water-pumping equipment, and to own such equipment.



#### OG 4.30 on Social and Economic Reintegration



*The social and economic reintegration of female ex-combatants, supporters and dependants should be linked as far as possible to broader recovery strategies aimed at supporting and assisting women in post-conflict situations. This requires coordination with development agencies, non-governmental organizations (NGOs) and women's groups to ensure that reintegration is sustainable and reaches all beneficiaries.*

### 5.7. Gender responsiveness in information and sensitization

Male and female combatants, supporters and dependants should be equally informed about the DDR programme. Male and female members of the community should be equally prepared to receive the demobilized and their families.

Table 5.10.7 describes interventions that should be undertaken to ensure that women and men have equal access to information and sensitization processes during DDR:

**Table 5.10.7: Gender responsiveness in information and sensitization processes**

Gender-aware interventions	Female-specific interventions
<ul style="list-style-type: none"> <li>■ Ensure that male and female combatants, supporters and dependants are equally and adequately informed about eligibility, rights and benefits in DDR.</li> </ul>	<ul style="list-style-type: none"> <li>■ Remember when carrying out awareness/information/ sensitization campaigns, that women and girls have restricted access to radio and newspapers.</li> </ul>



- Sensitize male and female members of receiving families and communities about the difficulties involved in readjusting to civilian life.
- Ensure that DDR information and sensitization messages used in the media and arts are free from gender bias.

- Include female community leaders and women's organizations in awareness-raising meetings organized to prepare communities to receive ex-combatants, supporters and their dependants.
- Include women's voices and experiences in radio sensitization programmes, newspaper articles and other means used to raise DDR awareness.



#### OG 4.60 on Public Information and Strategic Communication in Support of DDR

### 5.8. Gender responsiveness in monitoring and evaluation (M&E)

Gender should be mainstreamed into all M&E work by ensuring that:

- DDR programme staff and evaluators are familiar with gender-related and female-related interventions;
- adequate financial resources are available for training DDR programme staff on gender issues;
- terms of reference clearly state gender-related tasks and responsibilities; and
- evaluation reports make specific recommendations to improve the gender responsiveness of DDR programmes.

When carrying out M&E, programme staff and evaluators should determine if DDR programmes are:

- making provision for the needs of males and females without bias; and
- meeting the specific needs of female combatants, supporters and dependants.



*Data used for M&E should be disaggregated not only by age, different roles during conflict, location (rural/urban) and ethnic background, but also by gender (e.g. male adult combatant, female adult combatant, male adult supporter, female adult supporter, male adult dependant, female adult dependant and so on for children and youth).*



#### OG 3.50 on Monitoring and Evaluation of DDR Programmes



**Are you carrying out gender-responsive M&E? Annex D in IDDRS 5.10 on Women, Gender and DDR shows how to carry out gender-responsive M&E, and also includes a list of examples of gender-related indicators.**

## 6. Summary of key guidance on women, gender and DDR

- ✓ Improving the gender responsiveness of DDR programmes is not only a normative requirement, but also helps DDR become more sustainable.
- ✓ Gender should be mainstreamed in DDR as early as during peace talks, and throughout programming and implementation.
- ✓ Gender in DDR is about the different needs of male and female programme participants and stakeholders.
- ✓ DDR planners should see women and girls as part of their potential caseload – female supporters are also eligible for DDR and dependants may also require assistance.
- ✓ Gender training in DDR should be systematically provided to mission and programme staff, national counterparts, implementing partners and stakeholders at national and local levels.

# OG 5.20: Youth and DDR

## Objectives

This module will:

- ✓ provide guidance on socio-economic reintegration strategies for young ex-combatants;
- ✓ explain the main components of reintegration programmes for young ex-combatants and youth in general; and
- ✓ describe how to create reintegration opportunities for youth.

## 1. Introduction

UN DDR programmes have increasingly been carried out in environments where the majority of former combatants are youth, an age group defined by the UN as those between 15 and 24 years of age. Young ex-combatants have special characteristics that need specifically designed DDR activities:

- Youth are neither ‘children’ nor adults, although those under 18 fall in the legal category of children. DDR programmes have tended to treat those under 18 as child soldiers, ignoring the responsibilities they have often undertaken as providers and caregivers. Those over 18, by contrast, have often been offered job training and other support that neglect their need for remedial education;
- Because of their age, youth are easily ignored by the authorities after a conflict. Their vulnerability to violence, disease and other illnesses, and their exclusion from decision-making processes and structures can lead to difficulty in reintegration. This in turn starts a cycle of poverty and frustration that makes youth vulnerable to criminality and re-recruitment into armed forces and groups.

In conflict-affected environments, youth, and young men in particular, are often attracted to subcultures that encourage violence by appealing to their sense of

### Box 5.20.1: Definition of youth

Within the UN system, **youth/young people** are identified as those between 15 and 24 years of age. However, this can vary considerably between one context and another. Social, economic and cultural systems define the age limits for the specific roles and responsibilities of children, youth and adults. Conflicts and violence often force youth to assume adult roles such as parents, breadwinners, caregivers or fighters.

marginalization and offering access to power and status. Therefore, even if this category is not specifically mentioned in peace agreements, DDR programmes should take all necessary actions to deal with the special needs of youth, not only because they may become a security threat, but also due to youth's resilience and ability to play meaningful roles in reconciliation and recovery efforts.



*Small arms are a particular concern when dealing with youth. Their possession is symbolically powerful in many societies, suggesting pride, power, masculinity, group membership and wealth. DDR programmes should recognize the symbolic value of small arms, and deal with possible issues associated with the loss of this symbol by offering alternative activities for male and female youth that have the same effect.*



**For further information on children/youth under 18 years of age, see OG 5.30 on Children and DDR.**

## 2. Socio-economic reintegration strategies for young ex-combatants

The socio-economic reintegration of young ex-combatants depends largely on their successful transition to productive activities. Many have no memory of peaceful times or civilian activity, and conflict has influenced them during their formative years. To respond, DDR programmes should:

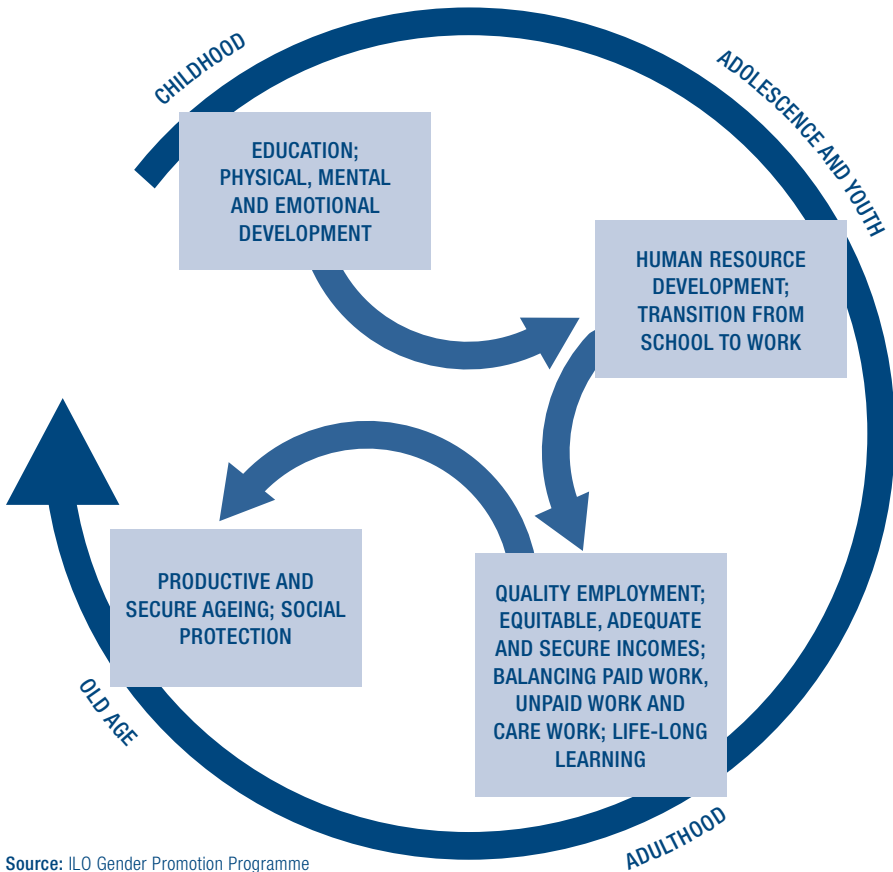
- try to correct patterns of violent behaviour learned during the conflict;
- assist in dealing with youth's sensitiveness to authority and other intergenerational conflicts;
- ensure access to education and training, including apprenticeship programmes;
- help heal psychological traumas, physical wounds and other health problems;
- provide information and counselling on HIV/AIDS; and
- provide support for coping with drugs and alcohol abuse.



**For more information on intergenerational conflicts, see section 12.1 of IDDRS 5.20 on Youth and DDR. For more information on youth and HIV/AIDS, see section 12.4 of IDDRS 5.20 on Youth and DDR. On HIV/AIDS and health, see OG 5.60 on HIV/AIDS and DDR and OG 5.70 on Health and DDR.**

Understanding how decent work fits into the human life cycle (see Figure 5.20.1) may be useful in planning DDR programmes for youth. This perspective sees youth as a stage of life that can determine outcomes later. If youth are deprived of education, they will have fewer chances of obtaining decent work. They may also be unable to positively influence their children, leading to multiple disadvantages and the perpetuation of poverty.

Figure 5.20.1: Decent work in the life cycle



Source: ILO Gender Promotion Programme

#### Box 5.20.2: Key guidance on the socio-economic reintegration of young ex-combatants

- Training in hazardous work should be avoided, even if requested by youth. Youth up to age 18 are protected by International Labour Organization (ILO) Conventions on child labour (Conventions 138 and 182).
- Training in areas that do not respond to a specific need in the market should be avoided, even if requested by youth. The feeling of frustration that caused youth to take up arms often increases if they cannot find a job after reintegration. Counselling and career guidance are important in this context.
- Opportunities that are appealing to youth should be offered.
- A paternalistic attitude should be avoided.
- It is important to engage in activities that reach and involve many youth. Theatre, music, arts and sports are popular activities, and can further worthwhile goals, such as HIV/AIDS prevention. Youth need spaces to meet away from the streets.

### 3. Reintegration planning and programme design for young ex-combatants

Reintegration planning should be linked to the national reconciliation strategy and to national socio-economic reconstruction plans. A vital part of planning is situation analysis and data collection on the social and economic profiles and expectations of ex-combatants on the one hand, and on available employment opportunities, including self-employment, on the other.

Labour market information and job opportunities are often scarce in post-conflict countries. Preliminary labour market surveys can make information available quickly, perhaps using questionnaires adapted from other post-conflict contexts. Rapid assessments are also useful. Data on labour supply and demand should be included in the DDR management and information system. It should be disaggregated by age, sex, educational level, location, type of disadvantage (if any) and other relevant criteria. The distribution of such information can also help inform young ex-combatants about realistic employment opportunities.



**On assessments, see section 2 of OG 3.20 on DDR Programme Design.**

Reintegration programmes for young ex-combatants should be designed to meet the needs of youth in specific situations. Programme design should be based on a range of assessments, including determining whether ‘voluntary’ enlistment was, in fact, voluntary and examining family, cultural, political and other circumstances.

#### **Box 5.20.3: Guidance on developing youth-oriented DDR programmes**

DDR programmes should be:

- carefully targeted and specifically designed to meet the individual needs and labour market disadvantages of young ex-combatants. Education is a key element, as it improves employability;
- designed to connect young ex-combatants with non-combatants. This exposes the ex-combatants to civilian behaviour and encourages their inclusion in the community;
- designed to respond to labour market requirements;
- part of a comprehensive package of services covering labour demand (e.g. tax incentives and local economic development initiatives) and supply (e.g. career guidance, education and training);
- linked with work experience. Programmes including such initiatives as apprenticeships and in-company training, especially in the private sector, increase the employability of young ex-combatants;
- based on community approaches and empowerment – which shall explicitly include youth; and
- designed to involve all social partners. Employers’ and workers’ organizations can link reintegration programmes to the labour market.




**Annex B in IDDRS 5.20 on Youth and DDR gives examples of youth-focused DDR interventions.**


## 4. Main components of reintegration programmes for young ex-combatants

Table 5.20.1 suggests areas to focus on for reintegration programmes targeting young ex-combatants:

<b>Table 5.20.1: Key focus areas for young ex-combatant reintegration programmes</b>	
<b>Remedial catch-up education</b>	<ul style="list-style-type: none"> <li>■ Provide youth, who have missed part of their education, with accelerated learning programmes (ALP) compatible with and recognized by the formal education system.</li> <li>■ All educational facilities for young ex-combatants should provide childcare for those who are already parents.</li> </ul>
<b>Learning and training</b>	<ul style="list-style-type: none"> <li>■ Programmes should aim at allowing youth to learn at their own pace, and to acquire communication and other job-related skills.</li> <li>■ Part-time programmes allowing time for other catch-up education are recommended.</li> <li>■ Life skills, such as civics, parenting skills, rights at work and HIV/AIDS management for youth are also important.</li> <li>■ Training for trainers is a key part of DDR programmes for youth. Trainers should be facilitators who encourage active learning, foster teamwork and act as positive role models.</li> </ul>
<b>Employment-oriented training (main characteristics)</b>	<p>This training should be:</p> <ul style="list-style-type: none"> <li>■ labour-market driven and oriented toward specific job opportunities;</li> <li>■ modular in approach;</li> <li>■ designed to teach many different skills;</li> <li>■ competency-based;</li> <li>■ designed to complement any earlier education participants may have had; and</li> <li>■ linked with practical work experience such as apprenticeships or on-the-job training.</li> </ul>
<b>Employment assistance, career guidance and job-search assistance</b>	<ul style="list-style-type: none"> <li>■ These services match the skills and aspirations of young ex-combatants with employment or education and training services.</li> <li>■ Youth face several particular problems in identifying and pursuing civilian opportunities: a) they have often never had opportunities to gain work experience; b) they have not dealt with civilian institutions; c) they have no experience looking for employment; and d) they may not know what they can or want to do. Employment and career guidance services may help young ex-combatants overcome such problems.</li> </ul>

	<ul style="list-style-type: none"> <li>■ Such services should build on existing national structures, normally under the ministry of labour or the ministry of youth. They should be open to all youth seeking employment, not just ex-combatants.</li> <li>■ Staff in career centres should receive training on challenges, problems and difficulties specific to young ex-combatants.</li> </ul>
<b>Youth entrepreneurship</b>	<ul style="list-style-type: none"> <li>■ A comprehensive youth employment promotion strategy should have the following elements: a) support for an entrepreneurial culture; b) the creation of enabling policies and regulations; and c) capacity building for the provision of support services.</li> <li>■ DDR programmes should encourage an entrepreneurial culture while youth are still in education and training. Youth may find mentors useful.</li> <li>■ DDR programmes should link to other development initiatives dealing with the following needs: a) business development and finance; b) safety in the workplace; c) investment; d) the local market, including purchasing power and the availability of raw materials; and e) economic infrastructure.</li> </ul>
<b>Microfinance for youth</b>	<ul style="list-style-type: none"> <li>■ Access to existing micro- or small-business finance and credit schemes should be provided through special arrangements for young ex-combatants.</li> </ul>
<b>Business training and business development services</b>	<ul style="list-style-type: none"> <li>■ DDR programmes should boost youth's ability to face market challenges with business development education, emphasizing the following skills: a) identifying and responding to opportunities; b) investigating and developing new business ideas; and c) learning how to start a business and manage it successfully.</li> <li>■ DDR programmes may also encourage business owners to support young entrepreneurs during the vital first years of their businesses. Such support may include on-the-job learning, mentoring, inclusion in networks and associations, and the incorporation of youth-owned businesses into supply chains.</li> </ul>

 *The specific needs and capacities of young female ex-combatants are often poorly catered for, especially if DDR is treated purely as a security issue, and it is felt that only young males, who are seen as 'potential trouble makers', need to be disarmed, demobilized and occupied. Evidence from many war zones shows, however, that young female former combatants are equally capable of returning to violence if other means of getting ahead after conflict fail.*

 **For more detailed guidance on female youth, see section 11 of IDDRS 5.20 on Youth and DDR.**

## 5. Creating reintegration opportunities for youth

DDR programmes have increasingly applied labour market measures specifically designed to improve the reintegration prospects of young ex-combatants.



These focus on demand for labour, and aim to create employment opportunities. Among the most common types of job creation programmes are:

- labour-based public and community works;
- job placement schemes and subsidies; and
- enterprise creation.

 **Annex C in IDDRS 5.20 on Youth and DDR provides more information about youth programmes focusing on labour demand.**

Table 5.20.2 describes labour market measures that may be taken to improve the prospects of reintegration of young ex-combatants:

<b>Table 5.20.2: Labour market measures to improve reintegration prospects of young combatants</b>	
<b>Labour-intensive physical and social infrastructure development</b>	<ul style="list-style-type: none"> <li>■ Short-term employment may improve young ex-combatants' productivity and change their social status from 'destroyers' to 'builders'.</li> <li>■ Youth may participate in special reconstruction projects that directly benefit them, such as the repair or construction of training centres or sports facilities.</li> <li>■ Employment-intensive approaches for youth should include other components such as training, mentoring and community services. Public works and community service programmes can be used to involve young ex-combatants in productive activities immediately after demobilization.</li> </ul>
<b>Wage incentives</b>	<ul style="list-style-type: none"> <li>■ Incentives such as wage subsidies or tax exemptions for employers who hire young ex-combatants may ease their transition to work.</li> <li>■ Businesses may receive DDR-related contracts on condition that their labour force includes youth.</li> <li>■ The main issues to consider are: a) the duration of the incentive; b) the amount of subsidy or compensation; c) the type of contractual arrangement; d) providing opportunities equally and fairly to demobilized youth in line with those available to civilian youth; and e) monitoring programmes so as to ensure that incentives increase employability rather than turning youth into a cheap labour force.</li> </ul>
<b>Competition in the labour market</b>	<ul style="list-style-type: none"> <li>■ DDR programmes should present innovative solutions to enable youth ex-combatants, who often have little or no experience, to enter the labour market. Training courses should teach more than one skill to improve employability.</li> </ul>



For more detailed guidance on how to create reintegration opportunities for youth, see section 10 of IDDRS 5.20 on Youth and DDR.

## 6. Summary of key guidance on youth and DDR

- ✓ DDR programmes should take all necessary actions to deal with the special needs of youth. Youth are a high security risk group, and at the same time an enormous source of resilience and strength that should be channeled to support reconciliation and recovery.
- ✓ Other important issues to consider during youth-focused DDR programmes are: bridging intergenerational conflicts youth may have with authorities; providing avenues for giving youth voice and representation; and providing support to projects alleviating substance abuse, and to awareness programmes on HIV / AIDS and other sexually-transmitted infections (STIs).
- ✓ Some key tools to implement labour market measures during reintegration are creating labour-intensive physical and social infrastructure projects for youth, and creating wage incentives, such as partnerships with the private sector.
- ✓ A broad approach towards dealing with the needs of young ex-combatants is essential. Responses should deal with ex-combatants and civilian youth needs simultaneously and coherently.

# OG 5.30: Children and DDR

5.30

CHILDREN AND DDR

## Objectives

This module will:

- ✓ explain that the demobilization or release of children should take place at all times: before conflicts are settled, during peace negotiations and after conflicts are settled;
- ✓ highlight key issues in developing child-specific DDR programmes; and
- ✓ suggest measures to prevent the recruitment and re-recruitment of children.

## 1. Introduction

There is a growing international consensus that the recruitment of children – girls and boys under the age of 18 – and their use in hostilities by both armed forces and groups are illegal and among the worst forms of child labour. *The recruitment and use of children under 15 in armed forces and groups are war crimes.*

This consensus is expressed in a comprehensive set of international legal instruments (see Box 5.30.1). *Therefore, child demobilization (or 'release') and reintegration should not depend on any political negotiation during or after a peace settlement.* The mechanisms and structures for the release and reintegration of children can be set up before a formal peace agreement is signed, a peacekeeping mission is deployed,

### Box 5.30.1: Children and conflict

Children are protected from recruitment and use by armed forces and groups under international humanitarian law and international human rights law. International and regional instruments, such as the Optional Protocol to the Geneva Conventions and the Additional Protocols, the Convention on the Rights of the Child, the Rome Statute establishing the International Criminal Court, and the African Charter on the Rights and Welfare of the Child, offer a legal framework for the protection of children. In addition, it is also worth noting that all human rights instruments also apply to children. These instruments are used to:

- protect children in armed conflicts;
- prevent their recruitment;
- secure their release from armed forces and groups;
- protect children within the judicial framework; and
- prosecute those who are responsible for recruiting children for military purposes.

an adult DDR programme is agreed upon and broader security sector reform (SSR) is established.

Child DDR requires that release and reintegration be carried out at all times, even during a conflict, and that actions to prevent child recruitment be continuous. Equally, because children are associated with armed forces and groups in a variety of ways, and given the complexities involved in their social reintegration, child-specific DDR mechanisms should remain in place after national reintegration of adult combatants is complete.



**For more information on the protection of children under international law, see Annex B in IDDRS 5.30 on Children and DDR.**

#### **Box 5.30.2: Key terms and definitions for child-specific DDR**

The *Cape Town Principles and Best Practices* (1997) defines a ‘**child soldier**’ as: “Any person under 18 years of age who is part of any kind of regular or irregular armed force or armed group in any capacity, including, but not limited to: cooks, porters, messengers and anyone accompanying such groups, other than purely as family members. The definition includes girls recruited for sexual purposes and forced marriage. It does not, therefore, only refer to a child who is carrying or has carried arms.”<sup>1</sup>

The term ‘**children associated with armed forces and groups**’ is now used to avoid the perception that the only children of concern are combatant boys. *This term also suggests that children eligible for release and reintegration programmes are: a) those who remain with armed forces and groups; b) those who fled armed forces and groups (often considered as deserters by the armed forces/groups, and therefore requiring support and protection); c) those who were abducted; d) those who were forcibly married; and e) those in detention.*



**For additional guidance on how to support the DDR of children/youth between 15 and 18 years of age, see OG 5.20 on Youth and DDR. For specific guidance on how to support the DDR of girls associated with armed forces and groups, see OG 5.10 on Women, Gender and DDR.**

## 2. Advocacy for including child-related issues in peace negotiations and agreements

Though the demobilization or release of children from armed forces and groups should take place at all times, DDR practitioners shall also actively call on UN agencies, donors, representatives of the parties to the conflict and other stakeholders to take children into consideration when negotiating peace agreements.

The immediate and unconditional release of all girls and boys associated with armed forces and groups should be clearly specified in appropriate clauses in peace agreements and relevant documents. The parties to a conflict often resist acknowledging the presence of children in their ranks, and such clauses help specialized child agencies and implementing partners to speed the process of release.

The willingness of parties to a conflict to release children early on and to stop further child recruitment should be a way of measuring the level of their commitment to the peace negotiations and process.

### 3. Key issues in developing child-specific DDR programmes

Box 5.30.3 shows guiding principles from the Convention on the Rights of the Child that shall be applied at all stages of DDR programmes, from conflict analysis and detailed assessments through to design, implementation, monitoring and evaluation:

#### **Box 5.30.3: Guiding principles for child-specific DDR programmes**

- *The child's right to life, survival and development:* The right to life, survival and development is not limited to physical integrity, but includes the need to ensure full and harmonious development, including at the spiritual, moral and social levels, where education plays a key role.
- *Non-discrimination:* States must ensure respect for the rights of all children within their jurisdiction – including non-national children – regardless of race, sex, age, religion, ethnicity, opinions, disability or any other status of the child, or of the child's parents or legal guardians.
- *Child participation:* Children should be allowed to express their opinions freely, and those opinions should be “given due weight in accordance with the age and maturity of the child”. Children should be consulted at all stages of the demobilization and reintegration process. In particular, children should participate in making decisions with regard to family reunification, and vocational and educational opportunities.
- *Considering the child's best interests at all times:* Actions that affect the child should be based on an assessment of whether those actions are in the child's best interests.

#### 3.1. Planning

Specialized child protection agencies should be called upon for the necessary political, technical and operational leadership on child-specific DDR programmes within the framework of the UN mission or country team.

When child-specific DDR programmes are planned, the following issues should be considered in addition to the principles that guide the UN DDR approach explained in section 4 of OG 2.10 on the UN Approach to DDR:

- the establishment of inclusive programmes for all war-affected children;
- appropriate interventions for each age group;
- the training in all matters relating to children of all personnel, civilian and military, involved in the operational aspects of DDR programmes; and
- the observance of ethical rules and strict confidentiality when gathering, processing and creating databases on children to protect them and provide for their security.

### ■ *Conflict analysis and detailed assessments*

These should cover child issues, such as the circumstances, patterns, causes, conditions and extent of child recruitment, the emotional and behavioural consequences of children's living conditions and experiences, the extent of children's participation in armed forces and groups, and their reintegration expectations.



**Do you know how to carry out a child-focused conflict analysis? Annex C in IDDRS 5.30 on Children and DDR gives some key questions to include.**



**For more detailed information on assessments, see section 2 of OG 3.20 on DDR Programme Design.**

### ■ *Awareness-raising and communication*

It is important to manage expectations and increase the understanding of key stakeholders about child-specific issues through awareness-raising and communication. However, the media should be encouraged to respect rules governing reporting on and interviewing children to avoid any adverse impact on the social reintegration of children.



**For more detailed information on awareness-raising and communication, see OG 4.60 on Public Information and Strategic Communication in Support of DDR.**

### ■ *Funding*

Funding should be made available to child protection actors as early as possible, including in the absence of a formal peace process and formal disarmament, demobilization and reintegration planning. Funding shall remain available even in the case of the failure of formal peace and DDR processes, and for the time required to ensure full reintegration.



**For more detailed information on funding issues, see OG 3.41 on Finance and Budgeting.**



*Prosecution of children: With regard to offences that children are deemed to have committed while associated with an armed force or group, alternative mechanisms shall be applied where applicable law and judicial proceedings are not appropriate, or where systems do not have adequate mechanisms for protecting children. Mechanisms for accountability involving children associated with armed forces or groups shall occur within a framework of restorative justice that guarantees the psychological and social rehabilitation of the child, and shall be carried out in accordance with the provisions of the Convention on the Rights of the Child and other international standards for juvenile justice.<sup>2</sup>*

## 3.2. Disarmament

DDR practitioners should ensure that children associated with armed forces and groups:

- are disarmed, preferably by a military authority rather than a child protection agency, but they shall not be required to demonstrate their capacity to use a weapon;
- participate in the DDR programme irrespective of whether they present themselves at pick-up or other assembly points with weapons or ammunitions; and
- are given the option of receiving a document certifying the surrender of their weapons, if there is a procedure requiring them to do so, and if this is in their best interest, i.e. if it can protect the child against any doubt over his or her surrender of the weapon, but not if it will be seen as an admission of guilt and participation in violence in an unstable or insecure environment.

As stated in section 2 of OG 2.30 on Participants, Beneficiaries and Partners, eligibility should never be based on the submission of a weapon or proof of familiarity with weaponry, because not all children associated with armed forces and groups have used weapons or been fighters.



#### OG and IDDRS 4.10 on Disarmament

### 3.3. Demobilization or release

The time children spend in cantonment sites should be as short as possible. Where possible, children should be identified before arrival, so that the documentation process (identification, verification, registration, ascertaining of medical needs) and other procedures that apply to them in the reception and care phases last no longer than 48 hours, after which they should be transferred to an interim care centre (ICC) or to another location under civilian control.

#### ■ *Cantonment*

Box 5.30.4 shows key steps that should be taken when children reach cantonment sites and mobile demobilization teams:

#### **Box 5.30.4: Key steps for dealing with children during cantonment/mobile demobilization**

- Admission lists of children that are submitted by commanders should be treated with caution and supported by a screening system that is established before individual verification.
- Children should be physically separated from adult combatants, and a security system should be established to prevent adult access to them.
- Girl mothers should not be separated from their children.
- In situations of forced marriage, girls and young women should remain secure and separated from their partners to give them time both to be reunited with family members and to think about whether or not to rejoin their partners.
- Violent protests from men separated from their 'wives' should be expected and planned for.
- Cantonment sites and mobile demobilization teams should be sufficiently far from conflict zones to ensure security for children and prevent re-recruitment. Activities aimed at children should be carried out by trained child protection staff.



*The presence of girls in armed forces and groups should always be presumed, even if they are not visible. No distinction should be made between combatants and non-combatants when eligibility criteria are determined, as these roles are blurred in armed forces and groups, where children, and girls in particular, perform numerous combat support and non-combat roles that are essential to the functioning of the armed force or group.*



**For more information on girls, and girl mothers and their children, go to IDDRS 5.30 on Children and DDR, section 6.**

### ■ *Interim care centres*

These should be run along the same lines as cantonment sites, with the same rules of staffing, care and security. However, emphasis should be on reunifying children with their families and communities as soon as possible. Similarly to cantonment, ICCs also have advantages and disadvantages.



**See the table in section 8.2 of IDDRS 5.30 on Children and DDR for more information about the advantages and disadvantages of ICCs.**



**Do you know how an ICC should be managed? Annex D in IDDRS 5.30 on Children and DDR explains how this is done.**

Box 5.30.5 shows what should be done in ICCs:

#### **Box 5.30.5: Key considerations for ICCs**

- Information on children's identity, their family, the history of their recruitment and their special needs should be collected as early as possible and safely stored.
- Children should be grouped according to age, except for girl mothers, who should receive appropriate and adequate assistance.
- Health check-ups and specialized health services should be provided, e.g. reproductive health and antenatal services, diagnosis of sexually transmitted infections (STIs), and voluntary and confidential HIV counselling and testing, while nutritional deficiencies and war-related injuries should receive treatment.
- Children should receive counselling, including help to overcome trauma, develop self-esteem and gain life skills, learn about reintegration and livelihood opportunities, and receive peace education and non-violent conflict resolution training to help them regain a sense of the social norms and routines of civilian life.
- Age- and gender-appropriate sports, and cultural and recreational activities should be provided to keep children occupied and help them build trust, but there should be no formal education or training activities, apart from assessments of literacy.
- Family tracing and verification should be started. Family reunification will follow after mediation and an assessment of the situation. Monitoring should take place to facilitate the integration of children into their families and communities.



**OG 5.10 on Women, Gender and DDR, 5.20 on Youth and DDR, 5.60 on HIV/AIDS and DDR and 5.70 on Health and DDR**




 *Children who have already found their way back to their families and communities should under no circumstances be removed to enter cantonment sites and a formal demobilization process. Flexible systems should be put in place to link them to other reintegration procedures and activities, so that children who demobilize spontaneously can also benefit from the care and protection services they need. These children should be reached through alternative community-wide reintegration programmes that are designed both to reduce disruption in the lives of children formerly associated with armed forces and groups and to benefit other war-affected children.*

Table 5.30.1 provides further guidance on the demobilization of children:

Table 5.30.1: Child-specific demobilization elements	
Cash payments and benefits packages	<ul style="list-style-type: none"> <li>Monetary payments to children during the demobilization phase should be avoided. Children, families and communities should be clearly informed about the benefits provided by programmes during the reintegration phase, and they should understand who these benefits are for, and why they are being provided. All benefits and services should support the development of the child within the community.</li> </ul>
Documentation	<ul style="list-style-type: none"> <li>Official identification documents certifying children's demobilization may be made available to them when this protects them from re-recruitment and assures them access to reintegration programmes.</li> <li>Civilian documents giving the identity of the child with no mention of his/her participation in an armed force or group should be made available as soon as possible.</li> </ul>
Transport	<ul style="list-style-type: none"> <li>Sufficient, appropriate and secure means of transportation should be planned in order to transport children in the shortest time possible, and they should be attended by civilian protection staff. Children should be informed in advance of all movements arranged for them.</li> </ul>

 For more detailed information on child demobilization, see section 8 of IDDRS 5.30 on Children and DDR.

 See the box in section 8.9 in IDDRS 5.30 on Children and DDR for more detailed guidance on how to determine the age of a child.

### 3.4. Reintegration

The aim of child reintegration is to offer children a specifically designed and participatory support programme that gives them a viable long-term alternative to military life. For this reason, child reintegration should extend over a period of five years or more, and requires appropriate funding early on to build capacity in the communities of return.

Although a certain level of standardized assistance is necessary to ensure fairness and expediency, child reintegration should accommodate as far as possible:

- differences in age, sex and individual resilience;
- the capacity of the child to make informed decisions; and
- an individual's length of stay and experiences within the armed force or group.

Wherever possible, children should be provided with an opportunity to access formal education. Where this is not possible, appropriate income-generating opportunities will have to be developed, while non-formal and informal learning opportunities may also be offered. In all cases, the long-term success of child reintegration programmes depends on the capacities of local actors and communities.



*DDR practitioners should be aware that children under 18 are not eligible for incorporation into security services as a part of security sector reform (SSR) that may take place together with DDR.*

**Table 5.30.2: Guidance for child-specific reintegration**

<p><b>Psychosocial support and special care</b></p>	<ul style="list-style-type: none"> <li>■ Psychosocial support based on a community approach should be offered instead of individual therapy. This should be designed to help children overcome distress, adopt new patterns of behaviour and improve their self-esteem.</li> <li>■ Injured and disabled children and the chronically ill need specifically designed care adapted to their environment, which should include assistance for community-based rehabilitation and long-term care projects.</li> </ul>
<p><b>Inclusive support for all war-affected children</b></p>	<ul style="list-style-type: none"> <li>■ The needs of children formerly associated with armed forces and groups should be dealt with in line with the needs of other war-affected children, in particular through the restoration of basic social services such as schooling, health care or vocational training.</li> </ul>
<p><b>The role of communities</b></p>	<ul style="list-style-type: none"> <li>■ Communities should be prepared for returning children through awareness-raising and education.</li> <li>■ Cultural, religious and traditional rituals can play an important role in the protection of girls and boys and their reintegration into their communities.</li> <li>■ Particular attention should be paid to rumours that might circulate among communities about returning boys and girls (e.g. reports of real or presumed rates of prevalence of HIV among children). These should be effectively countered to create a nurturing environment for the return of children, especially those who are indeed terminally ill.</li> </ul>
<p><b>Education, training and livelihoods</b></p>	<ul style="list-style-type: none"> <li>■ Short-term accelerated learning classes and other remedial schooling programmes for children who have been out of school for long periods can provide catch-up education.</li> </ul>

	<ul style="list-style-type: none"> <li>■ Vocational training activities (skills training and apprenticeship) should be designed in line with labour market demand. A wide range of professional training options should be available to children to help them adapt successfully, but income-generating activities for children should be consistent with legal norms on child labour (minimum age, working conditions, etc.).</li> <li>■ Boys and girls, particularly those of legal working age, should benefit from an adapted version of socio-economic support options for demobilized adult ex-combatants.</li> </ul>
Follow-up and monitoring	<ul style="list-style-type: none"> <li>■ Regular follow-up or monitoring activities by professional social workers should be carried out to monitor the living conditions of the demobilized children, the quality of their relationship with family members and the level of their reintegration into the community, and will allow mediation of disputes when necessary.</li> </ul>

 For more detailed information on child-specific reintegration, see section 9 of IDDRS 5.30 on Children and DDR.

## 4. Preventing the recruitment and re-recruitment of children

Prevention of the recruitment of children should take place continuously throughout a conflict. Prevention of the re-recruitment of children should take place while the child-specific and adult DDR programme is ongoing, and should continue after it ends.

### Box 5.30.6: Key considerations for the prevention of child recruitment and re-recruitment

- How does child recruitment occur? Are there monitoring mechanisms in place?
- What measures are necessary to create a protective environment for children?
- How can awareness of the problem among combatants and commanders be raised?
- How can communities and families be supported to understand the problem and protect their children from becoming associated with armed forces and groups?
- What child protection services and legal and police support services are necessary?

 For more detailed information on preventing the recruitment and re-recruitment of children, see section 7 of IDDRS 5.30 on Children and DDR.

## 5. Summary of key guidance on children and DDR

- ✓ There is a growing international consensus about the illegality of recruiting children into armed forces and groups. Therefore, the demobilization and

release of children do not depend on political negotiation, but should be carried out immediately and unconditionally by state and non-state authorities with the support of specialized child agencies.

- ✓ Where there are formal DDR processes, special provisions should be made for children. The absence of a formal DDR process should not prevent activities in pursuit of the release of children from armed forces and groups. These actions may require/include separate negotiations with such armed forces and groups; with such negotiations being unrelated to the broader agenda driven by security reform or other formal negotiations processes.
- ✓ Child-specific DDR programmes are very different from adult DDR programmes, and have a different scope and time-frame. Children should be separated from adult combatants, and should receive assistance specifically designed for their needs. The funding for child-specific programmes needs to be secured independently from that of adult DDR programmes.
- ✓ Planning for child-specific DDR should keep children's best interests in mind at all times.
- ✓ Children associated with armed forces and groups, other war-affected children and the community as a whole should participate in the development of reintegration support so that inequalities and unfair treatment are avoided.
- ✓ Funding should be made available to child protection actors as early as possible, including in the absence of a formal peace process and formal disarmament, demobilization and reintegration planning. Funding shall remain available even in the case of the failure of formal peace and DDR processes, and for the time required to ensure full reintegration.

# OG 5.40: Cross-border Population Movements

## Objectives

This module will:

- ✓ explain that an international legal framework exists for dealing with cross-border movements and incorporating foreign combatants into DDR programmes;
- ✓ describe the four primary cross-border groups of concern to DDR programmes (foreign combatants, foreign children associated with armed forces and groups, dependants/civilian family members of foreign combatants, and foreign abductees);
- ✓ summarize key actions that DDR programmes should carry out on both sides of the border, including in relation to repatriation; and
- ✓ provide guidance on how to deal with foreign combatants who choose not to return to their country of origin.

## 1. Introduction

Armed conflicts result in forced population displacement not only within, but also across borders. These population movements are often complex, involving not only refugees, but also combatants and those associated with armed forces and groups, dependants/civilian family members of combatants and cross-border abductees.

While refugees by definition cross borders to seek protection, combatants who cross borders may have a range of motives, such as to launch cross-border attacks, to escape from the heat of battle before regrouping to fight, to desert permanently and seek refuge, to bring their dependants/civilian family members to safety, or to search for food. The sheer size of population movements can be overwhelming, and it is often difficult for host countries to organize or control arrivals.

Moreover, dealing with mass influxes and mixed population movements of combatants and civilians is full of complexities. Combatants' status may not be immediately obvious, as many arrive without weapons and in civilian clothes. At the same time, however, especially in weapons-saturated societies, not everyone who arrives with a weapon is a combatant or can be presumed to be a combatant. Refugee influxes commonly include young males and females fleeing forced recruitment.

## 2. The international legal framework for dealing with cross-border population movements

DDR practitioners should be aware that an international legal framework exists to govern cross-border movements (see Box 5.40.1). Specifically, such a framework provides grounds for:

- the identification of foreign combatants and their separation from civilians who have also crossed an international border; and
- the disarmament and internment of foreign combatants, until they can either be repatriated or an alternate solution can be found. Internment involves confining foreign combatants who have been separated from national armed forces and groups and civilians in a safe location away from combat zones, preventing them from engaging in military activities and providing basic relief and humane treatment.



**For more detailed information on the international legal framework governing movements of cross-border populations, see section 6 of IDDRS 5.40 on Cross-border Population Movements.**

### **Box 5.40.1: International legal framework dealing with cross-border population movements**

International law provides a framework for dealing with cross-border movements of combatants and associated civilians in both countries of origin and host countries, regardless of whether or not there are DDR programmes in place on either side of the border.

In particular, neutral states have an obligation to identify, separate and intern foreign combatants who cross into their territory, in order to prevent the use of their territory as a base from which combatants engage in hostilities against another state.

*No single international agency has a mandate for issues related to cross-border movements of combatants. Therefore, DDR-related processes should be carried out using an inter-agency framework.*

DDR programmes should therefore deal with the issue of foreign combatants for legal and security reasons. Decisions on whether foreign combatants will be demobilized in the host country or in their country of origin should be taken on a country-by-country basis. As far as possible, DDR programmes within a region should be harmonized, in particular as they relate to assistance provided to participants and beneficiaries, to avoid illicit cross-border movements and trafficking of weapons.

## 3. Cross-border groups relevant to DDR programmes

Four cross-border groups are relevant to DDR programmes. Box 5.40.2 explains who these groups are and how they should be treated:

**Box 5.40.2: Cross-border population groups**

- **Foreign combatants** are members of armed forces or groups who are not nationals of the country in which they find themselves. Since achieving lasting peace and stability in a region depends on the ability of DDR programmes to attract the maximum possible number of combatants, careful distinctions are necessary between foreign combatants and mercenaries (see below on mercenaries).
- **Foreign children associated with armed forces and groups** should be treated separately from adult foreign combatants, and should benefit from special protection and assistance during the DDR process, with a particular emphasis on rehabilitation and reintegration. Their social reintegration, recovery and reconciliation with their communities may be better achieved if they are granted protection such as refugee status, following an appropriate process to check their refugee eligibility, while they are in host countries.
- **Dependants/civilian family members of foreign combatants** should be treated as refugees or asylum seekers if they have entered the host country seeking asylum, unless individual circumstances indicate the contrary.
- **Cross-border abductees** are persons who have been abducted across borders for the purposes of forced labour, sexual exploitation, military recruitment, etc. They should be assisted to voluntarily repatriate or find another lasting solution in close consultation/collaboration with the diplomatic representation of their respective countries of nationality.



See section 7.3.4 of IDDRS 5.40 on Cross-border Population Movements for more detailed guidance on how to identify foreign combatants.

### 3.1. The special case of mercenaries

International law makes provision for, and prohibits the recruitment, use, financing or training of mercenaries. The definition of a mercenary includes foreign fighters who are specially recruited to fight in an armed conflict motivated by the desire for private gain, and are promised compensation much higher than that paid to combatants of a similar rank and function in regular armed forces.



*Mercenaries do not enjoy the status of combatants, and are not entitled to prisoner-of-war status. The crime of being a mercenary or promoting the activities of mercenaries is committed, respectively, by any person who sells his or her labour as an armed fighter, or by a state that assists or recruits mercenaries, or allows mercenary activities to be carried out in territory under its jurisdiction.*

Even when a foreign combatant may fall within the definition of a mercenary, this does not limit the country's authority to include such a person in a DDR programme, notwithstanding any legal action it takes against mercenaries and those who recruit or otherwise assist them. In practice, in many conflicts it is likely that DDR practitioners would have great difficulty in distinguishing between mercenaries and other types of foreign combatants.

For security reasons, it is therefore recommended that mercenaries should not be automatically excluded from DDR programmes, in order to break the cycle of

recruitment and weapons circulation, and that these individuals should be provided with sustainable alternative livelihood options.

**Box 5.40.3: Key questions regarding locating and identifying mercenaries, and deciding whether to include them in DDR programmes or take other action**

- Who is employing and commanding mercenaries, and how do they fit into the conflict?
- What threat do mercenaries pose to the peace process, and are they dealt with in the peace accord?
- If there is resistance to dealing with mercenaries in peace processes, what are the underlying political reasons for this, and how can the situation be resolved?
- How can mercenaries be identified and distinguished from other foreign combatants?
- Do individual mercenaries have the capacity to act unilaterally? Do they have a chain of command?
- If so, is their leadership seen as a legitimate participant in the peace process by the parties to the peace process and the UN?
- Can their leadership be approached for discussions on DDR? Do they have an interest in DDR?
- If mercenaries' motive is primarily personal gain, is assistance provided within DDR programmes likely to be enough to lead to a genuine renouncement of armed activities?
- If DDR is not appropriate, what measures can be put in place to neutralize mercenaries? Who should implement these measures – their employers and/or the national authorities and/or the UN?

## 4. Key actions for DDR programmes when dealing with cross-border groups

DDR programmes in the host country and/or in the country of origin should take various actions to deal with cross-border groups and their repatriation, both in the host country, and upon their return to their country of origin.



**Are you familiar with the international agencies that usually assist governments to deal with cross-border groups relevant to DDR? Annex B of IDDRS 5.40 on Cross-border Population Movements provides an overview of the operational activities of these agencies in host countries and countries of origin.**

### 4.1. In host countries

Table 5.40.1 shows key actions that DDR programmes should carry out in relation to each cross-border group:



**Table 5.40.1: Actions in relation to cross-border groups in host countries**

Cross-border group	Key actions in host countries
Foreign combatants	<ul style="list-style-type: none"> <li>■ Advocacy to assist host governments and national DDR institutions to understand and implement obligations under international law</li> <li>■ Coordination among host country, countries of origin, local communities, refugee communities, donors, and international and regional organizations</li> <li>■ Identification of foreign combatants and their separation from civilians</li> <li>■ Disarmament and safe storage or destruction of weapons and ammunition</li> <li>■ Internment in accordance with international standards</li> <li>■ Demobilization in the host country or in the country of origin in accordance with agreements</li> <li>■ Repatriation and reintegration in the country of origin, and other lasting solutions</li> <li>■ Meeting the special needs of female foreign combatants</li> </ul>
Foreign children associated with armed forces and groups	<ul style="list-style-type: none"> <li>■ Individual assessment of foreign children's needs (nature of association with armed forces and groups, circumstances of arrival in host country, present care arrangements, level of integration into the community or camp in which they are living)</li> <li>■ Agreement with the host government on the status and treatment of foreign children associated with armed forces and groups</li> <li>■ Identification of foreign children among foreign combatants</li> <li>■ Separation of foreign children associated with armed forces and groups</li> <li>■ Disarmament, unconditional demobilization or release, repatriation and reintegration</li> <li>■ Prevention of military recruitment</li> <li>■ Family tracing and reunification</li> </ul>
Dependants/civilian family members of foreign combatants	<ul style="list-style-type: none"> <li>■ Provision of safe asylum and accommodation in camps or settlements, with due regard to protection concerns</li> <li>■ Maintenance of family links with foreign combatants</li> <li>■ Preservation of the civilian and humanitarian character of refugee camps and settlements</li> </ul>

Cross-border abductees	<ul style="list-style-type: none"> <li>■ Identification, release, repatriation, reintegration in the host country or country of origin, and other durable solutions</li> <li>■ Local integration and empowerment for those who do not wish to return to their country of origin</li> <li>■ Re-establishment of family links as a means of facilitating future family reunification</li> <li>■ Special protection for women and girl abductees, including forced 'wives' of combatants and those with children conceived during their captivity</li> </ul>
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See sections 7, 8, 9 and 10 of IDDRS 5.40 on Cross-border Population Movements for more detailed guidance on how to deal with each foreign group mentioned in Table 5.40.1.

## 4.2. Planning for the voluntary repatriation of cross-border groups

Planning for the voluntary repatriation of cross-border groups is essential. It should be done as early as possible, and involve representatives of the host government and countries of origin; the UN DDR unit/team in host countries and countries of origin; relevant UN agencies, programmes and funds; implementing partners; and other key stakeholders, including representatives of cross-border groups.

Considering the regional dimensions of conflicts, DDR programmes should understand that they may need to become involved in repatriating national combatants and their civilian family members, and children associated with armed forces and groups who may have crossed an international border.

**Table 5.40.2: Guidance on planning the voluntary repatriation of cross-border groups**

<b>Repatriation agreements</b>	<p>Repatriation agreements should be concluded between countries of origin and host countries. These agreements should include:</p> <ul style="list-style-type: none"> <li>■ guarantees for repatriation in safety and dignity, although countries have the right to try individuals for criminal offenses not covered by amnesties; and</li> <li>■ a basis for resolving nationality issues (determination of nationality, and if the foreign combatant will participate in the DDR programme of the host country or their country of origin).</li> </ul>
<b>Information and sensitization campaigns</b>	<ul style="list-style-type: none"> <li>■ Cross-border groups should be informed and sensitized about their status, participation in the DDR programme of the host country or country of origin, voluntary repatriation and reintegration opportunities.</li> <li>■ The DDR programme of the host country and/or other UN actors should facilitate voluntary contacts between government officials and</li> </ul>

	<p>cross-border groups of foreign combatants. Cross-border groups who do not wish to meet with government officials of their country of origin should not be forced to do so.</p> <ul style="list-style-type: none"> <li>■ Communities in the country of origin should be informed, sensitized and prepared to receive cross-border groups who will be repatriating.</li> </ul>
<b>Voluntary repatriation</b>	<ul style="list-style-type: none"> <li>■ Repatriation should be voluntary. However, where an application for refugee status has been rejected under fair procedures and the individual has been assessed as not being in need of international protection, he/she may be returned to his/her country of origin against his/her will.</li> </ul>
<b>Preserving family unity during repatriation</b>	<ul style="list-style-type: none"> <li>■ Every effort should be made to ensure that family unity is preserved in repatriation movements. Where combatants have dependants/civilian family members in refugee camps, repatriation should be carried out in accordance with the wishes of the family members and with full respect for their right to return in safety and dignity.</li> <li>■ In cases where it is not possible to repatriate combatants and dependants/civilian family members as family units, mechanisms to reunite the family upon return should be established.</li> <li>■ Spouses and children who are not citizens of the country to which they are travelling should be allowed by the concerned government to enter and reside in that country with an appropriate legal status. This applies equally to spouses and children of 'traditional marriages' and legally recognized marriages.</li> </ul>
<b>Repatriation movements</b>	<ul style="list-style-type: none"> <li>■ UN missions are often responsible for repatriation movements of foreign combatants, while the United Nations High Commissioner for Refugees (UNHCR) will provide transportation of family members. Depending on the local circumstances, the two repatriation operations may be combined under the overall management of one agency.</li> <li>■ The concerned governments should agree on travel documents, e.g. identification cards for those who have been admitted to a disarmament programme in the host country, or International Committee of the Red Cross (ICRC) travel documents or host country documentation for those who have been interned.</li> <li>■ Concerned governments should consider waiving their respective immigration, customs and health formalities for those being repatriated.</li> </ul>



See section 11 of IDDRS 5.40 on Cross-border Population Movements for more detailed guidance on planning voluntary repatriation.



Do you know what a repatriation agreement looks like? A sample is provided in Annex D of IDDRS 5.40 on Cross-border Population Movements.

### 4.3. Upon return to the country of origin

Table 5.40.3 provides guidance on the return of cross-border groups to the country of origin.

<b>Assurances upon return</b>	<p>Governments should ensure that cross-border groups are able to return in conditions of safety and dignity. This means they will ensure:</p> <ul style="list-style-type: none"><li>■ legal security (e.g. appropriate amnesties or public assurances of personal safety, integrity, non-discrimination and freedom from fear of persecution);</li><li>■ physical security (e.g. protection from armed attacks, routes that are free of unexploded ordnance and landmines); and</li><li>■ material security (e.g. access to land or the means of a livelihood).</li></ul>
<b>Incorporation in DDR programmes</b>	<ul style="list-style-type: none"><li>■ In accordance with agreements reached between the host country and the country of origin, those foreign combatants who have not been demobilized in the host country should be allowed to participate in DDR programmes in their country of origin.</li><li>■ Entitlements should be synchronized with DDR assistance received in the host country.</li></ul>
<b>Reintegration</b>	<ul style="list-style-type: none"><li>■ Efforts should be made to ensure dialogue, complementarity and cohesion among different types of reintegration programmes available for ex-foreign combatants and other returnees, such as refugees and internally displaced persons (IDPs).</li></ul>
<b>Monitoring</b>	<p>The following issues should be monitored upon return:</p> <ul style="list-style-type: none"><li>■ non-discrimination against former members of cross-border groups;</li><li>■ the upholding of amnesties and guarantees;</li><li>■ the respecting of human rights;</li><li>■ access to land and property recovery;</li><li>■ protection from landmines and unexploded ordnance; and</li><li>■ protection from stigmatization for survivors of sexual abuse.</li></ul>

 See section 12 of IDDRS 5.40 on Cross-border Population Movements for more detailed guidance on issues to deal with upon the return of people to their country of origin.

## 5. Cross-border groups who choose not to repatriate

An active foreign combatant cannot be considered as a refugee. However, if the foreign combatant has genuinely given up military activities and has become a civilian, he/she may apply for refugee status. All other foreign dependants/civilian family members of a combatant, as well as foreign abductees, may apply for refugee status.

### 5.1. Determining refugee status

If individuals belonging to a cross-border group relevant for DDR decide not to repatriate and choose to apply for refugee status, it will be necessary to establish if:

- they have genuinely and permanently given up arms and become civilians, if they were identified as foreign combatants;
- they meet the definition of a refugee under the 1951 UN Refugee Convention or regional instruments; and
- they are not excluded from being protected as refugees, in accordance with the exclusion clauses of refugee conventions (i.e. because of having committed war crimes, crimes against humanity, etc.).

### 5.2. Lasting solutions for those who decide not to repatriate

There are various options for different groups:

- *Foreign ex-combatants and other individuals belonging to cross-border groups relevant for DDR who are recognized as refugees:* the United Nations High Commissioner for Refugees (UNHCR) will support governments to integrate these individuals into the host/asylum country or in exceptional circumstances try to resettle them in a third country;
- *Foreign ex-combatants and other individuals belonging to cross-border groups relevant for DDR who are not granted refugee status:* These individuals are not entitled to international protection from UNHCR. They may be brought to justice for war crimes and crimes against humanity. They may be returned to their country of origin against their will, unless they would be subject to torture or other inhumane forms of treatment;
- *Foreign ex-combatants who do not meet the criteria for refugee status and are not in need of international protection:* These individuals may be returned against their will to their country of origin by the host country.



**See section 13 of IDDRS 5.40 on Cross-border Population Movements for further guidance on dealing with cross-border groups who choose not to repatriate.**

## 6. Summary of key guidance on cross-border population movements

- ✓ DDR programmes should take into account the regional dimensions of a conflict. They should advise host country authorities on the need to identify, separate, intern and repatriate foreign combatants; and/or carry out the identification, separation, internment and repatriation of foreign combatants upon request of the host country authorities.
- ✓ Foreign combatants should be demobilized in the host country or their country of origin, as defined in agreements. They should also receive protection upon return, and be assisted to find lasting solutions if they choose not to repatriate.
- ✓ DDR programmes should take into account other cross-border groups, such as foreign children associated with armed forces and groups, dependants/civilian family members of foreign combatants and cross-border abductees, as well as take necessary action to ensure their international protection in host countries, during repatriation and upon return to their countries of origin.
- ✓ Close coordination and links between/among all DDR programmes in a region are essential. There should be regular coordination meetings on DDR issues – including, in particular, regional aspects – among UN missions, national commissions on DDR, or competent government agencies and other relevant agencies.

# OG 5.50: Food Aid Programmes in DDR

## Objectives

This module will:

- ✓ explain how food aid can be used in support of DDR programmes;
- ✓ provide operational guidance for planning and implementing food aid programmes in support of DDR; and
- ✓ highlight the need to provide for the nutritional needs of special groups.

## 1. Introduction

Food agencies are normally already involved in large-scale life-saving and livelihood protection programmes in support of vulnerable and war-affected civilian communities and displaced populations. These agencies are often asked to support DDR programmes by providing specifically designed food assistance to the disarmed or ex-combatants and their dependants.

In countries and regions emerging from conflict, food is generally scarce among the war-affected population. This includes members of armed forces and groups to be demobilized and their dependants, who often lack the most basic items as a result of the collapse of military logistics chains and networks and the dismantling of wartime mechanisms for acquiring food.

To minimize the risk of having hungry members of armed forces and groups raiding civilian communities for sustenance, food aid may be provided during demobilization and reintegration. The ultimate goal of food assistance during DDR, however, is to help bring about recovery, rehabilitation and progress towards ongoing self-reliance and food security. Ultimately, hunger and food insecurity are obstacles to human development, as well as to the realization of peace, security and human rights.



*Humanitarian agencies shall not provide food aid to armed members of armed forces and groups at any stage of a DDR programme. All reasonable precautions and measures shall be taken to ensure that food aid donated to humanitarian agencies is not taken or used by combatants or armed forces and groups. When food needs to be provided to armed members of armed forces and groups during the pre-disarmament and disarmament phases of the programme, national governments, bilateral donors and other actors, and not humanitarian agencies, should be responsible for all aspects of the feeding, from the acquisition of food to its distribution.*

## 2. Food aid in support of DDR

Food aid will be most often used in support of the demobilization and reintegration phases of DDR programmes, as it should be distributed to disarmed combatants and other DDR programme participants and beneficiaries admitted to the DDR programme in accordance with the eligibility criteria of the DDR programme.

Food aid aims to achieve different objectives in each phase, and is carried out through different activities, as Table 5.50.1 shows:

Phase	Objectives
Demobilization: cantonment and/or mobile demobilization	<ul style="list-style-type: none"> <li>■ To provide food assistance to disarmed combatants and those associated with armed forces and groups (and in some cases their dependants) in order to meet immediate needs</li> </ul>
Demobilization: reinsertion	<ul style="list-style-type: none"> <li>■ To provide food specifically for reinsertion assistance as part of a transitional safety-net benefit package, with the aim of improving the intended recipient group's capacity to meet immediate household food security objectives until the dynamics of economic reintegration allow for a phasing out of the food assistance component</li> </ul>
Reintegration, rehabilitation	<ul style="list-style-type: none"> <li>■ To provide rehabilitation and recovery assistance through projects providing for the food security needs of a wider group of beneficiaries, including those of receiving communities, among returning internally displaced persons (IDPs) and refugees, and ex-combatants through community-based, participatory rehabilitation efforts</li> <li>■ To provide focused assistance to special categories (war-disabled and chronically ill, women and children formerly associated with armed forces and groups, HIV/AIDS-affected people) in order to improve and support their reintegration efforts and strategies</li> </ul>

Participants with special needs should receive assistance appropriate to their nutritional and social situation. Categories of participants with special food aid needs include: (1) children associated with armed forces and groups; (2) pregnant and/or lactating women; (3) disabled and chronically ill combatants; and (4) people living with HIV/AIDS.

Dependants may also be considered eligible for food assistance if they fulfil the vulnerability criteria and/or if the main household income was that of the combatant. Eligibility for food aid and vulnerability criteria should be agreed upon and coordinated among key national and agency stakeholders in the DDR programme, with humanitarian agencies playing a key role.



## 3. Planning food aid in DDR

Planning food aid should be an integral part of the integrated DDR planning process. As such, the design of food aid should be based on initial and detailed assessments.

### 3.1. Assessment

Food aid programmes should be context specific and respectful of local and regional approaches to assistance. In addition, they should be based on an understanding of the food security situation, and the vulnerabilities and coping mechanisms of households and communities.

It is therefore essential to understand the social, political and economic context in which food aid will take place, and carry out food security and needs assessments at the earliest possible stages of planning. This should be done in coordination with other detailed assessments carried out by the DDR programme to avoid overlapping and duplication during data collection.



#### Section 2 of OG 3.20 on DDR Programme Design

Initial qualitative data may be collected through surveys and rapid assessments at the initiative of the UN humanitarian coordinating body and partner UN agencies in coordination with the DDR unit/team. Box 5.50.1 lists data that should be collected to plan food aid in support of DDR programmes:

#### Box 5.50.1: Data for planning food aid

Data on food habits and preliminary information on nutritional requirements should be collected by food agencies through surveys and rapid assessments before, or immediately following, the start of the DDR process. Data should include:

- numbers of participants and beneficiaries, including dependants such as partners, children and relatives (disaggregated by sex and age and with specific descriptors about vulnerability);
- the nutrition situation (i.e. baseline nutritional data), especially of nutritionally vulnerable individuals (mainly children under 5 years and their mothers) to determine the need for selective feeding programmes, design rations for all types of food distribution and monitor the situation over time; and
- logistics corridors, accessible roads and other relevant infrastructure information, including mine risk areas and demining activities, and other security-related information regarding food aid distribution.

The design of any longer-term food aid in support of reintegration shall be based on a more comprehensive approach to assessing needs. This includes greater attention to the role of markets; to links among food security, nutrition and other sectors; and to building on data collected for food aid during cantonment or mobile demobilization and as part of reinsertion assistance.



**Do you know how to design and carry out food assessments? See the *Emergency Food Security Assessment Handbook* (<http://www.wfp.org>).**

### 3.2. Design

The provision of food aid should be formalized in the food aid plan as an integral part of the DDR programme. The food aid plan should deal with the following issues:

- the estimated quantities of food aid for cantonment and/or mobile demobilization, reinsertion assistance and reintegration;
- plans and resources in place for special feeding programmes (e.g. school/ interim care centre [ICC] feeding, HIV/AIDS therapeutic feeding);
- the establishment of viable distribution mechanisms;
- the development of a logistics plan;
- the identification of human, material and financial resources covered through donor funds and contributions and the UN peacekeeping assessed budget;
- preparedness for special project activities (e.g. food for work [FFW], food for training [FFT], etc.);
- the establishment of monitoring and reporting systems;
- the development of contingency plans; and
- the establishment of security measures.

## 4. Implementing food aid in DDR


Table 5.50.2 shows potential food aid activities that may be carried out during cantonment and mobile demobilization, reinsertion and reintegration.

**Table 5.50.2: Potential food aid activities in support of demobilization, reinsertion and reintegration**

Phase	Activities
Demobilization: cantonment and/or mobile demobilization	<ul style="list-style-type: none"> <li>■ Food aid to disarmed participants and beneficiaries of DDR programmes</li> <li>■ Supplementary and therapeutic feeding projects for groups with special needs, such as children under 5 years and their mothers</li> <li>■ Feeding at ICCs and transit centres for children associated with armed forces and groups</li> </ul>

	<ul style="list-style-type: none"> <li>■ Support to educational, civic training and information projects</li> <li>■ Logistic support to implementing partners</li> </ul>
Demobilization: reinsertion	<ul style="list-style-type: none"> <li>■ Food aid for reinsertion assistance usually lasts from three months to one year, but should not exceed a one-year period. Such aid may be offered in a single distribution or over multiple distributions.</li> </ul>
Reintegration	<ul style="list-style-type: none"> <li>■ Expanded emergency rehabilitation and reintegration projects</li> <li>■ Income- and employment-generating projects in exchange for food – FFW</li> <li>■ Agriculture-based activities to support food security</li> <li>■ Infrastructure rehabilitation (FFW); feeder roads reconstruction (FFW)</li> <li>■ Household food security projects (urban/rural FFW initiatives)</li> <li>■ <i>Ad hoc</i> projects for groups with special needs</li> <li>■ Training and skills development projects (FFT, education, adult literacy)</li> </ul>

## 5. Selecting commodities for rations


 *Food aid benefits provided for reinsertion and reintegration of all DDR participants (ex-combatants and dependants) should be balanced against assistance provided to other returnees as part of the wider recovery programme, in order to avoid inequities among war-affected groups. For example, careful consideration should be given when offering a more desirable commodity (such as rice) to ex-combatants when the programmes serving the broader communities are providing a less desirable commodity such as bulgur.*

Therefore, the value and appropriateness of the rations offered are of vital importance. When selecting commodities for rations, a cereal that is familiar to those being supplied with food, pulses and oil provide the basis for most rations. Additional items are included to provide extra nutrients if people have no access to fresh foods.

### Box 5.50.2: Key questions and considerations for selecting commodities for food aid

- *What are the nutritional and dietary requirements?* The mix of commodities should provide the nutrients required to ensure that beneficiaries have adequate energy, protein, fat and micro-nutrients, taking account of what they can acquire from other sources. Particular consideration should be given to beneficiaries with special nutritional needs (HIV/AIDS-affected people, children, pregnant and/or lactating women, etc.).

- *What are the local food habits?* Foods should be familiar to beneficiaries, correspond to their traditional dietary habits and respect any religious taboos. Consider whether there are any suitable items available for local purchase, or whether they can be obtained in exchange for food aid commodities.
- *What types of food should be available for children and elderly people?* Families should be able to prepare easily digestible energy-dense foods for young children. Easily chewed and digestible foods are also needed for elderly people.
- *How should the food be transported and stored?* Foods should be reasonably easy to transport, capable of being stored (including at the household level) and simple to prepare using a minimum amount of fuel. Foods should be adapted to the availability of cooking facilities, water and cooking fuel.
- *What are the cost-effectiveness, attractiveness and local value of the commodities to be used?* Commodities should be considered in relation to: the nutrient value the food delivers; the local (resale) value (beneficiaries may trade limited quantities of some items to obtain other essential items, e.g. fruits and vegetables from the local market); and whether some items are more likely to be misappropriated than others.

 **Tables 2 and 3 in sections 8.3.3 and 8.3.5, respectively, of IDDRS 5.50 on Food Aid Programmes in DDR show the recommended daily nutritional requirements during cantonment or mobile demobilization, and the recommended take-home ration in support of a three-month reinsertion period.**

## 5.1. Food aid and special groups

Participants and beneficiaries with special needs should receive food aid appropriate to their nutritional needs. Table 5.50.3 outlines these types of food aid support:

**Table 5.50.3: Possible interventions in food aid support for special groups**

Pregnant or lactating women	Children associated with armed forces and groups	HIV/AIDS-affected ex-combatants and receiving communities	Disabled and chronically ill combatants
<ul style="list-style-type: none"> <li>■ Food distributions/ take-home rations</li> <li>■ Supplementary feeding</li> </ul>	<ul style="list-style-type: none"> <li>■ Food distributions/take-home rations</li> <li>■ Support to families through take-home rations</li> <li>■ Supplementary feeding in ICCs</li> <li>■ Food for education (FFE)/FFT</li> </ul>	<ul style="list-style-type: none"> <li>■ Food distributions/take-home rations</li> <li>■ Therapeutic feeding for HIV/AIDS-affected populations</li> <li>■ Food support to community-based education programmes</li> </ul>	<ul style="list-style-type: none"> <li>■ Food distributions/take-home rations</li> <li>■ Support to families through take-home rations</li> <li>■ FFE/FFT</li> </ul>

## 6. Monitoring and evaluation of food aid

To encourage accountability and improve the approaches taken in implementing food aid programmes in support of DDR, mechanisms for monitoring and evaluation (M&E) are essential elements of the food aid programme. Arrangements for monitoring the distribution of aid should be made in advance between the lead food agency and the implementing partners. Table 5.50.4 describes in detail how M&E activities should take place for food aid programmes:

**Table 5.50.4: Monitoring and evaluating food aid programmes in DDR**

<b>Food distribution monitoring (minimum requirement for information gathered)</b>	<ul style="list-style-type: none"><li>■ Receipt and delivery of commodities</li><li>■ Number of people (disaggregated by sex and age) receiving assistance</li><li>■ Food storage and handling and distribution of commodities</li><li>■ Food aid availability and unmet needs</li><li>■ Inequalities in distribution</li></ul>
<b>Two main activities for gathering food distribution data</b>	<ul style="list-style-type: none"><li>■ <i>Distribution monitoring:</i> This comprises several activities such as commodity monitoring, on-site monitoring and food basket monitoring, carried out on the day of distribution.</li><li>■ <i>Post-distribution monitoring:</i> This takes place some time after the distribution, but before the next one. It includes monitoring of the end use at the household and community levels, and market surveys.</li></ul>

 For more information on monitoring and evaluation, see OG 3.50 on Monitoring and Evaluation of DDR Programmes.

## 7. Summary of key guidance on food aid programmes in DDR

- ✓ Food aid can be provided in support of cantonment and mobile demobilization, and as part of reinsertion assistance. Food aid should be distributed to disarmed combatants and other participants and beneficiaries in DDR programmes.
- ✓ Food aid should be planned as an integral part of the integrated DDR planning process.
- ✓ Food aid within DDR should be geared towards reducing vulnerability and providing for the nutritional and social needs of special groups (e.g. children associated with armed forces and groups, war-disabled ex-combatants, pregnant and lactating women, and those beneficiaries affected by HIV/AIDS or other chronic illnesses).

- ✓ Food aid should be part of a coherent, broad strategy to improve the livelihoods, coping mechanisms and food management skills that already exist in communities, so that ex- combatants are well placed to become contributors to local food security in the long term.

# OG 5.60: HIV/AIDS and DDR

## Objectives

This module will:

- ✓ highlight the importance of including HIV/AIDS interventions in DDR programmes;
- ✓ provide guidance on planning and implementing HIV/AIDS interventions during DDR; and
- ✓ emphasize that HIV/AIDS initiatives in DDR programmes should be linked with national HIV/AIDS control programmes and strategies, and broader recovery frameworks.

## 1. Introduction

The impact of HIV/AIDS at every level of society undermines development. AIDS threatens to deplete the supply of skilled labour, reverses economic progress, overwhelms health systems and changes the demographic profile of nations.

A number of converging factors make conflict and post-conflict settings high-risk environments for the spread of HIV. The age range, mobility and risk-taking attitudes of members of armed forces and groups place them at high risk of contracting HIV. Female combatants, women associated with armed forces and groups, dependants and abductees are frequently at high risk, as sexual violence and abuse are often widespread in these settings.

Integrating HIV/AIDS initiatives into DDR programmes is necessary to meet the immediate health and social needs of participants and beneficiaries. DDR pro-

### **Box 5.60.1: UN mandate and responsibilities on HIV/AIDS**

*Security Council Resolution 1308 (2000)* stressed that, “the HIV/AIDS pandemic, if unchecked, may pose a risk to stability and security”.

*The 2001 Declaration of Commitment on HIV/AIDS*, endorsed by the UN General Assembly resolution A/RES/S-26/2, recognized that “populations destabilized by armed conflict, humanitarian emergencies and natural disasters, including refugees, internally displaced persons and in particular women and children, are at increased risk of exposure to HIV infection”.

In addition, the Declaration called on Member States “by 2003 to have in place national strategies to address the spread of HIV among national uniformed services, where this is required, including armed forces and civil defence forces”.

grammes offer a unique opportunity to reduce new infections and to avoid negative community responses to returning ex-combatants and their dependants because of their actual or perceived HIV status.

## 2. Planning factors affecting HIV/AIDS programmes in DDR

DDR programmes should include HIV/AIDS interventions and link them with national HIV/AIDS control programmes and strategies. During the planning process, a risk-mapping exercise and assessment of local capacities at the national and community levels need to be carried out as part of the overall situation analysis in order to profile the country's epidemic. This should include:

- qualitative and quantitative data, including attitudes of the community towards those being demobilized, and presumed or real HIV infection rates among different groups;
- the identification of risk factors, such as levels of rape, gender-based violence and 'survival sex', and cultural attitudes to condom use; and
- an inventory of both actors on the ground and existing facilities and programmes, in particular HIV voluntary counselling and testing (VCT) facilities and treatment providers.

National HIV/AIDS control programmes, where they exist, should be the first point of reference for, and key actors in, designing and running DDR HIV/AIDS programmes. The UN theme group is the main mechanism to coordinate HIV/AIDS initiatives among UN agencies. HIV advisers deployed with peacekeeping missions can help with the initial training of peer educators, provide guidance on setting up VCT facilities, and assist with the design of information, education and communication materials. They should be involved in the planning of DDR from the start.

### **Box 5.60.2: Implementing partners in HIV/AIDS initiatives**

Key HIV/AIDS implementing partners may already be working in the country, but not necessarily in all the areas where demobilization and reinsertion/reintegration will take place. To start programmes, DDR officers should consider providing seed money to kick-start projects, for example, covering the initial costs of establishing a basic VCT centre, and training counsellors in a particular area, on the understanding that the implementing partner would be responsible for the costs of running the facility for an agreed period of time.

### **2.1. Basic requirements**

The basic requirements for HIV/AIDS initiatives in DDR are:



- the identification and training of HIV/AIDS focal points in DDR regional offices;
- the development of awareness material and training;
- the provision of confidential VCT, with the routine offer of an HIV test in countries with an HIV prevalence of 5 percent or higher;
- screening and treatment for sexually transmitted infections (STIs);
- the provision of condoms and HIV post-exposure prevention (PEP) kits;
- treatment for opportunistic infections and referrals to the national health care system or appropriate non-governmental organizations (NGOs); and
- HIV/AIDS public information and awareness campaigns in receiving communities as part of general preparations for reintegration.

**Box 5.60.3: The way in which armed forces and groups are deployed affects HIV/AIDS programmes**

It may be possible to start awareness training after the peace agreement is signed but before demobilization begins if combatants are in barracks or camps. In such cases, DDR planners should design joint projects with other actors working on HIV/AIDS issues in the country.

## 2.2. Organizational structure

The organizational structure of DDR programmes should take into account the need to oversee HIV/AIDS initiatives in DDR. Options include a central dedicated (but mobile) unit to coordinate HIV/AIDS issues; the establishment of focal points in each region; and the secondment of experts from partner agencies, NGOs or the national HIV/AIDS control programme. All DDR practitioners working at regional and/or local offices should be trained in HIV/AIDS awareness.

Specific expertise is needed in HIV/AIDS training, counselling and communication strategies, in addition to medical personnel to implement programmes. Teams should include both men and women, because the HIV/AIDS epidemic has specific gender dimensions, and it is important that prevention and care are carried out in close coordination with gender officers.



### OG and IDDRS 5.10 on Women, Gender and DDR



*When the time allotted for a specific DDR phase is very limited or has been reduced, the planned HIV/AIDS programme should not be dropped, but should be included in the next DDR phase. DDR planners must work with national HIV/AIDS control programmes and strategies, and must be transparent about the limitations of any DDR-specific HIV/AIDS initiatives. Programmes should seek to strengthen – not duplicate – existing capacity.*



**Do you need more detailed guidance on how to plan HIV/AIDS interventions in emergency settings? See Annex B of IDDRS 5.60 on HIV/AIDS and DDR.**

### 3. HIV/AIDS initiatives during demobilization

Demobilization is often a very short process, in some cases involving only reception and documentation. During cantonments of five days or more, awareness sessions, voluntary counselling and testing should be provided during demobilization. While cantonment offers an ideal environment to train and raise the awareness of a ‘captive audience’, there is a general trend to shorten the cantonment period and instead carry out community-based demobilization. Usually, most HIV/AIDS initiatives will take place during the reinsertion phase and the longer process of reintegration.



*Men and women, and boys and girls should be included in all HIV/AIDS initiatives. Standard definitions of the ‘sexually active age’ often do not apply in conflict settings. Child soldiers, for example, may take on adult behaviours, which can extend to their sexual behaviour, and children of both sexes can also be subject to sexual abuse. Programmes should be designed and implemented in close coordination with child protection officers.*



#### OG 5.30 on Children and DDR

Table 5.60.1 shows HIV/AIDS initiatives that should be undertaken during demobilization:

**Table 5.60.1: HIV/AIDS initiatives during demobilization**

<p><b>Planning of cantonment sites</b></p>	<ul style="list-style-type: none"> <li>■ Ensure that the safety and protection of women, girls and boys is taken into account in the planning of cantonment sites and interim care centres (ICCs), to reduce the possibility of sexual exploitation and abuse.</li> <li>■ Plan medical screening facilities to ensure privacy.</li> <li>■ Provide an enclosed space for HIV testing and counselling (laboratory facilities are not required).</li> </ul>
<p><b>HIV/AIDS awareness training</b></p>	<ul style="list-style-type: none"> <li>■ Provide HIV/AIDS awareness training, covering the basic facts of HIV transmission and prevention methods and debunking common myths.</li> <li>■ Develop education and communication materials that are sensitive to the local culture, customs and levels of literacy (using local languages and pictures).</li> <li>■ Make available separate training for men and women, and special training in ICCs for children, in consultation with child protection officers.</li> <li>■ Initiate peer education programmes during extended cantonment periods of four weeks or more, to be continued during reinsertion. This involves training and supporting a small group with the same background, experience and values to share knowledge and influence individual and group behaviour patterns.</li> </ul>

<b>Syndromic management of STIs</b>	<ul style="list-style-type: none"> <li>■ Include screening and treatment for STIs as a standard component of health screening for participants.</li> <li>■ Encourage individuals with an STI to bring their partners so that both can receive treatment in order to prevent re-infection.</li> </ul>
<b>HIV counselling and testing</b>	<ul style="list-style-type: none"> <li>■ Ensure that any HIV test is confidential and based on informed consent, and that providers are transparent about benefits and options. (Even if treatment is not available, HIV-positive individuals can be provided with nutritional and other health advice to reduce the risk of opportunistic infections.)</li> <li>■ Encourage pregnant women to find out their HIV status, as this may affect the health of their baby. During counselling, information on mother-to-child transmission, including short-course anti-retroviral (ARV) therapy and guidance on breastfeeding, can be provided.</li> </ul>
<b>Provision of condoms</b>	<ul style="list-style-type: none"> <li>■ Provide male and female condoms, and information regarding their correct use, during cantonment/demobilization and as part of transitional assistance. Link the introduction of female condoms with national/local initiatives.</li> <li>■ Provide a range of contraception options.</li> </ul>
<b>Provision of post-exposure prophylaxis (PEP) kits</b>	<p>PEP is treatment to reduce the chances of sero-conversion (when a person becomes HIV-positive) after occupational exposure to infected body fluids, such as a needle-stick injury, or because of rape.</p> <ul style="list-style-type: none"> <li>■ Ensure that the treatment is administered by a qualified health care practitioner, as it involves taking high doses of anti-retrovirals (ARVs) for 28 days.</li> <li>■ Ensure treatment is started within 2 to 72 hours of the possible exposure.</li> </ul>



*Undergoing an HIV test cannot be a condition for participation in the DDR process or eligibility for any programme. The confidentiality of test results shall be assured. Planners, however, should be aware of any national legislation, such as policies on testing at recruitment into the armed forces and the types of HIV tests that are approved by the national health sector.*

#### **Box 5.60.4: Counselling and testing**

*Counselling:* Counselling is generally offered before and after an HIV test in order to help individuals make an informed decision about whether they want a test, understand their risk behaviour and cope with a possible positive result.

- *Pre-test counselling* is ideally provided on an individual basis, but can be provided in group settings with individual follow-up (providers must ensure that individuals understand the implications of an HIV test before undergoing the test).

- *Post-test counselling* should be given on an individual basis. HIV-positive individuals should be encouraged to bring their partners in for testing.

*Testing:* In countries with an estimated HIV prevalence of 5 percent or more, testing, with counselling and informed consent, should be systematically offered as part of the standard health checks for ex-combatants.

- Rapid tests can give a result in approximately 30 minutes.
- HIV-positive results need to be confirmed to rule out 'false positives'. If local laboratory facilities do not exist, a combination of two further different rapid tests should be used to confirm an HIV-positive result.
- HIV-positive individuals should be referred to treatment options in the national health care system or provided by NGOs.



**For more detailed information on HIV initiatives during demobilization, see section 8 of IDDRS 5.60 on HIV/AIDS and DDR; and on HIV counselling and testing, see section 8.4 of IDDRS 5.60 on HIV/AIDS and DDR.**

## 4. Reinsertion and reintegration

Reinsertion and reintegration are key phases in which to address HIV/AIDS, particularly to train peer educators and to counter stigma and discrimination in communities. Table 5.60.2 shows HIV/AIDS initiatives that should be undertaken during reinsertion and reintegration:

**Table 5.60.2: HIV/AIDS initiatives during reinsertion and reintegration**

### Planning and preparation in receiving communities

- Start HIV/AIDS initiatives in receiving communities in advance of reinsertion and reintegration.
- Ensure a balance in services so that communities do not think that ex-combatants are receiving preferential treatment.
- The DDR programme should plan and budget for the following community initiatives:
  - *Community capacity enhancement:* This involves HIV/AIDS training and support for community forums to talk openly about HIV/AIDS and related issues of stigma, discrimination, gender and power relations. This enables communities to better define their needs and address concerns;
  - *Public information programmes:* Public information campaigns should raise awareness among communities, but avoid stigmatizing any groups;
  - *Training and funding of HIV/AIDS counsellors:* Based on an assessment of existing capacity, this could include local medical personnel, religious leaders, NGOs and community-based organizations (CBOs).

<b>Peer education programme</b>	<ul style="list-style-type: none"> <li>■ Initiate peer education programmes during the reinsertion phase (or continue programmes from the demobilization phase), and maintain capacity through refresher courses.</li> <li>■ Include both DDR participants and communities in peer education sessions.</li> </ul>
<b>VCT</b>	<ul style="list-style-type: none"> <li>■ VCT should be available in communities during the reinsertion and reintegration phases. Mechanisms include free-standing sites, VCT services integrated with other health services, VCT services provided within already established non-health care locations and facilities, and mobile/outreach VCT services.</li> </ul>
<b>Condoms and PEP kits</b>	<ul style="list-style-type: none"> <li>■ Male and female condoms should continue to be provided to the target groups during the reinsertion and reintegration phases, but this process should link with, and ultimately hand over to, national/local initiatives to provide condoms.</li> <li>■ DDR planners should work together with local initiatives to provide PEP kits, especially in cases of rape.</li> </ul>
<b>Vocational training</b>	<ul style="list-style-type: none"> <li>■ Poverty reduction initiatives, including income generation and vocational training programmes, are vital parts of overall community reconstruction, and also contribute to reducing the social risk factors for HIV transmission.</li> </ul>
<b>Caring for people living with AIDS</b>	<ul style="list-style-type: none"> <li>■ Provide support to existing medical and hospice facilities, linking up with national and local programmes, with referrals for families caring for ex-combatants with AIDS. Overall, the burden of care in communities tends to fall on women, who will already be facing an increased burden of care with the return of ex-combatants. This will make the overall support and absorption of ex-combatants into civilian life more complicated.</li> </ul>



*Selection of peer educators: It is important to identify whether ex-combatants and those associated with armed forces and groups may be stigmatized or feared within the communities. They should not be selected as peer educators if involving them in HIV/AIDS training will increase stigmatization and therefore undermine reintegration efforts. The selection of peer educators should be based on an assessment of an individual's skills and personal profile, and should also consider the different phases of a programme. Furthermore, it cannot be assumed that all those trained will be sufficiently equipped to become peer educators. Trainees should be individually evaluated and supported with refresher courses in order to maintain levels of knowledge and tackle problems that may arise.*



**For more detailed information on dealing with HIV/AIDS during reinsertion and reintegration, see section 9 of IDDRS 5.60 on HIV/AIDS and DDR.**

## 5. Monitoring and evaluation

To monitor the progress and impact of HIV/AIDS initiatives, it is recommended that planners include process indicators, such as the provision of condoms and the number of peer educators trained and maintained, and outcome indicators, like STI incidence by syndrome and the number of people seeking VCT. The indicators used should be harmonized with national indicators.



**For more general information on monitoring and evaluation, see OG 3.50 on Monitoring and Evaluation of DDR Programmes.**

### **Box 5.60.5: HIV/AIDS and UN personnel**

*Universal precautions and training for UN personnel:* Universal precautions shall be followed by UN personnel at all times. There is a standard set of procedures to be used in the care of all patients or at accident sites in order to minimize the risk of transmission of blood-borne pathogens, including, but not exclusively, HIV. All UN personnel shall be trained in basic HIV/AIDS awareness and prevention.



**Do you know how to design and carry out HIV/AIDS initiatives? See the Inter-Agency Standing Committee Guidelines for HIV/AIDS Interventions in Emergency Settings (<http://www.unfpa.org>).**

## 6. Summary of key guidance on HIV/AIDS and DDR

- ✓ It is essential to link DDR HIV/AIDS initiatives to national control HIV/AIDS programmes and strategies and local initiatives at the community level.
- ✓ It is essential to be transparent about the limitations of what can be offered specifically as part of the DDR programme, and initiatives should build on existing capacity.
- ✓ Targeted awareness strategies and the provision of HIV voluntary confidential counselling and testing are essential throughout the demobilization, reinsertion and reintegration phases.
- ✓ Communities should be informed and sensitized about HIV/AIDS before the DDR programme begins, and communication strategies should be designed not to increase stigma or discrimination.

# OG 5.70: Health and DDR

## Objectives

This module will:

- ✓ provide key strategic elements and a framework to guide the planning and implementation of health actions during all the phases of the DDR process; and
- ✓ highlight key areas and specific challenges that are likely to emerge during the implementation of health interventions within the DDR process.

## 1. Introduction

Conflict has devastating effects on the health of populations and on national health systems. Breakdowns in the supply of clean water and lack of sanitation make populations more vulnerable to communicable diseases. Health facilities are usually destroyed, the health care workforce decimated and the provision of medical supplies interrupted, hampering the delivery of preventive and curative health services.

DDR programmes carried out in post-conflict environments usually generate large movements of combatants and their dependents within and across borders. These movements may bring communicable diseases into areas where they do not usually occur and also speed up the spread of outbreaks of diseases that can easily turn into epidemics. DDR practitioners have therefore an important responsibility to prevent or minimize the risk that diseases will spread by detecting and containing them early on in the process.

Another important area where health action may be needed is the delivery of health services to special groups. Participants in DDR programmes are not only male combatants, but increasingly women, children, disabled and chronically ill. These groups have special health needs that should be catered for during demobilization and reintegration.

### **Box 5.70.1: Key questions for identifying health interventions needed in DDR programmes**

- Which armed forces and groups have committed themselves to the DDR process?
- What is their size and composition in terms of age and sex?
- Will there be women, children and/or disabled among DDR participants?
- Will there be large movements of DDR participants within and across borders?

Where initial assessments reveal that large movements of ex-combatants and their dependants are likely to occur and where special groups are likely to be among DDR participants, DDR programmes should call upon specialized health agencies to provide technical support in the planning and implementation stages.

## 2. Health in the DDR planning process

Where health actions are judged necessary during the DDR process, DDR practitioners should:

- identify who will coordinate health-related aspects of the integrated DDR approach;
- encourage the health sector to be represented in the national commission on DDR (NCDDR) or any other steering committee; and
- identify the health focal point within each armed force or group participating in the DDR process.

Once health actors have been identified, they should be brought together to plan and design health interventions. While every DDR programme is unique and will bring specific health implications, the following are actions that should usually be considered:

- setting standards for health screening and the delivery of health care and health-related services to DDR participants by non-governmental organizations (NGOs) and other implementing partners during demobilization, whether in cantonment, interim care centres (ICCs), mobile sites or a network of DDR offices;
- supporting the provision of health equipment and services during demobilization; and
- strengthening the health care system in expected areas of return and reintegration.

### 2.1. Health assessments

Two basic health assessments should be carried out as part of DDR planning and design:

- an assessment of the epidemiological profiles of DDR participants; and
- an assessment of the affected country's health system and the resources it has available.

Epidemiological profiles assess the health status of DDR participants with a view to identifying the health risks they face and whether they might pose health threats to communities in which they will reintegrate. To assess these epidemiological profiles, it is essential to consider:



- the age and sex of DDR participants and their general health status (including the presence of special group(s), such as pregnant and lactating women, children or disabled people, or others);
- locations where DDR participants will gather, such as assembly areas, transit centres, cantonment sites, mobile sites and DDR offices, and the health services available there;
- the communities to which DDR participants will return and the capacity of health services in these areas;
- the most prevalent health hazards in the areas of origin, transit and destination; and
- specific health concerns relating to armed forces and groups as opposed to the civilian population, such as HIV / AIDS.

**Box 5.70.2: Key questions to assess the capacity of the affected country's health care system and its resources**

- What is the location and state of existing health infrastructure? What can be done to upgrade it quickly, if necessary?
- Do adequate storage facilities for health supplies exist?
- Is there an adequate communications infrastructure/system with a good flow of health-related information?
- What human resources are there (numbers, qualification and experience levels, and geographical distribution)?
- Where is the closest humanitarian and/or health organization? Is it ready to participate or offer support?
- What material resources, including supplies, equipment and finances, have been established?
- What is the state of support systems, including transport, energy, logistics and administration?

## 2.2. Support in the selection and design of demobilization sites

DDR practitioners should seek the advice of specialized health agencies in the selection and design of demobilization sites. Locations and routes for medical and obstetric emergency referral must be pre-identified, and there should be sufficient capacity for referral or medical evacuation to cater for any emergencies that might arise. International humanitarian standards on camp design should apply, and gender-specific requirements should be taken into account.

 **Do you need to know more about minimum humanitarian standards? See the *Sphere Handbook*, which lays down minimum standards on water and sanitation, health services and other issues, at <http://www.sphereproject.com>.**

### 3. Health actions during demobilization

Health concerns will vary greatly according to the geographical area(s) where demobilization occurs. The following are health activities that will normally take place during demobilization:

- medical screening and counselling of DDR participants;
- establishing basic preventive and curative health services. Priority should go to acute and infectious diseases;
- establishing a referral system that can cover medical, surgical and obstetric emergencies, as well as laboratory confirmation at least for diseases that could cause epidemics;
- adopting and adapting national standard protocols for the treatment of the most common diseases;
- establishing systems to monitor potential epidemiological/nutritional problems within assembly areas, barracks, camps for dependants, etc. with the capacity for early warning and outbreak response;
- providing drugs and equipment, including a system for water quality control and biological sample management;
- organizing public health information campaigns on sexually transmitted infections (STIs) – including HIV/AIDS – waterborne disease, sanitation issues such as excreta disposal, food conservation and basic hygiene;
- establishing systems for coordination, communication and logistics in support of the delivery of preventive and curative health care;
- carrying out selective feeding interventions; and
- establishing systems for coordination with other sectors to ensure that all vital needs and support systems are in place and functioning.



*When people are grouped together, apart from chronic communicable diseases, it is also important to monitor HIV/AIDS, violence and injuries, as well as mental health problems and substance abuse.*

#### 3.1. Health facilities, equipment and supplies

Health facilities, supplies and equipment should be inside, or a very short distance (a maximum of one kilometre) from, the demobilization site. The following should be present:

- essential medicines and equipment, including emergency reproductive health kits;
- rapid tests and combined treatment for *P. Falciparum* malaria;
- means of transport, easy procedures and pre-positioned facilities for medical/obstetric evacuation;

- options – either local or by referral – for the treatment of chronic conditions (at least TB and epilepsy should be covered); and
- back-up systems.

It is important to check the availability and adoption of national case definitions and case management protocols.

**Box 5.70.3: Minimum health services that should be available at demobilization sites**

These should include the following:

- early detection of and response to epidemic outbreaks;
- measles immunization + vitamin A for children aged 0–15 years;
- polio immunization for children under 5 years;
- treatment of severe, acute conditions;
- antenatal care, and uncomplicated deliveries carried out in clean areas and attended by skilled birth attendants;
- provision of long-lasting impregnated bed nets to prevent malaria;
- referral of serious cases to secondary/tertiary care facilities;
- voluntary counselling and testing of STIs, including HIV/AIDS; and
- care and treatment for survivors of sexual violence, including testing and treatment for STIs and post-exposure prophylaxis (PEP) kits.



**OG 5.60 on HIV/AIDS and DDR**



**For more detailed information on dealing with HIV/AIDS during demobilization, see section 8 of IDDRS 5.60 on HIV/AIDS and DDR.**

### 3.2. Health personnel

DDR programmes should determine the kinds of capacity and number of health personnel – doctors, mid-level technicians, public health care nurses and a mid-wife – that are required at each health service delivery point. DDR programmes

**Box 5.70.4: Responding to the needs of special groups (women, children and the disabled or chronically ill)**

- What are the specific health needs of these groups?
- Do they require special interventions, and if so, is there a referral system in place?
- Are health personnel aware of the specific needs of these groups?
- Are health personnel trained to assist those with special needs?

should rely as much as possible on health personnel among DDR participants, NGOs and other implementing partners in the delivery of health services during demobilization.

## 4. Health services during reintegration

Following demobilization, DDR participants come under the responsibility of the national health system. It is vital, therefore, for all the health actions carried out during the demobilization phase to be consistent with national protocols and regulation (e.g. the administration of TB drugs).

### 4.1. The provision of health services at the community level

National health systems in post-conflict countries take time to be restored, and the provision of health services at the community level is often of poor quality. DDR programmes should ensure that the return of ex-combatants and their dependants to communities will not overstretch even more the delivery of health in their communities. This may create tensions between returning ex-combatants and local populations that will adversely affect the socio-economic reintegration of ex-combatants and their dependants.

DDR practitioners should encourage links between the DDR programme and the re-establishment of the national health system. This can be done by supporting quick-impact projects and other initiatives to rehabilitate health services in those communities that will receive large numbers of ex-combatants and their dependants.

Preferential or subsidized access to health care for ex-combatants and others associated with armed forces and groups may be provided if possible. However, it should be stressed that the decision to create positive discrimination for ex-combatants is a political one.

### 4.2. Integration of demobilized health personnel into the national health system

Armed forces and groups usually have health personnel in their ranks. With the support of specialized health agencies, the DDR programme should facilitate the integration of demobilized health personnel into the national health workforce. The following actions should be taken:

- the negotiation of an agreement on the integration of demobilized health personnel into the national health workforce;
- the establishment of equivalence charts for health personnel categories;
- the identification of the demobilized health personnel to be integrated and their respective health education;
- the formalization of the recognition of categories in the ministry of health or any other relevant organ;

- the registration of the demobilized health personnel in the ministry of health or any other relevant organ; and
- the placement of the demobilized health personnel in health structures at the community level.

## 5. Summary of key guidance on health and DDR

- ✓ DDR practitioners should prevent the spread of communicable diseases that usually accompany large movements of populations such as those that usually occur following the demobilization of combatants from armed forces and groups.
- ✓ Participants in DDR programmes, in particular women, children and persons with disabilities, have special health needs. Specialized health agencies can assist DDR programmes in catering for these special health needs.
- ✓ Planning for health interventions should be an integral part of the DDR planning process. Health planning should begin as early as possible, and cover both the demobilization and reintegration components.



# 6

## LINKAGES WITH OTHER PROCESSES



Level 6 guidance on how DDR is linked to other ongoing post conflict issues such as Security Sector Reform (SSR) and Transitional Justice (TJ). The following modules are found in this level:

- **OG 6.10: DDR and Security Sector Reform.** This module provides guidance on the relationship between DDR and SSR as well as outlining the opportunities and challenges between the two processes and provides guidelines on how to develop synergies between the two programmes.
- **OG 6.20: DDR and Transitional Justice.** This module explores the linkages between DDR programmes and TJ measures and how DDR programmes could help promote TJ issues while providing TJ options to consider in DDR programming.
- **OG 6.30: DDR and Natural Resources.** This module aims to draw attention to the importance of natural resources throughout the DDR process in conflict and post-conflict settings and to improve UN inter-agency coordination to address risks and opportunities related to natural resources in DDR, including by strengthening national and local capacities.



# OG 6.10: DDR and Security Sector Reform

## Objectives

This module will:

- ✓ provide guidance on the relationship between DDR and Security Sector Reform (SSR);
- ✓ outline the opportunities and challenges relating to the nexus between DDR and SSR;
- ✓ support the development of synergies in the design, implementation and sequencing of different elements of DDR and SSR programmes.

## 1. Introduction

Both DDR and SSR are important post-conflict efforts that help create conditions necessary for sustainable peace and longer-term development. Understanding the relationship between these activities can help to ensure that short to medium term DDR activities are linked to longer term efforts to develop an effective, well-managed, and accountable security sector.

Some of the dynamics between DDR and SSR are straightforward. Both sets of activities are preoccupied with enhancing security and stability and therefore sit within a broader security sector governance framework. They advocate policies and programmes that engage public and private security actors, including the

### Box 6.10.1: Important definitions

**Security sector:** “is a broad term often used to describe the structures, institutions and personnel responsible for the management, provision and oversight of security in a country”. The security sector can include “defence, law enforcement, corrections, intelligence services and institutions responsible for border management, customs and civil emergencies. Elements of the judicial sector responsible for the adjudication of cases of alleged criminal conduct and misuse of force are, in many instances, also included.” Particular emphasis should also be given to actors that play a role in managing and overseeing the design and implementation of security.

**Security sector reform:** “describes a process of assessment, review and implementation as well as monitoring and evaluation led by national authorities that has as its goal the enhancement of effective and accountable security for the State and its peoples without discrimination and with full respect for human rights and the rule of law”.

**Source:** *UN Report of the Secretary-General on “Securing peace and development: the role of the United Nations in supporting security sector reform”, A/62/659-S/2008/39, 23 January 2008.*

### Box 6.10.2: The DDR/SSR dynamics

- DDR shapes the terrain for SSR by influencing the size and nature of the security sector
- Successful DDR can free up resources for SSR activities that support the development of efficient, affordable security structures
- A national vision of the security sector should provide the basis for decisions on force size and structure
- SSR considerations – appropriate skills sets and past conduct – should help determine criteria for the integration of ex-combatants in the formal/informal security sector
- DDR and SSR offer complementary approaches that can link reintegration of ex-combatants to enhancing community security
- Capacity-building for security management and oversight bodies provide a means to enhance the sustainability and legitimacy of both DDR and SSR

military and ex-combatants as well as groups responsible for their management and oversight. Decisions associated with DDR contribute to defining central elements of the size and composition of a country's security sector. SSR may lead to the downsizing of security institutions and the consequent need for reintegration. Most significantly, considering these issues together can ensure that DDR programmes reflect national capacities, objectives and values as part of a broader vision for national security. Failing to consider these issues together may lead to the development of unsustainable and unaccountable security institutions that fail to address the security needs of the state and its citizens.

There are several challenges to realising synergies between DDR and SSR in practice. These include context-specificity, a lack of coordination and flexibility in DDR and SSR programming; weak or dysfunctional institutions; capacity gaps amongst national and international actors, and; a lack of political will to support SSR. In order to avoid doing more harm than good, assessments, programme design, implementation, monitoring and evaluation that address the nexus between DDR and SSR should therefore be grounded in an understanding of context-specific political, socio-economic and security factors.



*Do you need more information on SSR? See the Report of the Secretary-General on "Securing peace and development: the role of the United Nations in supporting security sector reform", A/62/659-S/2008/39, 23 January 2008; or, contact the UN DPKO SSR Unit at: [ssr@un.org](mailto:ssr@un.org). The SSR Unit provides technical advice on SSR processes, manages a UN SSR community of practice, and is the chair of the UN Inter-Agency Task Force on SSR.*

## 2. Important DDR and SSR dynamics to consider before and during demobilization


This table highlights synergies that may be realised between DDR and SSR activities prior to and during demobilization. An area of particular importance relates to the integration of ex-combatants into the security sector. Communication


and coordination between DDR and SSR stakeholders is a key theme in supporting the synergies identified in this table.

**Table 6.10.1: DDR/SSR considerations prior and during demobilization**

<p><b>Disarmament and longer-term SSR</b></p>	<ul style="list-style-type: none"> <li>■ Consider disarmament as an entry-point for DDR/SSR coordination – define law enforcement support needed to support the disarmament process and communicate this to SSR-relevant authorities.</li> <li>■ Support capacity building to enhance national control over military/police/paramilitary armouries and surplus stocks of weapons and ammunition.</li> </ul>
<p><b>Entry-criteria</b></p>	<ul style="list-style-type: none"> <li>■ Establish and apply clear and appropriate criteria for entry into the security forces based on an assessment of national security requirements to ensure that the security sector is capable of absorbing those ex-combatants that choose integration.</li> </ul>
<p><b>Rank harmonisation</b></p>	<ul style="list-style-type: none"> <li>■ Develop rank harmonisation policies based on context-specific criteria for determining ranks, affirmative action for marginalised groups, and a clear formula for conversion from former armed groups to national armed forces.</li> <li>■ Consider the potential consequences of rank harmonisation on the defence budget as well as potential security risks created by perceived inequities.</li> </ul>
<p><b>Data collection and management</b></p>	<ul style="list-style-type: none"> <li>■ Identify and include SSR-relevant information requirements (for an indicative list see IDDRS 6.10, Box 2) when designing a Management Information System (MIS) and establish mechanisms for sharing this information.</li> <li>■ Include information collected in the MIS as a baseline for a future security sector census or vetting process.</li> </ul>
<p><b>Vetting</b></p>	<ul style="list-style-type: none"> <li>■ Support vetting as part of a broader process of certification (including verification of age, education, relevant skills, criminal and human rights record).</li> <li>■ Only conduct vetting if there is sufficient political will / national capacity to implement this process.</li> <li>■ Define and apply minimum standards in relation to required skills and past conduct.</li> <li>■ Vet all members of the security institution – not just ex-combatants – to avoid stigmatisation and enhance the integrity of the security sector as a whole.</li> </ul>

<b>Support to ex-combatants integrating within the security sector</b>	<ul style="list-style-type: none"> <li>■ Provide psychosocial support and training/sensitisation on behaviour change for a successful transition to civilian life or into the security sector.</li> <li>■ Engage in HIV/AIDS prevention at the outset of DDR to reduce new infections.</li> </ul>
<b>Balancing demobilization and security sector integration</b>	<ul style="list-style-type: none"> <li>■ Carefully consider incentives for demobilization and integration into the security sector to avoid the risk of unsustainable or disproportionate distribution of applicants between the two processes.</li> <li>■ Develop a communications strategy to ensure that options are fully understood and avoid misperceptions.</li> </ul>
<b>Gender-responsive DDR and SSR</b>	<ul style="list-style-type: none"> <li>■ Ensure that women are informed of their options under the DDR and SSR processes and that integration opportunities are realistic.</li> <li>■ Make adequate facilities available for women during disarmament and demobilization and provide specialised reinsertion kits and appropriate reintegration options.</li> <li>■ Take into account the specific challenges faced by female ex-combatants (stigma, non-conventional skills sets, trauma) when considering their integration into the security sector.</li> </ul>

 *When developing the information management system for the demobilization phase, efforts should be made from the outset to include data that will be useful to share with a wider group of stakeholders, including SSR. If appropriate, a mechanism should be put in place to enable the transfer of this data. Confidentiality issues should be considered in order to mitigate against inappropriate use of information.*

 **For a more detailed explanation of the issues identified in Table 6.10.1, please see section 7 of IDDRS 6.10 on DDR and Security Sector Reform.**

 **OG 5.60 for information on HIV/AIDS and DDR**

 **OG 5.10 for information on Women, Gender and DDR**

### 3. DDR and SSR dynamics to consider before and during reintegration and repatriation

This table highlights common DDR/SSR concerns before and during the reintegration phase. Security sector capacities that support the reintegration of ex-combatants will only be focused on this priority if support to the DDR process is factored into planning, training and resource allocation. Communication with SSR stakeholders is therefore of key importance.

**Table 6.10.2: Potential DDR/SSR synergies prior to and during reintegration**

<b>Planning and preparation in receiving communities</b>	<p>The DDR programme should plan and budget for the following community initiatives:</p> <ul style="list-style-type: none"> <li>■ <i>Reintegration planning</i>: ensure that reintegration planning is coordinated with the military, police and other community level security providers.</li> <li>■ <i>Community security</i>: Consider opportunities for confidence building through joint community safety initiatives (e.g. weapons collection, community policing).</li> <li>■ <i>Violence reduction</i>: support work with men and boys in violence reduction initiatives, including gender-based violence.</li> </ul>
<b>Common DDR/SSR information requirements</b>	<ul style="list-style-type: none"> <li>■ <i>Tracking returning ex-combatants</i>: Assess the security dynamics of returning ex-combatants to facilitate reinsertion payments, highlight areas where employment opportunities exist, identify potential security risks and prioritise appropriate security sector responses.</li> <li>■ <i>Public information and dialogue</i>: promote dialogue between communities and security providers to develop local security plans that address reintegration.</li> </ul>
<b>Sector-specific considerations</b>	<ul style="list-style-type: none"> <li>■ <i>DDR and the private security sector</i>: include the relationship between reintegration and the private security sector in evaluations of reintegration into rural and urban settings. Share this analysis with SSR counterparts.</li> <li>■ <i>DDR and border management</i>: Assess flows of ex-combatants and weapons across borders in order to coordinate/prioritise responses with border security authorities.</li> <li>■ <i>DDR and SALW</i>: include coordination with SALW initiatives in DDR/SSR planning; SALW availability and control measures should form part of joint assessments and inform subsequent programme design.</li> </ul>



**For a more detailed explanation of the issues identified in Table 6.10.2, please see section 8 of IDDRS 6.10 on DDR and Security Sector Reform.**



*DDR programming should be undertaken on the basis of continuous communication between DDR and SSR stakeholders. Efforts should be made to ensure regular information sharing between law enforcement and DDR authorities to ensure support to DDR objectives. In cases where private security companies are a source of employment for ex-combatants, regulation and appropriate oversight mechanisms should be established. Efforts should also be made to share information with border management authorities on high risk areas for foreign combatants crossing borders.*

## 4. Programming issues

Integrating relevant SSR concerns into DDR assessments, programme design, monitoring and evaluation is a way to build synergies into DDR and SSR programming.

**Table 6.10.3: Assessments, programme design, monitoring & evaluation (M&E)**

<p><b>SSR-sensitive assessments</b></p>	<ul style="list-style-type: none"> <li>■ Include the need to identify potential DDR/SSR synergies in TORs.</li> <li>■ Disseminate draft TORs among DDR and SSR focal points.</li> <li>■ Include multi-sectoral SSR experts in assessment teams. For general assessments, expertise in the political and integrated nature of an SSR process may be more important than sector-specific experience.</li> <li>■ Ensure host state / regional expertise as well as local language skills are available.</li> </ul>
<p><b>Programme design</b></p>	<ul style="list-style-type: none"> <li>■ Clarify context-specific DDR/SSR dynamics relevant for programme development and costing (see Box 6.10.3 below).</li> <li>■ Map DDR/SSR capacities across UN, international community and national actors.</li> <li>■ Seek to integrate different stakeholders within the DDR implementation plan.</li> </ul>
<p><b>Monitoring and evaluation</b></p>	<ul style="list-style-type: none"> <li>■ Collect and monitor baseline data on political and security dynamics to help planners adjust programming to changing conditions.</li> <li>■ Review DDR and SSR programmes jointly to ensure they are planned and implemented in a mutually supportive manner. Focus on actual versus intended impact to adjust programming objectives and priorities.</li> <li>■ Conduct mid-term reviews to assess effectiveness and make necessary changes to programmes.</li> </ul>



**For more detailed information on programme design and assessments, see OG 3.20 on DDR Programme Design.**



**For more detailed information on monitoring and evaluation, see OG 3.50 on Monitoring and Evaluation of DDR Programmes.**

**Box 6.10.3: Indicative SSR-related questions to include in assessments**

- Is there a strategic policy framework or a process in place to develop a national security and justice strategy that can be used to inform DDR decision-making?
- Map the security actors that are active at the national level as well as in regions particularly relevant for the DDR process. How do they relate to each other?
- What are the regional political and security dynamics that may positively or negatively impact on DDR/SSR?
- Map the international actors active in DDR/SSR. What areas do they support and how do they coordinate?
- What non-state security providers exist and what gaps do they fill in the formal security sector? Are they supporting or threatening the stability of the State? Are they supporting or threatening the security of individuals and communities?
- What oversight and accountability mechanisms are in place for the security sector at national, regional and local levels?
- Do security sector actors play a role or understand their functions in relation to supporting DDR? Is there capacity/political will to play this role?
- What are existing mandates and policies of formal security sector actors in providing security for vulnerable and marginalised groups?
- Are plans for the DDR process compatible with Government priorities for the security sector?
- Do DDR funding decisions take into account the budget available for the SSR process as well as the long-run financial means available so that gaps and delays are avoided?
- What is the level of national management capacity (including human resource and financial aspects) to support these programmes?
- Who are the potential champions and spoilers in relation to the DDR and SSR processes?
- What are public perceptions toward the formal and informal security sector?



*DDR assessments should be sensitive to SSR issues and stakeholders. DDR programme design should incorporate context-specific security dynamics and identify key stakeholders at international, national and sub-national levels. Monitoring and evaluation should be carried out systematically and efforts made to link DDR and SSR concerns. M&E should be considered as an entry-point for linking DDR and SSR concerns in planning.*



**National dialogue, peace processes and national security or sector-specific policy reviews represent entry points for linking DDR and SSR within a broader national governance framework. For more information on entry-points available for linking DDR and SSR, see section 9.4 of IDDRS 6.10 on DDR and Security Sector Reform.**

## 5. National ownership

Strong emphasis on national ownership is critical to addressing challenges of legitimacy and sustainability that are common to DDR and SSR. Box 6.10.4 identifies

different ways to enhance national ownership of DDR/SSR processes through promoting broad participation in decision making and building national capacity in these areas. SSR activities that seek to strengthen security sector management and oversight bodies provide an important means of enhancing capacities that can support both DDR and SSR in a coherent and effective manner.

#### **Box 6.10.4: Promoting national ownership**

- Support national dialogue processes that seek to identify security needs and values in order to foster common understandings of DDR/SSR challenges. Include transitional or elected authorities, security sector institutions, management and oversight bodies as well as civil society.
- Agree a roadmap between national and international stakeholders for implementation of identified priorities.
- Jointly establish capacity-development strategies with national authorities (see IDDRS 3.30 on National Institutions for DDR) that support both DDR and SSR objectives.
- Prioritise the development of cross-cutting skills that will also be useful in future peace-building and development programmes (human resources, financial management, building gender capacity etc.).
- Identify and empower national reform 'champions' that support reform principles. Such figures should be identified during the needs assessment phase.
- Support national level management and oversight bodies to lead and harmonise DDR and SSR activities.
- Consider twinning international experts with national counterparts in order to support skills transfer and thus support reform efforts which are driven from the inside.
- Support national DDR/SSR committees as a mechanism to coordinate implementation and evaluation of programmes.



**For more detailed information on UN support to national efforts, see Table 3.30.2 of OG 3.30 on National Institutions for DDR.**

## 6. Supporting coherent approaches

### 6.1. Coordination

While the UN has often played a key role in DDR, SSR activities (including funding) are frequently supported by a number of bilateral donors through specific arrangements with national authorities. This necessitates the establishment of effective coordination mechanisms. While it is recognised that national actors should have the key role to play in coordination, in cases where the political will or capacity to do this is lacking, the international community should support these efforts.

There is a need to ensure coherent international support to nationally-driven DDR and SSR processes. Box 6.10.5 outlines some key considerations for supporting coherent approaches in the areas of coordination, financial sustainability, and capacity-building.



### Box 6.10.5: Key considerations for supporting coherent approaches

- Have opportunities been taken to engage with different bodies of the security sector on how they can support the DDR process?
- Are there national/international coordination mechanisms in place? Could the national commission on DDR fulfil this role by inviting a wider range of stakeholders to selected meetings? Beyond 'core' DDR and SSR stakeholders, the membership of such a body should include representatives from health (including national HIV/AIDS Control Programmes and strategies), gender, youth and child protection as well as the humanitarian community.
- Are the financial resource implications of DDR for the security sector considered, and vice versa?
- Are both DDR and SSR programmes realistic and compatible with national budgets?
- Are DDR/SSR concerns reflected in the ToRs of UN personnel and in the profiles for different posts and in training considerations?
- Is cross-participation in DDR or SSR training encouraged in order to support knowledge transfer and confidence building?

## 7. Summary of key guidance on DDR and security sector reform

- ✓ Planning for DDR should take into account the relationship between DDR and its consequences for the security sector and its governance. DDR decisions should reflect and reinforce a nationally-driven vision of the role, objective and values of security institutions. Similarly, DDR considerations should be introduced into SSR decision-making to enable the security institutions to provide appropriate support to the DDR process.
- ✓ In order to build synergies between DDR and SSR, coherence across DDR and SSR activities is essential. Important issues include: rank harmonisation; financial incentive packages for reintegration vs integration; communication strategies designed to facilitate the transition from combatant to security provider, etc. . . (See other examples in sections 2 and 3 of this chapter).
- ✓ Resource planning must seek to identify gaps, increase coherence and mitigate competition between DDR and SSR and ensure sustainability in relation to national capacities. Financial resource implications of DDR for the security sector should be considered, and DDR and SSR programmes should be realistic and compatible with national budgets.
- ✓ Efforts should be made to sensitise staff on the DDR/SSR nexus through training and sensitisation activities. The need for personnel to link DDR and SSR concerns should be included in the ToRs of relevant personnel and cross-participation in DDR or SSR training encouraged to foster knowledge transfer and build relationships.

# OG 6.20: DDR and Transitional Justice

## Objectives

This module will:

- ✓ explore the linkages between DDR processes and transitional justice measures;
- ✓ contribute to DDR programmes that comply with international standards and promote transitional justice objectives;
- ✓ provide a legal framework and set of guidelines and options to consider when designing, implementing, and evaluating DDR programmes.

## 1. Introduction

Transitional justice refers to measures used by a society to come to terms with a legacy of large-scale past human rights abuses in order to facilitate accountability, serve justice and achieve reconciliation. Transitional justice measures may include judicial and non-judicial responses such as prosecutions, truth commissions, reparations programmes for victims, and tools for institutional reform such as vetting. Whatever combination is chosen must be in conformity with international legal standards and obligations.

### Box 6.20.1: Guiding principles

**Do no harm:** A first step in creating a constructive relationship between DDR and transitional justice is to understand how transitional justice and DDR can interact in ways that, at a minimum, do not obstruct their respective objectives of accountability and reconciliation and maintenance of peace and security.

**Balanced approaches:** While the imperative to maintain peace and security often demands a specific focus on ex-combatants in the short-term, long-term strategies should aim to provide reintegration opportunities to all war-affected populations, including victims.

**Respect for international human rights law:** DDR programmes shall respect and promote international human rights law. This includes supporting ways of preventing reprisal or discrimination against, or stigmatization of those who participate in DDR programmes as well as to protect the rights of the communities that are asked to receive ex-combatants, and members of the society at large. DDR processes shall provide for a commitment to gender, age and disability specific principles and shall comply with principles of non-discrimination.

**Respect for international humanitarian law:** DDR programmes shall respect and promote international humanitarian law, including the humane treatment of persons no longer actively engaged in combat. United Nations Peacekeeping Forces, including military members involved in administrative DDR programmes, are also subject to the fundamental principles and rules of international humanitarian law, and in cases of violation, are subject to prosecution in their national courts.

DDR and transitional justice measures increasingly coexist in the post-conflict period. The overlap of transitional justice measures with DDR can create tension. Yet the coexistence of these two types of initiatives in the immediate aftermath of conflict may also contribute to achieving the long-term shared objectives of reconciliation and peace. DDR may contribute to the stability necessary to implement transitional justice initiatives; and the implementation of transitional justice measures for accountability, truth redress, and institutional reform can strengthen the legitimacy of the DDR programme from the perspective of the victims of violence and their communities, and contribute in this way to their willingness to accept returning ex-combatants.

The relationship between DDR and transitional justice measures can vary widely depending on the country context, the manner in which the conflict was fought and how it ended, and the level of involvement by the international community, among many other factors. In situations where DDR and transitional justice measures coexist, both stand to benefit from a better understanding of their respective mandates, as well as more systematic and improved coordination, so as to best facilitate the successful transition from conflict to sustainable peace.

#### **Box 6.20.2: Primary approaches to transitional justice**

**Prosecutions** – are the conduct of investigations and judicial proceedings against an alleged perpetrator of a crime in accordance with international standards for the administration of justice. For the purposes of this module, the focus is on the prosecution of individuals accused of criminal conduct involving gross violations of international human rights law, serious violations of international humanitarian law and violations of international criminal law. Prosecutions initiatives can vary. They can be broad in scope, aiming to try many perpetrators, or they can be narrowly focused on those that bear the most responsibility for the crimes committed.

**Reparations** – are sets of measures that provide redress for victims of gross violations of international human rights law, serious violations of international humanitarian law and violations of international criminal law. Reparations can take the form of restitution, compensation, rehabilitation, satisfaction, and guarantees of non-repetition. Reparations programmes have two goals: first, to provide recognition for victims because reparation are explicitly and primarily carried out on behalf of victims, and; second, to encourage trust among citizens, and between citizens and the state, by demonstrating that past abuses are regarded seriously by the new government.

**Truth commissions** – are non-judicial or quasi-judicial fact-finding bodies. They have the primary purpose of investigating and reporting on past abuses in an attempt to understand the extent and patterns of past violations, as well as their causes and consequences. The work of a commission is to help a society understand and acknowledge a contested or denied history, and bring the voices and stories of victims to the public at large. It also aims at preventing further abuses. Truth commissions can be official, local or national. They can conduct investigations and hearings, and can identify the individuals and institutions responsible for abuse. Truth commissions can also be empowered to make policy and prosecutorial recommendations.

**Institutional reform** – is changing public institutions that perpetuated a conflict or served a repressive regime to be transformed into institutions that support the transition, sustain peace and preserve the rule of law. Following a period of massive human rights abuse, building fair and efficient public institutions play a critical role in preventing future abuses. It also enables public institutions, in particular in the security and justice sectors, to provide criminal accountability for past abuses.

In the UN System, the Office of the High Commissioner for Human Rights (OHCHR) has the lead responsibility for transitional justice issues. DDR programmes supported by the UN may be led by the Department of Peacekeeping Operations (DPKO), United Nations Development Programme (UNDP), the International Organization for Migration (IOM) or a combination of the above. OHCHR representatives can coordinate directly with DDR practitioners on transitional justice. Human rights officers who work as part of the staff of UN peacekeeping missions may also be appropriate focal points or liaisons between a DDR programme and transitional justice initiatives.



*DDR practitioners should be aware that there is an international legal framework for transitional justice, which includes The Charter of the United Nations, the Universal Declaration of Human Rights, international human rights law, international humanitarian law, international criminal law and international refugee law. In recognition of these international instruments, transitional justice mechanisms seek to ensure support the right to justice, the right to truth, the right to reparations, and guarantees of non-repetition.*

## 2. Transitional justice and DDR

There are potential positive and negative aspects of the relationship between DDR and transitional justice measures. Understanding these aspects will provide an informed basis for future strategies that aim to minimize tensions and build on opportunities.

- **Criminal prosecutions and DDR:** Criminal investigations and DDR have potentially important synergies. In particular, information gathered through DDR processes may be very useful for criminal investigations. Such information does not need to be person-specific, but might focus on more general issues such as structures and areas of operation. Since criminal justice initiatives in post-conflict situation would often only be able to deal with relatively small number of suspects, most prosecution strategies ought to focus on those bearing the greatest degree of responsibility for crimes committed. As such, these objectives must be effectively communicated in a context of DDR processes to ensure that those participating in DDR understand whether or not they are likely to face prosecutions. Effective communications campaigns may diminish potential tensions between investigations and prosecutions initiatives and DDR efforts. A successful prosecutorial strategy in a transitional justice context requires a clear, transparent and publicized policy indicating what kind of cases will be prosecuted and what kind of cases will be dealt with in an alternative manner.
- **Truth commissions and DDR:** Truth commissions, when accompanied by appropriate public information and outreach initiatives, including tailored responses such as in-camera hearings for survivors of sexual violence, may help break down rigid representations of victims and perpetrators by allowing ex-combatants to tell their own stories of victimization and by exploring and identifying the roots of violent conflict.

- **Reparations and DDR:** Reinsertion assistance is offered to demobilized combatants in order to assist with their immediate civilian resettlement prior to longer-term support for reintegration. Support to ex-combatants is motivated by the concern that without assistance, ex-combatants will re-associate themselves with armed groups as a means of supporting themselves or become frustrated and threaten the peace process. Victims rarely represent the same kinds of threat, and reparations programmes may be politically challenging and expensive to design and implement. The result is that ex-combatants participating in DDR often receive aid as part of the benefits of DDR programmes, while in most cases no programmes to redress the violations of the rights of victims are established.

Providing benefits to ex-combatants while ignoring the rights of victims may give rise to new grievances and increase their resistance against returning ex-combatants, in this way becoming an obstacle to their reintegration. The absence of reparations programmes for victims in contexts in which DDR programmes provide various benefits to ex-combatants grounds the judgment that ex-combatants are receiving special treatment. Such outcomes are not merely inequitable; they may also undermine the possibilities of effective reintegration. The provision of reparations for victims may contribute to the reintegration dimension of a DDR programme by reducing the resentment and comparative grievance that victims and communities may feel in the aftermath of violent conflict.

- **Institutional reform and DDR:** Institutional reform that transforms public institutions that perpetuated human rights violations is critical to peace and

### Box 6.20.3: Vetting\*

One important aspect of institutional reform efforts in countries in transition is vetting processes to exclude from public institutions persons who lack integrity. Vetting may be defined as assessing integrity to determine suitability for public employment. Integrity refers to an employee's adherence to international standards of human rights and professional conduct, including a person's financial propriety. Public employees who are personally responsible for gross violations of human rights or serious crimes under international law reveal a basic lack of integrity and breach the trust of the citizens they were meant to serve. The citizens, in particular the victims of abuses, are unlikely to trust and rely on a public institution that retains or hires individuals with serious integrity deficits, which would fundamentally impair the institution's capacity to deliver its mandate. Vetting processes aim at excluding from public service persons with serious integrity deficits in order to re-establish civic trust and re-legitimize public institutions.

In many DDR programmes, ex-combatants are offered the possibility of reintegration in the national armed forces, other security sector positions such as police or border control. In these situations, coordination between DDR programmes and institution reform initiatives such as SSR programmes on vetting strategies can be critical. A coordinated strategy shall aim to ensure that individuals who have committed human rights violations are not employed in the public sector.

\* This text is summarized from the OHCHR Rule of Law Tools for Post-Conflict States, *Vetting: an operational framework* (Geneva and New York: OHCHR, 2006)

reconciliation. For example, vetting processes contribute to dismantling abusive structures by excluding from public service those who have committed gross human rights violations and serious violations of international humanitarian law. As security sector institutions are sometimes implicated in past and ongoing violations of human rights and international humanitarian law, there is a particular interest in reforming security sector institutions. SSR efforts may sustain the DDR process in multiple ways, for example by providing employment opportunities. Yet DDR programmes are seldom coordinated with SSR. The lack of coordination can lead to further violations, such as the reappointment of human rights abusers into the legitimate security sector. Such cases undermine public faith in security sector institutions, and may also lead to distrust within the armed forces.



**See IDDRS Module 6.10 for a detailed discussion on the relationship between DDR and SSR.**

- **DDR and locally-based processes of justice:** Locally-based justice processes may complement reintegration efforts and national level transitional justice measures by providing a community-level means of addressing issues of accountability of ex-combatants. When ex-combatants participate in these processes, they demonstrate their desire to be a part of the community again, and to take steps to repair the damage for which they are responsible. This contributes to building or renewing trust between ex-combatants and the communities in which they seek to reintegrate. Locally based justice processes have particular potential for the reintegration of children associated with armed forces and groups.

Creating links between reintegration strategies, particularly community reintegration strategies, for ex-combatants and locally-based justice processes may be one way to bridge the gap between the aims of DDR and the aims of transitional justice. Before establishing a link with locally based processes, DDR programmes must ensure that they are legitimate and that they respect international human rights standards, including that they do not discriminate, particularly against women and children.

- **Justice for women associated with armed forces and groups:** Women associated with armed forces and groups are potential participants in both DDR programmes and transitional justice measures, and both are faced with the challenge of increasing and supporting the participation of women. Both DDR and transitional justice should work towards a better understanding of the motivations, roles and needs of women ex-combatants and other women associated with armed forces and groups by directly engaging women in planning for both programmes and ensuring they are adequately represented in decision-making bodies, in line with UNSC Resolution 1325 on women, peace and security. Sharing information on their respective lessons learned in terms of facilitating the participation of women may be a first step. The ways in which women victims articulate their need for reparations, for example, might be considered in developing specific reintegration strategies for women. Additionally, DDR programme managers may coordinate with transitional justice measures on community approaches that include women.



*Great care must be taken to ensure that women who choose to participate are well-informed as to the purpose and mandate of the truth commission, that they understand their rights in terms of confidentiality, and are protected from any possible harm resulting from their testimony.*



**See Module 5.10 for a detailed discussion of Women, Gender, and DDR.**

- **Justice for children recruited or used by armed forces and groups:** DDR and transitional justice represent two types of initiatives among a range of interventions that are (at least partly) aimed at reintegrating children associated with armed forces and groups. Children Associated with Armed Forces and Groups (CAAFG) represent a special category of persons protected under international law and should be subject to a separate DDR process from adults. Transitional justice processes can play a positive role in facilitating the long-term reintegration of children, but can also create obstacles to their reconciliation and reintegration. The best interest of the child should always guide decisions related to children's involvement in transitional justice mechanisms. Children who have been illegally recruited and used by armed groups or forces are victims and witnesses and may also be alleged perpetrators.

Joint coordination on the reintegration of children is possible in at least three broad areas:

- 1) DDR and transitional justice actors may coordinate on a strategy to identify and hold accountable those who are recruiting children—in order to make sure that the welfare of children is considered as the highest priority in that process.
- 2) Both kinds of measures may work together on approaches to reintegrating children who may be responsible for violations of international humanitarian law or human rights law. Children associated with armed forces or armed groups who may have been involved in the commission of crimes under international law should be considered primarily as victims, not only as perpetrators. Accountability measures for alleged child perpetrators should be in the best interests of the child and should be conducted in a manner that takes into account their age at the time of the alleged commission of the crime, promotes their sense of dignity and worth, and supports their reintegration and potential to assume a constructive role in society. Wherever appropriate, alternatives to judicial proceedings should be pursued. Truth commissions and locally based truth and reconciliation processes may contribute to the reintegration of children. In all cases, local processes must adhere to international standards of child protection. At a minimum, a clear DDR and TJ policy should be developed as to the criminal responsibility of children that takes adequate account of their protection and social reintegration.
- 3) If a reparations programme is under consideration, DDR and transitional justice actors may work together to ensure a balance between what kind of DDR benefits are offered to CAAFAG as former combatants and what is offered to them as reparations as victims.

#### **Box 6.20.4: Integrating information on transitional justice measures into the field assessment**

Information about transitional justice measures is an important component of DDR assessment and design. Critical questions for the field assessment should include questions that relate to the overall human rights situations, the specific components of transitional justice and DDR agreed to in the peace agreement, and questions related to possibilities for coordination between DDR and transitional justice measures, for example:

- What crimes involving violations of international human rights law and international humanitarian law were perpetrated by the different protagonists in the armed conflict?
- Was amnesty offered as part of the peace process? What type of amnesty? And for what abuses (forced recruitment of children, sexual violence etc)?
- Were there any transitional justice measures mandated in the peace agreement such as a truth commission, prosecutions process, reparations programme for victims, or institutional reform aimed at preventing future human rights violations?
- Is there any form of conditionality that links DDR and justice measures, for example, amnesty or the promise of reduced sentences for combatants that enter the DDR programme?
- What are the criteria for admittance into the DDR programme? Do the criteria take into consideration the varied roles of women and children associated with armed forces and groups?
- What office in the United Nations peacekeeping mission and/or what UN agency is the focal point on transitional justice, human rights, and rule of law issues?
- What government entity is the focal point on transitional justice, human rights and rule of law issues?
- Will the planned timetable for the DDR programme overlap with planned transitional justice measures?
- Are there opportunities to coordinate information strategies around DDR and transitional justice measures?



*In this process, particular attention needs to be given to girls. Gender inequality and cultural perceptions of women and girls may have particularly negative consequences for the reintegration of girl children associated with armed forces and groups. Targeted efforts by DDR and TJ may be necessary to ensure that girls are protected, but also that girls are given the opportunity to participate and benefit from these programmes.*



#### **IDDRS 5.30 on Children and DDR**



**A list of critical questions related to the intersection between transitional justice and DDR is available in Module 6.20 on DDR and Transitional Justice, Annex B. For more information on conducting a field assessment see Module 3.20 on DDR Programme Design.**

### **3. Coordinating transitional justice measures and DDR**

Coordination between transitional justice and DDR programmes begins with an understanding of how transitional justice and DDR may interact positively in



the short-term in ways that, at a minimum, do not hinder their respective objectives of accountability and stability. The following action points for DDR and TJ practitioners aim at designing DDR programmes that “Do No Harm”:



*DDR must be designed and implemented with reference to the country context, including the existing justice provisions.*

- **Integrate information on transitional justice measures into the field assessment:** Information about transitional justice measures is an important component of DDR assessment and design. Transitional justice measures and their potential for contributing to or hindering DDR objectives should be considered in the integrated DDR planning process, particularly in the detailed field assessment.
- **Identify a transitional justice focal point in the DDR programme and plan regular briefing and meetings with UN and national authorities working on transitional justice measures:** Identification of individuals that may serve as formal focal points within the DDR programme, within the UN Country Team working on transitional justice, and within relevant national institutions, may facilitate regular communication between DDR and transitional justice measures. DDR administrators and international and national actors working on transitional justice initiatives should plan for regular meetings as opportunities for exchange, to proactively deal with any possible tensions, and to explore the possibilities for effective coordination.
- **Coordinate on public information and outreach:** DDR and transitional justice should seek ways to coordinate their public information efforts. Increased consultation and coordination concerning what and how information is released to the public may reduce the spread of misinformation and reinforce the objectives of both transitional justice and DDR. The designation of a transitional justice focal point in the DDR programme, and regular meetings with other relevant UN and national actors may facilitate discussion on how to better coordinate public information and outreach to support the goals of both DDR and transitional justice. Civil society may also play a role in public information and outreach. Working with relevant civil society organizations may help the DDR programme to reach a wider audience and ensure that information offered to the public is communicated in appropriate ways, for example in local languages or through local radio.
- **Integrate information on transitional justice into the ex-combatant pre-discharge sensitization process:** Ex-combatants need information about provisions for justice, particularly if it could affect their reintegration process. Clearly communicated information may decrease anxiety that ex-combatants may feel about transitional justice measures. The discharge awareness raising process is an opportunity to work with UN colleagues or national authorities to develop a briefing on transitional justice measures ongoing in the country and to discuss how, or if, this will have an impact on ex-combatants.
- **Involve and prepare recipient communities:** Community tension around reintegration processes will be eased if recipient communities are involved

and prepared for returning ex-combatants. Recipient communities should be included in the public information and outreach strategy and should have an opportunity to ask questions and discuss the reintegration process before ex-combatants return, including issues related to ex-combatant accountability. In some cases, DDR programmes have encouraged the organization of community committees to deal with ex-combatant reintegration. These committees may serve as a forum for exploring ex-combatant participation in locally-based justice processes as well as for dispute resolution and problem solving if problems arise between community members and ex-combatants (also see IDDRS 4.30 on Social and Economic Reintegration).

- **Consider community-based reintegration approaches:** Compared to targeted assistance programmes for ex-combatants, community-based reintegration approaches have advantages that may provide broader benefits within the community. Such approaches have more potential for sustainability as ex-combatants are located in the communities and work together with other community members for local development. Such an approach may also promote community reconciliation as ex-combatants are not seen as the sole beneficiaries of assistance. Additionally, reintegration activities, apart from community recovery and reintegration, may link into other development programmes. It also promotes closer collaboration with other development actors. Finally, community-based reintegration promotes community empowerment, transparency and accountability as beneficiaries are selected through community-based approaches.
- **Transitional justice initiatives should designate a focal point for DDR:** Transitional justice practitioners working on prosecutions processes, truth commissions, reparations programmes, and institutional reform initiatives should communicate with the DDR programme, identify a focal point for DDR as part of their outreach activities, and actively seek opportunities for information exchange and collaboration, including possible coordination on public information strategies as proposed above.
- **Integrate information on DDR in conflict analysis, assessments and evaluations undertaken to support or advance transitional justice initiatives:** Transitional justice practitioners should also be aware of the impact of DDR on their goals and objectives by considering the DDR programme in their analytical tools for design, assessment and evaluation.

Coordination between transitional justice and DDR practitioners should, however, aim beyond that. The following efforts can provide the basis for constructively connecting these two processes in ways that contribute to a stable, just and long-term peace.

- **Consider sharing DDR information with transitional justice measures:**  
Both DDR and transitional justice initiatives engage in gathering, sharing, and disseminating information. National authorities may consider sharing information gathered through DDR with the latter process, if appropriate.

This need not necessarily include sharing information relating to particular individuals. Information about the more structural dimension of combating forces, none of which needs to be person-specific, may be very useful for transitional justice measures. Socio-economic and background data gathered from ex-combatants through DDR programmes can also be informative. Similarly, transitional justice initiatives may obtain information that is important to DDR programmes, for example on the location or operations of armed groups. DDR programmes may also accommodate procedures that include gathering information on ex-combatants accused or suspected of gross violations of international human rights law and serious violations of international humanitarian law. This could be done for example through the information management database, which is essential for tracking the DDR participants throughout the DDR process. Sharing information with truth commissions and national reparations programmes may also be important.

- **Consider developing a common approach to gathering information on children who leave armed forces and groups**

DDR programmes, UNICEF, child protection NGOs and the relevant child DDR agency in the Government often develop common individual child data forms, and even shared databases, for consistent gathering of information on children who leave the armed forces or groups. Child DDR and child protection actors may examine DDR information management databases, with appropriate consideration for issues of confidentiality, disclosure and consent, with a view on their potential value for justice or vetting purposes regarding perpetrators of child recruitment, as well as other transitional justice purposes.

- **Consider screening of human rights records of ex-combatants**

DDR programmes may include a variety of screening procedures. This included screening procedures designed to put in place measures that avoid providing benefits to known or suspected violators of human rights or international humanitarian law. At a minimum, those ex-combatants against whom judicial investigations are pending or against whom credible allegations of perpetrating violations of international human rights law or international humanitarian law have been raised should not receive benefits until these allegations are resolved.

- **Collaborate on sequencing DDR and TJ efforts**

DDR donors, administrators and transitional justice practitioners may also collaborate more effectively in terms of sequencing their efforts. Prosecutors, for instance, may inform DDR administrators of the imminent announcement of indictments of certain commanders so that there is time to prepare for the possible negative reactions. Alternatively, in some cases prosecutors may take into account the progress of the disarmament and demobilization operations when timing the announcement of their indictments. UN Staff working on DDR programmes should encourage their national interlocutors to coordinate on sequencing with truth commissions and reparations programmes.

- **Collaborate on strategies to target spoilers**

National DDR commissions (or other officials charged with DDR) and prosecutors may collaborate on prosecutorial strategies, for example focused on those most responsible for violations of international human rights and humanitarian law, that may help to remove spoilers and allow for the DDR of the combat unit or group. Such an approach requires an accompanying public information strategy that indicates a clear and transparent criminal policy.

- **Encourage ex-combatants to participate in transitional justice measures**

Ex-combatants are often simultaneously fighters, witnesses, and victims of an armed conflict. Their testimonies may be valuable for a prosecutions initiative or a truth commission. DDR programmes may encourage ex-combatant participation in transitional justice measures by offering information sessions on transitional justice during the demobilization process and working collaboratively with national actors working on transitional justice measures in their outreach to ex-combatants.

- **Consider how DDR may connect to and support legitimate locally based justice processes**

- **Consider how DDR and transitional justice measures may coordinate to support the reintegration of women associated with armed forces and groups**

- **Consider how DDR and transitional justice measures may coordinate to support the reintegration of Children Associated with Armed Forces and Groups (CAAFG)**

- **Consider how the design of the DDR programme contributes to the aims of institutional reform, including vetting processes.**

Consideration should be given to how the design of the DDR process relates to institutional reform efforts. For example, DDR programmes may coordinate with vetting procedures, providing information to ensure that ex-combatants who are responsible for gross violations of human rights or serious crimes under international law are not reintegrated into public institutions, particularly the armed forces or other national security institutions (see IDDRS 6.10 on DDR and Security Sector Reform).

## 4. Summary of key guidance on DDR and transitional justice

- ✓ DDR programmes supported by the UN should respect, ensure respect for, and implement international humanitarian and human rights law. This means protecting the rights of those who participate in DDR programmes, as well as the rights of the members of the communities who are asked to receive and integrate ex-combatants. DDR programmes that respect and

promote human rights law and international humanitarian law and hold accountable those who violate the law are likely to be perceived as more legitimate processes by both the ex-combatants who are their immediate beneficiaries and the society as a whole.

- ✓ DDR and transitional justice processes stand to benefit from a better understanding of their respective mandates, as well as more systematic and improved coordination, so as to best facilitate the successful transition from conflict to sustainable peace. Increased understanding of the potential positive and negative aspects of the relationships between DDR and transitional justice measures will provide an informed basis for future strategies that aim to minimize tensions and build on opportunities. This understanding can be facilitated by small steps such as integrating transitional justice questions into the field assessment and identifying a focal point on transitional justice.
- ✓ DDR and transitional justice represent two types of initiatives among a range of interventions that are aimed at reintegrating children associated with armed forces and groups. Children associated with armed forces or armed groups who may have been involved in the commission of crimes under international law should be considered primarily as victims, not only as perpetrators. Both DDR and transitional justice actors should work together on a strategy that takes this into account.
- ✓ Women associated with armed forces and groups are potential participants in both DDR programmes and transitional justice measures, and both are faced with the challenge of increasing and supporting the participation of women. Both DDR and transitional justice should work towards a better understanding of the motivations, roles and needs of women ex-combatants and other women associated with armed forces and groups by directly engaging women in planning for both programmes and ensuring they are adequately represented in decision-making bodies, in line with UNSC Resolution 1325 on women, peace and security.

# OG 6.30: DDR and Natural Resources

## Objectives

Through this module, DDR practitioners will be able to:

- ✓ Recognize the linkages between natural resources and DDR for conflict analysis;
- ✓ Illustrate how DDR programmes take into account and where possible respond to the risks and opportunities presented by natural resources and natural resource management; and
- ✓ Provide guidance in designing specific interventions that DDR programmes can incorporate to enhance their sustainability through natural resource management in reintegration.

## 1. Introduction

The role of natural resources in conflicts specifically implicates members of armed groups and can have a substantial effect on security and stability interventions. When well-managed, natural resources have the potential to provide for wealth, sustainable livelihoods and employment opportunities. In many cases, however, natural resources can be an underlying driver of conflict and are often used to finance conflict. DDR programmes shall examine this dynamic in order to ensure the overall sustainability of programmes and to avoid the risk of relapse into conflict. Where relevant, DDR programme managers should be aware of the risks and opportunities involved around natural resources during all stages of a DDR programme, including negotiation, assessment, planning, implementation, monitoring and evaluation. Understanding the roles and responsibilities of different groups in relation to natural resources, including women and men of different ages, is essential for addressing specific needs and grievances, as well as to tap into knowledge and skills of all groups in order to efficiently support recovery to lay the foundation for equitable and sustainable development.

However, limited natural resource capacities within a DDR programme should not discourage planners and practitioners from capitalizing on the opportunities or guidance available and seek collaboration and possible programme synergies with other partners that can bring in natural resource management expertise. In fact, limited internal capacity should prompt programmes to further engage and build partnerships with the natural resource management community, where possible, to begin to address linkages more deliberately.

**Box 6.30.1: International recognition of natural resources in post-conflict contexts**

The *UN Secretary General's 2010 Report on Peacebuilding in the Aftermath of Conflict* (A/64/866-S/2010/386) called on Member States and the United Nations system to make questions of natural resource allocation, ownership and access an integral part of peacebuilding strategies.

The *2011 Secretary General's Report on DDR* further mentions the trafficking of natural resources as one of the key threats to regional stability and recognizes natural resources as an emerging issue for DDR.

The *UN Secretary-General's 2012 Report on Peacebuilding in the Aftermath of Conflict* (A/67/499-S/2012/746) calls on United Nations entities to collaboratively leverage their respective skills and knowledge to inform natural resources management assistance...[and] calls on the private sector and peacebuilding actors.

**Figure 6.30.1: Role of natural resources in conflict**



Natural resources are implicated in conflicts in 3 main ways; i) underlying drivers of conflict, ii) financing and sustaining armed conflict, and iii) undermining peacemaking and peacebuilding. Capture of natural resources by armed groups can give them a strategic advantage within the conflict, as this enables them to assume legitimate control over a territory and to generate revenue to sustain their conflict activities.



*Understanding the role of natural resources in conflict can provide valuable information to inform DDR practitioners about the main sources that sustain the conflict and provide funds for armed groups. This information will be useful to ensure reintegration options proposed to ex-combatants are appropriate.*

## 2. Recognizing the DDR-Natural Resource Nexus

Natural resources have featured prominently in many conflicts that were followed by DDR programmes. The role of natural resources in DDR programmes can be best understood in the framework of the conflict economy. In these contexts, DDR practitioners shall also recognize the ways in which armed forces and groups are using natural resources to sustain their belligerent activities.

**Box 6.30.2: Definition of a conflict economy**

A conflict economy is described as a “*system of producing, mobilizing and allocating resources to sustain the violence*” and can involve a large number of national and international actors.

## 2.1 The conflict economy and natural resources

Conflicts often disrupt normal economic activity and government control in areas where armed groups are active. As a result, valuable natural resources, such as minerals and timber, can be exploited for the benefit of armed groups. DDR practitioners should ensure that the following issues related to natural resources in a conflict economy are taken into account during assessments:

- The relationship between areas where there is limited government control or oversight over the extraction of natural resources within its borders, and the presence of armed forces and groups;
- The presence of “lootable” natural resources (i.e. those which are easily accessible and able to be transported and sold) and the extent to which ex-combatants are involved in looting;
- Existing grievances over natural resources and derived benefits that contribute to recruitment in armed groups.

**Table 6.30.1: DDR conflict analysis: key actors and linkages to natural resources**

Principle actors in the conflict economy	Linkages with natural resources during conflict
<b>Government and national security forces</b>	<ul style="list-style-type: none"> <li>■ Selling of land, timber or mineral resources to finance the conflict; corruption within state institutions; and possible grievances over natural resource benefits between government, national security forces and civilian population;</li> </ul>
<b>Armed groups (insurgents and paramilitary)</b>	<ul style="list-style-type: none"> <li>■ Use of natural resources to finance conflict activities and arms acquisition (often controlled by high-level leaders);</li> </ul>
<b>Private sector (national, regional and international)</b>	<ul style="list-style-type: none"> <li>■ May be involved in purchasing natural resources, supplying arms or obtaining questionable concessions for natural resource exploitation;</li> </ul>
<b>Civilian populations</b>	<ul style="list-style-type: none"> <li>■ Access to valuable livelihoods resources are limited as a result of the conflict; men and women affected by conflict may become involved in illegal or unsustainable exploitation natural resources;</li> <li>■ Forced labor for extraction of natural resources.</li> </ul>

## 2.2 Armed groups and their use of natural resources

Armed forces and groups engage in conflict and use natural resources in three main ways:

1. Exploiting natural resources and trading them directly for cash or weapons;



2. Exploiting grievances over access and benefits from natural resources for recruitment purposes;
3. Using conflict as a means to claim land and ownership over natural resources from rival groups or populations.

The specific linkages between an armed group and natural resources can yield important information about their organizational structure and activities. DDR practitioners can use this information in conflict analyses to assess how to best maximize the impact of DDR programmes.


 *DDR practitioners should be aware that where natural resources are used to attract recruits and finance conflict, the organizational structure of the armed group is likely to also be characterized by less internal discipline and a higher risk for splinter groups, which could undermine the success of the DDR programme.*

Table 6.30.2: Typology for DDR: Uses of natural resources by armed groups		
Role of natural resources in conflict	Role of natural resources in armed group	DDR implication
<b>Exploitation of natural resources is a source of economic gain</b>	<ul style="list-style-type: none"> <li>■ Rent-seeking activities, including taxation of exploitation, trade (movement and sale of goods) and manipulation of market prices for natural resources;</li> <li>■ Leaders can more easily recruit those motivated by economic gains.</li> </ul>	<ul style="list-style-type: none"> <li>■ Reform of key natural resource sectors is needed to prevent continued exploitation for the benefit of potential spoilers and to provide employment opportunities for DDR participants and community members, including often excluded groups, such as women, youth and persons with disabilities;</li> <li>■ Integration of DDR with wider recovery initiatives needed, providing for alternative employment opportunities, reducing risk of (re)recruitment.</li> </ul>
<b>Underlying grievance over inequitable geographic distribution of natural resource benefits</b>	<ul style="list-style-type: none"> <li>■ Real or perceived inequities used to drive grievances that are exploited to recruit members of armed groups;</li> <li>■ Leaders may use social identities (including ethnic, religious or ideological ties) to attract recruits;</li> <li>■ Leaders maintain group organization by relying on norms and established networks.</li> </ul>	<ul style="list-style-type: none"> <li>■ Awareness, sensitization and transparency of peace process and programme “benefits” show how grievance is addressed;</li> <li>■ Chain of command can be carefully used to ensure sensitization regarding addressing grievances.</li> </ul>

<p><b>Control over natural resources (geographic or otherwise) is seen as a source of potential political gain</b></p>	<ul style="list-style-type: none"> <li>■ Control over land and other key resources contributes to legitimacy of movement and gives armed groups control over communities dependent on these resources;</li> <li>■ Land grabbing may instigate further conflict between different social groups.</li> </ul>	<ul style="list-style-type: none"> <li>■ Control of key natural resources by leaders of armed groups may influence their political reintegration;</li> <li>■ Strong rule of law and SSR components needed;</li> <li>■ Community-based approach to reintegration is essential to create visible peace dividends and social cohesion.</li> </ul>
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**Figure 6.30.2: The role of natural resources in recruitment and motivation of members of armed groups in conflict**



While conflicts may arise from a legitimate grievance, the lines between economic and sociopolitical motivations often become blurred during the course of the conflict. Armed groups recruiting opportunistic combatants, or those who are motivated primarily by the desire to acquire wealth, are also shown to have less discipline within their ranks and higher levels of violence directed towards civilians.<sup>1</sup> DDR practitioners should recognize this phenomenon and plan for how it will affect reintegration strategies.

In addition, many conflicts that originate with political and social grievances also become characterized by opportunistic exploitation and associated violence. In such scenarios, DDR practitioners *shall* identify a strategy to alter the relationship between natural resources and armed forces and in order to ensure that security and stability objectives can be achieved.

### 3. Integrating Natural Resources into DDR planning and programming

The relationship between natural resources and conflict should be addressed at each stage of a DDR process in order to ensure that the associated risks and opportunities are duly considered and addressed.

#### 3.1 Natural resources in peace negotiations

Addressing natural resources for DDR programmes should ideally begin during peace negotiations. The risk of relapse into conflict by failing to address access to natural resources by armed groups shall be noted by DDR experts present at the peace talks. Furthermore, equitable access to land and natural resources for livelihoods as part of reintegration shall also be addressed.

**Table 6.30.3: Addressing natural resources in peace negotiations**

Natural resource components of peace negotiations	Implications for DDR
<ul style="list-style-type: none"> <li>■ Ownership, control and benefit sharing arrangements;</li> <li>■ Autonomy in governance over land and natural resources;</li> <li>■ Compensation for degraded natural resources.</li> </ul>	<ul style="list-style-type: none"> <li>■ Leaders of armed groups may be less likely to instigate further conflict if they have access to wealth from natural resources under agreement;</li> <li>■ Natural resource governance may become responsibility of new leadership and have linkages with the political aspects of the reintegration of ex-combatants into civilian life;</li> <li>■ Sustainable management of natural resources can provide opportunities for rebuilding livelihoods supporting reintegration.</li> </ul>

#### 3.2 Natural resources in analysis and assessments


Natural resources should be integrated into conflict and security analyses in order to identify potential issues early on and to establish a sound basis to respond to these issues, both in terms of risks as well as opportunities for DDR processes (see Figure 6.30.3).


**Figure 6.30.3: Implications of natural resources for DDR conflict and security analysis**



Analyses should also consider gender aspects and the specific needs of certain groups, such as youth or persons with disabilities by collecting information during assessments and profiling activities. A conflict economy lens, described in Box 6.30.2, can be a useful starting point to integrate natural resources into this analysis.

Natural resources should be included in PCNA processes following a conflict. However, they should also be systematically included in Integrated Mission Planning Processes and Technical Assessment Missions, since they are often one of the underlying drivers of conflict and may be used to finance the activities of armed groups.

 *In 2013 the United Nations Development Group and the Executive Committee on Humanitarian Affairs (UNDG-ECHA) Working Group on Transitions developed guidance on natural resource management in transition settings.*

 **For more guidance on addressing natural resource issues in mission planning processes, also see *Greening the Blue Helmets: Environment, Natural Resources and UN Peacekeeping Operations* (UNEP, 2012).**

Assessments are one of the main tools through which DDR practitioners can understand the ways in which natural resources may pose risks or opportunities to the success and sustainability of their programmes. Assessment teams and planners should consider the following interventions listed in Table 6.30.4:

**Table 6.30.4: Integrating natural resources in assessments and planning**

<ul style="list-style-type: none"> <li>■ Post-conflict Needs Assessment (PCNA);</li> <li>■ Integrated Mission Planning Process (IMPP);</li> <li>■ Technical Assessment Missions (TAM);</li> <li>■ Socioeconomic Opportunities Mapping;</li> <li>■ Profiling exercises.</li> </ul>	<ul style="list-style-type: none"> <li>■ Designate focal points with relevant NRM expertise to investigate issues related to natural resources;</li> <li>■ Include natural resources in conflict analysis, mapping of future conflict hotspots for community security and arms control, and in survey areas of return;</li> <li>■ Include issues of access to land and natural resources for livelihoods, with specific attention to the ability for women and girls or youth to access and own land for mapping exercises;</li> <li>■ Include questions related to the accessibility and use of natural resources to finance conflict in profiling.</li> </ul>
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 **For more on integrating natural resources into livelihoods assessments, please see UNDP’s 2013 *Livelihoods and Economic Recovery Guide*.**

### 3.3 Natural resources in planning and design

The information gathered on the role of natural resources in the conflict, the organization of armed groups and potential opportunities for reintegration, employment and recovery should feed directly into planning and design for DDR. Specifically, the following elements in Table 6.30.5 should be considered in the planning and design phase of DDR:

**Table 6.30.5: Natural resources in DDR programme design****Programme design elements**

- Include experts on natural resources in conflict in DDR structures;
- Include questions on natural resources in profiling activities;
- Map current or potential conflicts over natural resources in areas of return and reintegration;
- Develop accountability mechanisms in monitoring and evaluation to ensure that risks and opportunities presented by natural resources are taken into account;
- Build strategic partnerships with technical organizations to support gaps in capacity for natural resource management in reintegration;
- Encourage regional, bilateral and multilateral organizations to include natural resources in their post-conflict programming;
- Encourage NDDRCs to work with Government line ministries to ensure that expertise and capacity on natural resources are efficiently used for reintegration programmes.

**3.4 Natural resources in disarmament**

In many conflicts, control over natural resources by armed groups is primarily used to finance arms and to establish control over certain territories. In order to ensure that disarmament effectively achieves its goals, DDR practitioners shall take all necessary measures to help ensure that ex-combatants will no longer continue to acquire weapons through trade in natural resources. Depending on the context, close collaboration with peacekeepers and regular armed forces may be necessary for these measures to be undertaken.



*Ensuring that the linkages between armed groups are broken and that natural resources that were used to finance the acquisition of arms are not accessible to members of armed groups is critical to the effectiveness of a disarmament programme.*

**Table 6.30.6: Risks for DDR from armed groups financing through natural resources**

International Intervention	Risk to DDR programme success
<ul style="list-style-type: none"> <li>■ Sanctions (on one or more natural resources);</li> <li>■ Mandated monitoring and enforcement of trade in natural resources by national security forces and peacekeepers;</li> <li>■ Certification of Origin for trade in natural resources (i.e., Kimberly Process for diamonds).</li> </ul>	<ul style="list-style-type: none"> <li>■ Sanction busters may continue to trade arms for natural resources with armed groups;</li> <li>■ Poor monitoring and enforcement by national security forces can lead to continued control of geographic areas by armed groups and continued risk of violence for surrounding communities, including forces labor or security threats for those who rely on access to natural resources for their livelihoods (e.g. women and girls collecting firewood or fetching water);</li> <li>■ Continuation of the conflict economy and a potential higher risk of relapse into conflict.</li> </ul>

It is important that the breaking of these linkages has strong support from the international community and the Peacekeeping Mission so that incentives for combatants to participate fully in a DDR process are not undermined. To accomplish this, DDR managers should advocate strongly for support from the international community to break the linkages between armed groups and natural resources through effective use of sanctions, monitoring of economic activities related to trade sanctions and embargoes, and/or increased capacity of peacekeeping troops to monitor sanctions and embargoes (see Table 6.30.6).

When dismantling weapons during disarmament, care should also be taken by DDR programmes to follow international environmental law during disarmament and weapons destruction ceremonies, as per the UN Report of the Secretary General on the General and complete disarmament: Observance of environmental norms in the drafting and implementation of agreements on disarmament and arms control.<sup>2</sup>



**For information on international law related to landmines and unexploded ordnances, see United Nations Convention on Certain Conventional Weapons, Protocol V on explosive remnants of war. For guidance on hazards related to disposal of weapons, see IDDRS Module 4.10 on Disarmament, page 6.**

### 3.5 Natural resources in demobilization and reinsertion

During the demobilization and reinsertion process, opportunities to increase access to natural resources for livelihoods and reintegration should be incorporated into programming. Risks of relapse into conflict through access by armed groups to natural resources for financing weapons is high at this stage.

Where cantonment camps are used during demobilization, the UNHCR Guidelines for environmental management should be followed.<sup>3</sup> These provide clear guidance for ensuring that health and safety concerns related to the environment and natural resources are duly incorporated into site design and implementation. Important elements to consider include:

- Sanitation and disposal of waste (including special provisions to provide for separation for privacy and safety of women);
- Provisioning of safe drinking water (including for nearby communities so as to avoid conflicts);
- Provision of alternative energies to fuel wood to ensure that biomass resources are not overharvested and that competition with local populations is not instigated;
- Take into account land ownership when selecting a location for disarmament and demobilization camps to avoid potential conflicts.

Following the above elements and the UNHCR Guidelines will ensure that the land used for the camps will not be degraded and can be used productively by the local population afterwards. Installing more permanent camp infrastructures *may* be used to also provide development benefits and peace dividends

for the surrounding community. If this option is followed, the camps can also be constructed and maintained through labor-intensive quick impact projects and subsequent training in maintenance of the facilities for ex-combatants and community members.



 **See the UNHCR Environmental Guidelines and environmental management documents for further guidance on environmentally responsible camp management.**

Table 6.30.7 illustrates ways that natural resources can be used during demobilization and reinsertion as part of emergency employment projects:

**Table 6.30.7: Natural resources in emergency employment projects as part of reinsertion**

Approach	Sector
<ul style="list-style-type: none"> <li>Target infrastructure that supports efficient use of natural resources for health and safety;</li> </ul>	<ul style="list-style-type: none"> <li>Sanitation;</li> <li>Waste management;</li> <li>Water provisioning and purification.</li> </ul>
<ul style="list-style-type: none"> <li>Improve infrastructure to increase the opportunities to make more effective use of natural resources for livelihoods;</li> </ul>	<ul style="list-style-type: none"> <li>Irrigation canals;</li> <li>Establishment of markets and trading areas;</li> <li>Transportation and communication infrastructure for better information sharing.</li> </ul>
<ul style="list-style-type: none"> <li>Engage in projects to rehabilitate key ecosystems that are crucial to livelihoods and disaster risk reduction.</li> </ul>	<ul style="list-style-type: none"> <li>Reforestation (especially slopes, reducing risk of erosion);</li> <li>Rehabilitation of wetlands, mangroves and riverine areas;</li> <li>De-mining of agricultural and forest areas;</li> <li>Reclamation of mining areas;</li> <li>Restoration of areas degraded by contamination of chemicals, hydrocarbons or other pollutants.</li> </ul>

 **For further guidance, please refer to the UNDP Guidance Notes on Community Infrastructure, Debris Management and Emergency Employment and Enterprise Recovery.**

### 3.6 Natural resources in reintegration

In most countries, numerous reintegration opportunities will involve natural resources, including in sectors such as agriculture, forestry, agroforestry, fisheries, mining, energy and trade in non-timber forest products. Supporting sustainable livelihoods in these sectors is challenging in post-conflict contexts,

but may be more easily achieved if key issues linked to the role of the natural resources in conflict are addressed.

Some of the key issues that DDR practitioners should consider in order to ensure that natural resource-related risks and opportunities are taken into account when planning for and designing reintegration programmes, include:

- Understanding the rights and access to land and other assets for men and women of different age groups and incorporate appropriate safeguards when planning reintegration activities in order to support rights and access for excluded groups;
- Targeting employment opportunities in key natural resource sectors, such as forestry, sustainable agriculture, water management, etc. (See Table 6.30.8);
- Integrating natural resource management issues in vocational training, including local, renewable energy generation, water and sanitation services, recycling, forestry, etc.;
- Promoting efficiency and development of value chains of products derived from natural resources and biodiversity.

**Box 6.30.3: The European Union and United Nations Partnership on Natural Resources and Conflict Prevention (EU-UN Partnership)**

Since 2008, the EU has worked with the UN Framework Team on Preventive Action to develop toolkits and guidance for preventing and managing land and natural resources conflict. UN and related entities involved in the partnership with the EU include UNEP, UNDP, DPA, DESA, UN Habitat, IOM and PBSO.

To date, the partnership has resulted in six guidance notes on (i) land and conflict, (ii) extractive industries, (iii) renewable resources and conflict, (iv) strengthening capacities for natural resource management, (v) conflict prevention in resource rich economies, (vi) capacity inventory for natural resource management, available here: <http://www.un.org/en/land-natural-resources-conflict/>

Table 6.30.8 provides a summary of economic and social reintegration opportunities in natural resource management sectors that can be used in DDR programmes:

**Table 6.30.8: Social and economic reintegration opportunities in natural resource management**

Natural Resource Sector	Economic Reintegration Opportunities	Social Reintegration Opportunities
<b>Infrastructure, Ecosystem Rehabilitation and Water/ Sanitation</b>	<ul style="list-style-type: none"> <li>■ Rehabilitate disaster-sensitive infrastructure through labor-intensive employment in public works (irrigation, roads, water and sanitation, energy);</li> </ul>	<ul style="list-style-type: none"> <li>■ Target groups work alongside community members and are engaged in meaningful work;</li> <li>■ Improve community relations and fostering self-confidence in social relations;</li> <li>■ Services provided for the community;</li> </ul>



<b>Infrastructure, Ecosystem Rehabilitation and Water/ Sanitation (continued)</b>	<ul style="list-style-type: none"> <li>Waste management collection, including small enterprises for recycling specifically for urban areas.</li> </ul>	<ul style="list-style-type: none"> <li>Increase opportunities to build small enterprises and work with recycled materials;</li> <li>Potential for cooperation between different water user groups is high if well managed.</li> </ul>
<b>Ecosystem and protected area management</b>	<ul style="list-style-type: none"> <li>Community rangers for forest and wildlife management in protected areas.</li> </ul>	<ul style="list-style-type: none"> <li>Target groups build community trust by providing direct services for communities to better manage resources and reduce human-wildlife conflict.</li> </ul>
<b>BioTrade and natural resource-based value chain development</b>	<ul style="list-style-type: none"> <li>Production, processing and/or selling of natural resource-based products (wild or cultivated) through a value-chain approach and micro-enterprise support.</li> </ul>	<ul style="list-style-type: none"> <li>Target groups are linked and cooperate through a market-based value chain;</li> <li>Enterprise development supports them in forming a new identify as a business person/trader;</li> <li>Within value chains, appropriate opportunities can be identified for all participants in consideration of gendered division of labor and gender-related norms.</li> </ul>
<b>Agriculture</b>	<ul style="list-style-type: none"> <li>Support capacity for disaster risk-sensitive &amp; biodynamic agriculture that requires fewer capital inputs;</li> <li>Target high-demand commodities important for food security, local markets and export.</li> </ul>	<ul style="list-style-type: none"> <li>Faith in good governance is restored by effective government extension services;</li> <li>Access to capital and business training for all participant groups, with special consideration for women and youth;</li> <li>Employment possibilities in the rural farm/non-farm sectors.</li> </ul>
<b>Mining</b>	<ul style="list-style-type: none"> <li>Formation of artisanal miner and trader cooperatives;</li> <li>Support for secondary economies around mining sites (hospitality and services industry).</li> </ul>	<ul style="list-style-type: none"> <li>Confidence in effective governance of the mining sector;</li> <li>Support for improved working conditions and income generating opportunities.</li> </ul>
<b>Forestry</b>	<ul style="list-style-type: none"> <li>Restoration of forest ecosystems to promote healthy ecosystem services for eventual ecotourism potential;</li> <li>Development of agro-forestry systems to produce forest products to national and international markets (timber and non-timber products).</li> </ul>	<ul style="list-style-type: none"> <li>Communities and former members of armed forces and groups who live in forested areas are supported to develop sustainable livelihoods;</li> <li>Gender-specific support needs for men, women and youth can be identified using a value chain approach.</li> </ul>
<b>Fisheries</b>	<ul style="list-style-type: none"> <li>Fisheries management organizations and cooperatives formed to promote efficient management and marketing of catch and ensure sustainability of the resource.</li> </ul>	<ul style="list-style-type: none"> <li>Improved catch and market value realized from improved management of fisheries resources;</li> <li>Value chain approach identifies employment roles for both women and men, with processing and support creation of small enterprises creating new employment opportunities.</li> </ul>

Access and rights to land is often one of the most important factors in reintegration. Land has social, cultural and economic significance and is shown to be a key determinant for ex-combatants to be able to return to their communities or to establish livelihoods in new areas. Moreover, conflicts over land are extremely common in conflict-affected settings and often implicate ex-combatants. Table 6.30.9 provides guidance for addressing access to land in reintegration programmes:

**Table 6.30.9: Addressing land in reintegration programmes**

- Working through village-level leaders to allocate access to community-owned land;
- Ensuring access to land by women, youth and other groups that otherwise would be excluded (e.g. through specific allocations or establishment of cooperatives);
- Providing access to legal services and further information around land rights and access;
- Designating certain areas as “un-objectionable” for squatters’ rights;
- Arrangements that give squatters rights to any property or investment made on government-owned or un-claimed land.

Many DDR programmes already use natural resources in the reintegration of former fighters and associated groups. Without recognizing the potential risks and adopting adequate safeguards, either within the DDR programme or through partners, reintegration programmes could have negative impacts on natural resources and peacebuilding processes. Table 6.30.10 outlines many of these risks and potential safeguard measures that can be put in place to mitigate them:

**Table 6.30.10: Risks and safeguards for reintegration in natural resource management**

Natural resource sector	Risk	Safeguard
<b>Land</b>	<ul style="list-style-type: none"> <li>■ Lack of access to land;</li> <li>■ Weak tenure rights;</li> <li>■ Conflicts over land and tenure rights;</li> <li>■ Lack of access to productive capital.</li> </ul>	<ul style="list-style-type: none"> <li>■ Document access to land in profiling;</li> <li>■ Identify existing grievances over land and refer to appropriate authority;</li> <li>■ Link with appropriate support programmes for women who lack access to land.</li> </ul>
<b>Agriculture</b>	<ul style="list-style-type: none"> <li>■ Inappropriate species used for agriculture;</li> <li>■ Lack of extension services, inputs and credits;</li> </ul>	<ul style="list-style-type: none"> <li>■ Define clear access points for livestock;</li> <li>■ Coordinate with extension services to ensure access to appropriate inputs is guaranteed;</li> </ul>

<b>Agriculture (continued)</b>	<ul style="list-style-type: none"> <li>■ Lack of access to markets;</li> <li>■ Unclear tenure over grazing lands and water points.</li> </ul>	<ul style="list-style-type: none"> <li>■ Review all species used by a local biologist/ecologist;</li> <li>■ Link with microfinance initiatives and focus on restoring markets through infrastructure projects.</li> </ul>
<b>Fisheries</b>	<ul style="list-style-type: none"> <li>■ Over exploitation of stock;</li> <li>■ Competition over access;</li> <li>■ Lack of access by women and other vulnerable groups;</li> <li>■ Lack of access to capital to improve the processing and storage of catch.</li> </ul>	<ul style="list-style-type: none"> <li>■ Establishment of clear fishing zones and rights;</li> <li>■ Support for the establishment or revitalization of organizational system to track and manage catch quantities;</li> <li>■ If appropriate, support the establishment of cooperatives for fishermen and for women working in the processing and transformation of catch;</li> <li>■ Support the revitalization of markets for selling.</li> </ul>
<b>Forestry</b>	<ul style="list-style-type: none"> <li>■ Exploitation and illegal sale by armed groups or criminal gangs;</li> <li>■ Over-harvesting and unsustainable exploitation;</li> <li>■ Land tenure conflicts and rights to forest areas;</li> <li>■ Lack of access to forests for essential materials (i.e. fuel wood and medicinal plants).</li> </ul>	<ul style="list-style-type: none"> <li>■ Work with the Ministry of Forestry to link with any established community forest management committees;</li> <li>■ Determine potential conflicts over forest resources during profiling;</li> <li>■ Determine essential needs in terms of forest resources during profiling;</li> <li>■ Support forest patrols to discourage illegal logging;</li> <li>■ Work with local authorities to determine needs and access rights for women and other vulnerable groups.</li> </ul>
<b>Mining</b>	<ul style="list-style-type: none"> <li>■ Occupation and control by armed groups;</li> <li>■ Extortion and forced labor of local populations;</li> <li>■ Lack of access to legal markets;</li> <li>■ Lack of regulatory mechanisms to guarantee efficient functioning of points of sale.</li> </ul>	<ul style="list-style-type: none"> <li>■ Request for protection of mining areas by peacekeeping troops or local security sector where possible and appropriate;</li> <li>■ Collaboration with human rights units in government and peacekeeping missions where possible to track and document any human rights abuses occurring in mines;</li> <li>■ Support the establishment of legal, transparent points of sale around mines.</li> </ul>

Reintegration programmes are an essential part of the peacebuilding process, as well as for wider recovery and sustainable development. Natural resources shall be incorporated into reintegration programmes, including related processes such as community security, social cohesion and community recovery initiatives in order to improve opportunities for dialogue, cooperation and shared use of livelihoods resources.

In addition to their economic benefits, natural resources can play an important role in supporting successful social reintegration and reconciliation by encouraging both individual and community participation in natural resource management and ensuring access to grievance and dispute-resolution mechanisms, respectively.

#### **Box 6.30.4: The role of natural resources in reconciliation and peacebuilding**

- Natural resources can serve as a platform for dialogue to encourage communication between different communities and ethnic groups;
- Equitable benefit sharing of natural resources is critical to demonstrating peace dividends amongst the population and supporting sustainable development;
- Transparency and accountability in natural resource allocation is necessary to ensure good natural resource governance and opportunities for involvement by communities.

## 4. Linking DDR to wider recovery through natural resource management

Recovery efforts will focus on building capacities to achieve good governance, revitalize economies and promote social cohesion for peacebuilding. Ensuring the sound management of natural resources and promoting their use for development is essential to this process and should be incorporated into DDR programmes. Moreover, ensuring that there is equitable access to resources and benefits is essential to avoiding relapses into conflict. Natural resource management activities can also tap into the specific skills and knowledge of women and men, since they typically have very different roles and division of labor in societies. Box 6.30.5 outlines some of the key guidance for achieving this:

#### **Box 6.30.5: Key guidelines on linking DDR and recovery through natural resource management**

- Include DDR participants and beneficiaries in wider employment initiatives that focus on natural resource sectors, including agriculture, processing of natural resources, forestry, sanitation and water provisioning amongst others;
- DDR practitioners can support training and employment opportunities in sectors listed in Poverty Reduction Strategy Papers, the UNDAF and other relevant national policy documents;
- DDR programmes can link with organizations specializing in natural resource management as implementing partners to ensure that natural resources are used in sustainable ways to benefit livelihoods;
- Participate in all working groups and meetings on recovery to ensure that activities are targeted in areas with high numbers of ex-combatants or other areas where security is fragile;
- Integrate reintegration support with community security initiatives that will promote peaceful resolution of conflicts over natural resources.

DDR programmes should also pay close attention to security sector reform (SSR) programmes where natural resources have been exploited by members of armed groups or where they are at risk of being exploited. IDDRS Module 6.10 on DDR and SSR provides further guidance on this.

## 5. Natural resources in monitoring and evaluation (M&E)

Natural resources may be included in M&E work by ensuring that:

- DDR programme staff and evaluators are familiar with natural resource issues related to conflict and peacebuilding opportunities;
- DDR programme staff and evaluators understand the role of natural resources in reintegration, economic recovery and livelihoods of different groups, such as women and men of different age groups;
- Adequate financial resources are available for training DDR programme staff on natural resources in conflict and post-conflict settings;
- Terms of reference of DDR officers clearly state responsibilities related to natural resources;
- Evaluation reports make specific recommendations to improve the incorporation of risks and opportunities related to natural resources in DDR programmes.

When carrying out M&E, programme staff and evaluators should determine if DDR programmes are:

- Including natural resources into conflict analyses, assessments, programme planning and implementation of DDR;
- Linking reintegration support in natural resource management to wider recovery and poverty reduction initiatives in a manner that support the active participation of all stakeholder groups, including women, youth or people with disabilities;
- Adopt safeguards for reintegration programmes that use natural resources (see Table 6.30.10).

## 6. Specific needs groups

In order to appropriately address the needs of all DDR programme participants and beneficiaries, a thorough analysis of groups with specific needs in natural resource management should be carried out as part of the general DDR assessments and these considerations should then be mainstreamed throughout programme design and implementation. Specific needs groups often include women and girls, youth and persons with disabilities, but other vulnerabilities might also exist in different DDR contexts.

**Women:** Women and girls often directly manage communal natural resources for their livelihoods and provide for the food security of their families (e.g. through direct cultivation of the land, collection of water, fodder, herbs, firewood, etc.). However, women often lack tenure or official rights to the natural resources they depend on. To assist women's reintegration processes through natural resource management, DDR practitioners should pay special attention to ensuring that women are able to access natural resources especially in situations where this is restricted due to lack of support from a male relative.

DDR practitioners should particularly take into account dependence of women on natural resources for their livelihoods and ensure that employment opportunities and necessary skills training are available for women in natural resource sectors, including non-traditional female jobs. Moreover, DDR practitioners must ensure that women are part of any decision making processes related to natural resources and that their voices are heard in planning and prioritization of policy or programmatic decisions from the beginning.



**See IDDRS module 5.10 on Women, Gender and DDR for further guidance.**

**Youth:** Youth are one of the most important target groups for reintegration, since they may easily be at risk for re-recruitment and often have lost years of education and skills-building due to conflict. Youth can be targeted as leaders through training programmes to further disseminate best practices and skills for improving the use of natural resources in reintegration programmes. When targeting youth, efforts should be made to ensure that both male and female youth are equally engaged in reintegration programming, especially since there are broader peace dividends to be gained by providing support to female youth through increased nutrition rates of their dependants and communities at large, as well as increased educational enrollment rates.

In following a value chain approach with agricultural products, non-timber forest products or fisheries, DDR practitioners should seek to identify processing stages that can be completed by youth with little work experience or skills. Habitat and ecosystem services restoration can also offer opportunities to young people.



**See IDDRS module 5.20 on Youth and DDR.**

**Persons with disabilities:** Participants with disabilities should have access and be supported to participate productively in reintegration opportunities in natural resource sectors. This requires clear identification of specific needs to be addressed and barriers that might prevent their participation in reintegration opportunities in the different natural resource sectors. Interventions should be undertaken in collaboration with national authorities and organizations within the framework of community-based rehabilitation and as part of comprehensive public health approaches.



**For further information on women and natural resources in peace-building contexts, see the UNEP-UN Women-PBSO-UNDP joint policy report released in 2013 entitled: Women and Natural Resources: Unlocking the Peacebuilding Potential.**

## 7. Summary

- ✓ DDR practitioners should be able to recognize the role of natural resources in conflict and the structure of armed groups in order to ensure that associated security risks and opportunities are taken into account in programme design;
- ✓ Where relevant, natural resources shall be mainstreamed into DDR as early as during peace talks, as well as throughout assessments, planning, programming and implementation, with careful consideration of risks and mitigating safeguards;
- ✓ Access to natural resources is important for achieving sustainable reintegration, livelihoods and recovery, especially for women, youth and other groups with specific needs;
- ✓ Equitable distribution of natural resources and the derived benefits can support peacebuilding processes and reintegration overall;
- ✓ Training and resources should be accessible to DDR programme staff to ensure that they are able to incorporate natural resources into programming with national and local level stakeholders.





# Endnotes

## Acknowledgements

- 1 The IAWG – DDR is composed of the following UN agencies, funds, departments and programmes: Department for Disarmament Affairs (DDA), Department of Peacekeeping Operations (DPKO), Department of Political Affairs (DPA), Department of Public Information (DPI), International Labour Organization (ILO), the Joint United Nations Programme on HIV/AIDS (UNAIDS), United Nations Children’s Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Development Fund for Women (UNIFEM), United Nations Institute for Disarmament Research (UNIDIR), United Nations Population Fund (UNFPA), United Nations High Commissioner for Refugees (UNHCR), World Food Programme (WFP), World Health Organization (WHO); and the International Organization for Migration (IOM).

## Introduction

- 1 The terms ‘information’ and ‘sensitization’ are more commonly used by DDR practitioners when referring to ‘public information and strategic communication in support of DDR’. These more familiar terms are used in the OG.
- 2 The OG uses the term ‘peacekeeping operations or missions’ rather than ‘peace support operations’ because ‘peacekeeping operations or missions’ is more commonly used within the UN and among DDR practitioners. This does not mean that the integrated DDR standards are not applicable to other operations that might fall under the general term ‘peacekeeping’. The IDDRS and OG are applicable for DDR in both ‘peacekeeping’ and ‘non-peacekeeping contexts’.
- 3 The IAWG – DDR is composed of the following UN agencies, funds, departments and programmes: Department for Disarmament Affairs (DDA), Department of Peacekeeping Operations (DPKO), Department of Political Affairs (DPA), Department of Public Information (DPI), International Labour Organization (ILO), the Joint United Nations Programme on HIV/AIDS (UNAIDS), United Nations Children’s Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Development Fund for Women (UNIFEM), United Nations Institute for Disarmament Research (UNIDIR), United Nations Population Fund (UNFPA), United Nations High Commissioner for Refugees (UNHCR), World Food Programme (WFP), World Health Organization (WHO); and the International Organization for Migration (IOM).
- 4 As of 2006, a consortium of training institutions – the Integrated DDR Training Group – have been using the IDDRS as the basis for all the training programmes they provide. Their training course schedule can be found at <http://www.unddr.org>.
- 5 The International Standardization Organization (ISO) is a global network that identifies what international standards are required by business, government and society, develops them in partnership with the sectors that will use them, adopts them by transparent procedures based on national input and delivers them worldwide. ISO standards specify the requirements for products, services, processes, materials and systems, and for good conformity assessment, managerial and organizational practice (<http://www.iso.org>).

## **OG 2.20: Post-conflict Stabilization, Peace-building and Recovery Frameworks**

- 1 The OG uses 'cantonment' as the preferred term to refer to the housing of large groups in permanent/semi-permanent campsites, but 'encampment' and 'assembly' are also often used interchangeably among the DDR community.

## **OG 3.20: DDR Programme Design**

- 1 The IAWG – DDR will produce a standard assessment tool in 2007.
- 2 The terms 'information' and 'sensitization' are more commonly used by DDR practitioners when referring to 'public information and strategic communication in support of DDR'. These more familiar terms are used in the OG.

## **OG 3.40: Mission and Programme Support for DDR**

- 1 Unless otherwise specified, guidelines in this section refer to logistics issues under direct management of the Department of Peacekeeping Operations (DPKO), or funded through assessed contributions to a peacekeeping budget. Other UN agencies, funds and programmes will in most cases need to comply with their own rules and procedures.

## **OG 3.41: Finance and Budgeting**

- 1 The Organization for Economic Cooperation and Development (OECD)/Development Assistance Committee (DAC) High Level Meeting of Ministers and Heads of Aid Agencies on 3 March 2005 achieved consensus on considering as ODA technical cooperation and civilian support for six items: (1) management of security expenditure; (2) increasing civil society's role in the security system; (3) supporting legislation for preventing the recruitment of child soldiers; (4) improving democratic control and civilian control of the security system; (5) civilian activities for peace-building, conflict prevention and conflict resolution; and (6) controlling, preventing and reducing the proliferation (spread) of SALW. Further information on the agreed texts can be found on the DAC Web site at <http://www.oecd.org/dac>.

## **OG 4.10: Disarmament**

- 1 The South Eastern Europe Regional Micro-Disarmament Standards/Guidelines (SEE RMDS/G) reflect the development of operational procedures, practices and norms in the area of small arms and light weapons (SALW) in the South Eastern and Eastern Europe region. They have been developed to encourage the sponsors and managers of SALW control programmes and projects to achieve and demonstrate agreed levels of effectiveness and safety.
- 2 The International Mine Action Standards (IMAS) are the standards in force for all UN mine action operations. The IMAS have been endorsed by the UN Inter-Agency Coordination Group on Mine Action on 26 September 2001. However, they are continuously updated as changes are made to standards that have already been issued and new standards are completed and approved.

## **OG 4.20: Demobilization**

- 1 The OG uses 'cantonment' as the preferred term to refer to the housing of large groups in semi-permanent demobilization sites, but 'encampment' and 'assembly' are also often used interchangeably among the DDR community.

## **OG 4.60: Public Information and Strategic Communication in Support of DDR**

- 1 The terms 'information' and 'sensitization' are more commonly used by DDR practitioners when referring to 'public information and strategic communication in support of DDR'. These more familiar terms are used in the OG.

## **OG 5.30: Children and DDR**

- 1 A technical meeting held on 17–18 October 2006 gathered technical experts from NGOs, UN, representatives from affected countries and donor governments to review the Cape Town Principles agreed in 1997. The new provisional definition agreed at that meeting is the following: "The term '**child recruited or used by an armed force or armed group**' refers to any person who has been recruited or used as a fighter, cook, porter, messenger, spy and for sexual purposes". A new definition, either this or a similar one, will be endorsed by participants once the review process is completed. This process will culminate in a meeting of Governments in February 2007.
- 2 The 1967 International Covenant on Civil and Political Rights, the 1995 UN Standard Minimum Rules for the Administration of Juvenile Justice, and the 1990 UN Rules for the Protection of Juveniles Deprived of their Liberty.

## **OG 6.30: DDR and Natural Resources**

- 1 Weinstein, J. (2007). *Inside Rebellion: The Politics of Insurgent Violence*. Cambridge University Press: New York.
- 2 UN. (2001). Report of the Secretary General on the *General and complete disarmament: observance of environmental norms in the drafting and implementation of agreements on disarmament and arms control*, A/56/165.
- 3 UNHCR. (2005). *Environmental Guidelines*. United Nations High Commissioner for Refugees: Geneva.



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#### Cover images

Top photo: Demobilization in Ituri, Democratic Republic of the Congo (DRC), part of the UNDP-supported Disarmament and Community Reinsertion Programme.

Gustavo Gonzalez © UNDP

Bottom photo: Reintegration support to demobilized combatants in Ituri, DRC, also part of the above programme.

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