

2.10 The UN Approach to DDR

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NOTE

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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2.10 The UN Approach to DDR

Summary

Integrated disarmament, demobilization and reintegration (DDR) is part of the United Nations (UN) system's multidimensional approach to post-conflict peace-building and reconstruction. It is based on a set of principles for planning and implementing integrated DDR processes and concrete mechanisms to guarantee coordination and synergy in these processes among all UN actors. The integrated DDR standards (IDDRS) contained in this document are a record of the UN's knowledge in this field. They show how DDR can contribute to building security, reconstructing the social fabric and developing human capacity, resulting in the establishment of a sustainable, long-term peace-building capacity that continues to function once a UN mission comes to an end.

In the UN, integrated DDR is delivered with the cooperation of agencies, programmes, funds and peacekeeping missions. In a country in which it is implemented, there is a focus on capacity-building at both government and local levels to encourage sustainable national ownership of DDR processes, among other peace-building measures.

Integrated DDR programme strategies are characterized by flexibility, including in funding structures, in order to be able to adapt quickly to the dynamic and often volatile post-conflict environment. The elements of DDR, in whatever combination they are used, are synchronized through integrated coordination mechanisms and carefully monitored and evaluated to improve programmes.

There are certain preconditions for DDR to take place, including: the signing of a negotiated peace agreement that provides a legal framework for DDR; trust in the peace process; willingness of the parties to the conflict to engage in DDR; and a minimum guarantee of security. To increase security, reducing the number of weapons in circulation remains a central goal of DDR. Disarmament and weapons control is, however, just one element in responding to and addressing the reasons for a conflict and the needs of those who participated in it. Integrated DDR places great emphasis on the long-term humanitarian and developmental impact of sustainable reintegration processes and the effects these have in consolidating long-lasting peace and security.

Reintegration is designed to respond to the different needs of five groups:

- male and female adult combatants;
- children associated with armed forces and groups;
- those working in non-combat roles (including women);
- ex-combatants with disabilities and chronic illnesses; and
- dependants.

This requires a thorough understanding of the causes of the conflict in order to design more responsive reintegration packages that deal with the needs of these groups. Attention should be given to both individual beneficiaries and their communities, both of which are recognized as stakeholders in reintegration and ongoing reconstruction efforts.

As far as its essential defining characteristics are concerned, UN-supported DDR aims to be people-centred; flexible, accountable and transparent; nationally owned; integrated; and well planned.

1. Module scope and objectives

This module defines the reasons behind and mandate for integrated DDR, establishes how the UN sees DDR, defines the elements that make up DDR as agreed by the UN General Assembly, explores some of the key strategies used in DDR programmes and defines the UN approach to DDR, which is:

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

Annex B provides an overview of the UN's mandate and the international legal documents that define how DDR programmes normally operate. Individual DDR modules will explain this outline more fully.

2. Terms, definitions and abbreviations

Annex A contains a list of abbreviations used in the standard laid down in this standard. A complete glossary of all the terms, definitions and abbreviations used in the IDDRS series is given in IDDRS 1.20.

In the IDDRS series, the words 'shall', 'should' and 'may' are used to indicate the intended degree of compliance with the standards laid down. This use is consistent with the language used in the International Organization for Standardization (ISO) standards and guidelines:

- a) 'shall' is used to indicated 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."

3. Introduction: The rationale and mandate for integrated DDR

The Brahimi Report (A/55/305; S/2000/809) of August 2000 stresses the importance of all UN agencies, funds and programmes working with or taking part in UN peace operations working towards the same goal. Because DDR is a multidimensional process that draws on the expertise of a number of actors to support field operations, an integrated approach is vital to ensure that these actors and processes are working in harmony and toward the same end. This in turn requires good, comprehensive and coordinated concepts, policies, structures and processes to guide and implement integrated operations.

This section explains the reasons behind integrated DDR. It draws on the recommendations from operational and post-operational reports from various missions and programmes

over the course of almost 15 years, as well as current learning from reviews of and research on recent and ongoing operations. The findings and conclusions presented here are intended to confirm — but also to challenge — existing conventions about DDR.

As a part of the formal peace-building process in countries emerging from armed conflict, the DDR of armed combatants from both State and non-State armed forces and groups can help establish a climate of confidence and security, which is necessary for recovery activities to begin. The establishment of a DDR process is usually agreed to and defined within a ceasefire, the ending of hostilities or a comprehensive peace agreement. This provides the legally binding political, policy, operational and legal framework for the process. Yet in many post-conflict situations, the parties who have agreed to a ceasefire or peace agreement neither trust each other nor have the capacity to design, plan and implement DDR. A third party such as the UN is therefore often called on to act as a broker to the peace agreement and to provide assistance for the planning and implementation of peace-building processes such as DDR.

Disarmament and demobilization, followed by the long-term reintegration of ex-combatants into civilian life, help to deal with the post-conflict security problems by providing ex-combatants with an alternative to the ways of making a living (livelihoods) and military support networks that they may have relied upon during the conflict, but which are no longer relevant in peacetime. Yet DDR alone cannot resolve conflict or prevent violence; it can, however, help establish a secure environment so that other elements of a peace-building strategy, including weapons management, security sector reform (SSR), elections and rule of law reform, can proceed.

The UN sees DDR as an early step in a series of peace-building processes. DDR focuses on the immediate management of people previously associated with armed forces and groups; lays the groundwork for safeguarding and sustaining the communities in which these individuals can live as law-abiding citizens; and builds national capacity for long-term peace, security and development.

DDR alone cannot resolve conflict or prevent violence; it can, however, help establish a secure environment so that other elements of a peace-building strategy, including weapons management, security sector reform, elections and rule of law reform, can proceed.

4. DDR within multidimensional UN peacekeeping

As part of its peacekeeping work, the UN has been involved in DDR processes for over 15 years, amassing considerable experience and knowledge of the coordination, design, implementation, financing and monitoring of DDR programmes. Integrated DDR originates from various parts of the UN's core mandate, as set out in the Charter of the UN, particularly the areas of peace and security, economic and social development, human rights, and humanitarian support. UN departments, agencies, programmes and funds are uniquely able to support integrated DDR processes within multidimensional peacekeeping operations, providing such operations with breadth of scope, neutrality, impartiality and capacity-building through the sharing of technical DDR skills. Annex B provides an overview of the UN's mandate and the international legal documents that define how DDR programmes normally operate within a peacekeeping context.

DDR should also be linked to broader SSR, including judicial, police and military restructuring.

4.1. The concept of DDR

The aim of the DDR process is to contribute to security and stability in post-conflict situations so that recovery and development can begin. The DDR of ex-combatants is a complex process, with political, military, security, humanitarian and socio-economic dimensions. It aims to deal with the post-conflict security problem that results from ex-combatants being left without livelihoods or support networks, other than their former comrades, during the critical transition period from conflict to peace and development. This view of DDR has several important policy and operational implications:

- DDR is only one of many post-conflict stabilization interventions. It shall therefore be planned and closely coordinated as part of the other broader political and reconstruction efforts that are taking place at the same time;
- DDR processes should deal very thoroughly with all aspects of disarmament and weapons control and management. While a DDR programme is focused on the immediate stabilization of the situation in a country through a disarmament process, longer-term stability can only be achieved through responsible and carefully thought out arms management programmes;
- DDR programmes should support the process of turning combatants into productive citizens. This process starts in the demobilization phase, during which the structures of armed forces and groups are broken down and combatants formally acquire civilian status;
- DDR programmes are designed to achieve sustainable reintegration. On their own, DDR programmes cannot do this. Therefore, DDR shall be linked with the broader processes of national reconstruction and development;
- The ultimate aim of DDR programmes is to prevent a return to violent conflict, i.e., to make peace irreversible. To achieve this, DDR programmes shall encourage trust and confidence and deal with the root causes of conflict;
- DDR is a flexible process that shall be adapted to the unique needs of a particular country (and region). Depending on circumstances, not all of its aspects may be employed in a particular situation, and they may not be carried out in the same order during each operation;
- Finally, the UN shall use the concept and abbreviation 'DDR' as a comprehensive term that includes related activities, such as repatriation, rehabilitation, reconciliation and so on, that aim to achieve reintegration. These activities should therefore be made a part of the overall concept and planning of reintegration processes, where necessary.

4.2. Elements of DDR

The Secretary-General in his May 2005 note to the General Assembly (A/C.5/59/31) defines the elements of DDR as set out in the box below. These definitions are also used for drawing up budgets where UN Member States have agreed to fund the disarmament and demobilization (including reinsertion) phases of DDR from the peacekeeping assessed budget.

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.

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.

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 short-term material and/or financial assistance to meet immediate needs, and can last up to one year.

REINTEGRATION

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.

4.3. DDR strategies

In order to achieve DDR, the UN may employ or support a variety of DDR strategies adapted to suit each context. These may include:

- *Short- and long-term disarmament strategies:* The removal of weapons from combatants is only one aspect of disarmament within DDR. A broad range of short- and long-term activities should accompany this process, including: community-based weapons collection and control programmes; weapons destruction; the (re-)establishment of domestic legal systems to control weapons possession, regulate local weapons production industries, and manage the supply and transportation of weapons; and securing State stockpiles to prevent leakage of arms into society. External measures such as international and regional small arms and light weapons conventions and arms embargoes must be used to devise cooperative regional strategies to control the flow of illicit weapons across borders;
- *Disarmament of ex-combatants:* This is central to creating a secure environment, but it is important not to place undue emphasis on short-term results, such as the quantity of weapons collected or numbers of ex-combatants demobilized. In the past, however, a gap in the operational, programmatic and funding activities divided these two processes from longer-term reintegration plans. The result was frustration and renewed violence among idle, unsupported ex-combatants waiting for the reintegration process to start. Rapid and large-scale disarmament may therefore have negative longer-term consequences for a peace process if reintegration activities do not start immediately;
- *Regulating supply:* While regulating the supply of weapons in circulation is the first step in establishing a comprehensive and effective weapons control programme, it is

also necessary to deal with the fact that people feel they need to own weapons and to reduce demand for such weapons. In order to reduce demand for weapons, DDR programmes should try to understand and deal with the underlying causes of a conflict;

- *Targeted military operations*: If mandated by the Security Council, UN peacekeeping forces can pressurize armed forces and groups into disarming voluntarily through military operations aimed at achieving specific results. Such operations aim to break the hold of armed forces and groups and weaken their structures. They may involve the establishment of UN-enforced weapons-free zones, or cordon-and-search operations to confiscate arms caches;
- *Comprehensive reintegration*: Sustainable reintegration has political, economic and social dimensions, all of which should be included in the overall DDR process. Politically, systems should be established that allow citizens and concerned parties to have their political grievances dealt with through legitimate channels rather than by taking up arms. Such systems should also encourage long-term reconciliation and reconstruction. Political renewal may include creating transitional justice mechanisms such as a truth commission, formal reconciliation measures, writing a new constitution, forming new political parties, holding elections, and building a new judiciary, military and police service:
 - So that they may support themselves and participate in rebuilding the economy, those who took part in the conflict need to be (re)trained and educated. They have to be integrated into an economy that is not based on war. A new social contract (agreement) must be reached among the different types of returnees (refugees, internally displaced persons, ex-combatants), other newcomers and those who stayed behind to collectively deal with crime carried out during the conflict and to rebuild communities. This social contract must be based on participatory democratic principles;
 - Planners must base DDR on an awareness of the root causes of violence and conflict, aim for the disarmament, demobilization and reintegration components of the DDR process to work closely together at all times, and plan for the transition to long-term recovery and development. There are many conflict analysis methodologies available to go about this task, and the Joint UN Development Group–Executive Committee on Humanitarian Assistance Working Group on Transitions has provided guidance for developing an Inter-Agency Framework for Conflict Analysis in Transition Situations.¹

4.4. When is DDR appropriate?

Violent conflicts do not always completely stop when a political settlement is reached or a peace agreement is signed. There remains a real danger that violence will flare up again during the immediate post-conflict period, because putting right the political, security, social and economic problems and other root causes of war is a long-term project. This is why, before starting a UN-supported transitional process such as DDR, it must be decided whether demobilization, disarmament and reintegration — as a whole, or in part — is the most appropriate response to a particular situation. If it is decided that DDR *is* appropriate, any operations must be based on an analysis of the root causes and nature of the conflict and post-conflict environment.

The UN is most often involved in supporting the DDR of a combination of armed forces, armed groups and militias, and the mandate for this will form part of the provi-

sions of a ceasefire agreement or comprehensive peace accord. Responsibility for DDR will usually be shared among the UN and the signatories to the peace agreement, with international funding support. In general, there are usually three main situations in which DDR is called for:

- *The downsizing of State armies or armed forces:* Governments may ask for assistance to downsize or restructure their organized, structured and trained professional armies and supporting institutional infrastructure (salaries, benefits, basic services, etc.). In this case, the UN DDR team could provide technical advice and other forms of specialized assistance, e.g., the administration of disarmament and demobilization activities, and the coordination of reintegration. Although a government will usually take the lead in this, the UN may manage military camps or barracks. UN staff may also serve as observers (e.g., as in Cambodia, Rwanda and Kosovo);
- *The disbanding of armed groups and militias:* DDR may also be implemented when there are large numbers of armed groups or militia groups under poor command and control, with no formal organization or structure, that draw on unskilled people (often unemployed youth, and children and women associated with armed forces and groups) for whom little or no military training has been provided.

Administratively, there is little difference between the DDR of armed forces and armed groups. Both require full registration of weapons and personnel, followed by the collection of information, referral and counselling that are needed before effective reintegration programmes can be put in place. However, the risk of failure in situations where most of the combatants are members of irregular armed groups is usually higher, because communities may resist reintegration. Also, leaders may not trust the peace process, and may prevent some of their soldiers from taking part in the DDR process so as to keep a reserve that they can call upon if the peace agreement does not hold and fighting resumes (e.g., as in the Democratic Republic of the Congo, Burundi and Sudan);

- *DDR in support of law enforcement:* Finally, DDR can be designed to support law enforcement and the (re-)establishment of legislation controlling arms in a situation of generalized social conflict (e.g., ethnic conflict) involving a large number of armed community-based groups with strong ties to local communities; where people are driven by motives that are not necessarily related to broader political causes; and there is a lack of organization, training or coordination among the groups involved.

This form of DDR is supported by programmes to encourage community disarmament, the establishment of weapons-free zones in exchange for development aid and/or the provision of public amnesty to owners of illegal weapons. Technical assistance may be provided in the form of information technology equipment, identity card production, engineering resources and weapons storage and/or destruction (e.g., as in Papua New Guinea).

4.5. Who is DDR for?

There are five categories of people that should be taken into consideration in DDR programmes:

- 1) male and female adult combatants;
- 2) children associated with armed forces and groups;
- 3) those working in non-combat roles (including women);
- 4) ex-combatants with disabilities and chronic illnesses;
- 5) dependants.

While provisions should be made for the inclusion of the first four groups in DDR programmes, the fifth group may, depending on resources and local circumstances, be included in the reintegration phase of DDR. National institutions will generally determine policy on the direct benefits this group will receive during reintegration.

Civilians and civil society groups in communities to which members of the above-mentioned groups will return need to be consulted during the planning and design phase of DDR programmes, as well as informed and supported in order to assist them to receive ex-combatants and their dependants during the reintegration phase. These communities must be given the means to support the sustainable rehabilitation and reintegration of these groups.

While the establishment of security through the management of armed combatants is the primary goal of DDR, specific attention should be given to the needs of those abducted or otherwise involuntarily associated with fighting forces. This applies to women and children in particular.

5. What are the key characteristics of DDR?

The basic qualities that characterise UN DDR programmes and activities are discussed in this section. All UN DDR programmes shall be: people-centred; flexible, accountable and transparent; nationally owned; integrated; and well planned.

5.1. People-centred

5.1.1. Criteria for participation/eligibility

Determining the criteria that define which people are eligible to participate in DDR, particularly in situations where mainly armed groups are involved, is vital if the aims of DDR are to be achieved. Eligibility criteria must be carefully designed and screening processes must be ready for use in the disarmament and demobilization stages of the DDR process.

DDR programmes are aimed at combatants and people associated with armed forces and groups. These groups may contain many different types of people who have participated in the conflict within a variety of structures — rebel groups, armed gangs, as mercenaries, as members of organized military forces, etc. In order to provide each group with the best assistance, different operational and implementation strategies that deal with their specific needs should be adopted (e.g., separate encampment and specialized reintegration assistance for children, the right kind of medical support for the chronically ill, etc.).

5.1.2. Inclusivity

Non-discrimination and fair and equitable treatment are core principles in both the design and implementation of integrated DDR. This means that individuals shall not be discriminated against on the basis of sex, age, race, religion, nationality, ethnic origin, political opinion, or other personal characteristics or associations. The principle of non-discrimination is particularly important when establishing eligibility criteria for people to enter DDR programmes. Based on their particular needs, ex-combatants should have access to the same opportunities/benefits regardless of which armed force, armed group or political faction they fought with.

It is likely there will be a need to neutralize potential ‘spoilers’, e.g., by negotiating ‘special packages’ for commanders in order to secure their buy-in to the DDR process and

to ensure that they allow combatants to join the process. This political compromise must be carefully negotiated on a case-by-case basis.

5.1.3. Gender equality

While men and boys may have been involved mainly in combat, women and girls are likely to have played many different roles in armed forces and groups, as fighters, supporters, ‘wives’ or sex slaves, messengers, cooks, etc. The design and implementation of DDR programmes should aim to encourage gender equality based on gender-sensitive assessments that take into account these different experiences, roles and responsibilities during and after conflict.

Specific measures must be put in place to ensure the equal participation of women in all stages of DDR — from the negotiation of peace agreements and establishment of national institutions, to the design and implementation of specific programmes and projects (also see IDDRS 5.10 on Women, Gender and DDR).

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5.1.4. Unconditional release and protection of children

The unconditional and immediate release of children associated with armed forces and groups shall be a priority, regardless of the status of peace negotiations and/or the development of a national DDR programme. UN-supported DDR programmes must not be allowed to encourage the recruitment of children into fighting forces in any way, especially by commanders trying to increase the numbers of combatants entering DDR programmes in order to profit from assistance provided to combatants (also see IDDRS 5.30 on Children and DDR).

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5.1.5. Human rights and humanitarian law and principles

A primary objective of DDR is to increase human security. UN-supported DDR processes are therefore based on respect for the principles of international humanitarian law and promote the human rights of both programme participants and the communities into which they integrate. To ensure that the human rights of all persons are respected at all times, mechanisms must be established to minimize reprisal, stigmatization or discrimination. Human dignity is a fundamental principle. It implies that all actions will be taken with the utmost respect for the person, ensuring at all times his/her dignity; this applies equally to children and adults. The need to preserve the dignity and rights of all those in need of humanitarian assistance must guide activities at all times. The requirement to apply humanitarian principles implies an obligation to offer, and the right to receive, humanitarian assistance.

To ensure that the human rights of all persons are respected at all times, mechanisms must be established to minimize reprisal, stigmatization or discrimination.

The UN and its partners should be neutral, transparent and impartial, and should not take sides in any conflict or in political, racial, religious or ideological controversies, or give preferential treatment to different parties taking part in DDR. Neutrality within a rights-based approach should not, however, prevent UN personnel from protesting against or documenting human rights violations or taking some other action (e.g., advocacy, simple presence, political steps, local negotiations, etc.) to prevent them. Where one or more parties or individuals violate agreements and undertakings, the UN can take appropriate remedial action and/or exclude individuals from DDR processes.

Humanitarian aid must be delivered to all those who are suffering, according to their need, and human rights provide the framework on which an assessment of needs is based. Need is decided according to the principle of proportionality (i.e., where resources are not sufficient, priority is always given to those most affected) and the principle of non-discrimination (i.e., no one should be discriminated against on the basis of their sex, age, ethnicity, identity, etc).

‘Do no harm’ is a standard principle against which all DDR interventions shall be evaluated at all times. No false promises should be made; and, ultimately, no individual or community should be made less secure by the return of ex-combatants, or the presence of UN peacekeeping, police or civilian personnel. The establishment of UN-supported prevention, protection and monitoring mechanisms (including systems for ensuring access to justice and police protection, etc.) is essential to prevent and put right sexual and gender-based violence, harassment and intimidation, or any other violation of human rights.

Humanitarian organizations are accountable both to beneficiary communities (for ensuring that needs for assistance and protection are met with dignity) and to donors (for ensuring that assistance is provided for the purpose that they agreed to support). Coordination among organizations is vital. National and local authorities, for their part, are accountable for the protection, safety and care of populations living in areas over which they claim control.

Understanding local customs and traditions is important not only in carrying out humanitarian work, but also in understanding local values and how they connect with internationally recognized human rights. Although local culture and customs vary, human rights are universal no matter the cultural setting, and must be the most important factor. Some interventions require particular sensitivity to local customs. For example, in dealing with survivors of rape, it is important to be aware of how rape and survivors of rape are perceived in the local community in order to best respond to their needs.

Finally, mechanisms must be designed to prevent those who have committed violations of human rights from going unpunished and to ensure that DDR programmes do not operate as a reward system for the worst violators. In many post-conflict situations, there is often a conflict between reconciliation and justice, but efforts must be made to ensure that serious violations of human rights and humanitarian law by ex-combatants and their supporters are dealt with through appropriate national and international legal mechanisms. UN-supported DDR programmes should be clearly linked to local and international mechanisms for achieving justice and the rule of law, including any special tribunals and reconciliation mechanisms that may be established.

5.2. Flexible, accountable and transparent

5.2.1. Flexible and context-specific approach

Each UN or UN-supported DDR programme shall be flexible and designed to take local conditions and needs into account. The series of IDDRS provide DDR practitioners with comprehensive analytical tools and guidelines that will allow them to develop the most appropriate DDR approach possible, but do not provide a simple formula that will apply to every situation.

5.2.2. Accountability and transparency

From the start, in order to build confidence and ensure legitimacy, and to justify financial and technical support by international actors, DDR processes are based on the principles of

accountability and transparency. Post-conflict stabilization and the establishment of immediate security are the overall goals of DDR, but it also takes place in a wider recovery and reconstruction framework. While both short-term and long-term strategies should be developed in the planning phase, due to the dynamic and volatile post-conflict context in which they are designed and implemented, programmes must be flexible and adaptable. Consequently, it will sometimes be necessary to negotiate compromises in order to keep the environment in which the DDR programme operates as stable as possible.

The UN aims to establish transparent mechanisms for the independent monitoring, oversight and evaluation of all DDR operations and financing mechanisms. It also attempts to create an environment in which all stakeholders understand and are accountable for achieving broad programme objectives and implementing the details of the operation, even if circumstances change. Many types of accountability are needed to ensure transparency, including:

- the commitment of the national authorities and the parties to a peace agreement or political framework to honour the agreements they have signed and implement DDR in good faith;
- the accountability of national and international implementing agencies to the four (or five; see section 4.5, above) groups of participants in DDR processes for the professional and timely carrying out of programmes and delivery of services;
- the adherence of all parts of the UN system (missions, departments, agencies, programmes and funds) to IDDRS principles and standards for designing and implementing DDR programmes;
- the commitment of Member States and bilateral partners to provide timely political and financial support to the process.

Although the goal should always be to meet the core programme commitments, setbacks and unforeseen events should be expected. Therefore there is the need for flexibility and contingency planning. It is essential to establish realistic goals and make reasonable promises to those involved, and to explain setbacks to stakeholders and programme participants in order to maintain their confidence and cooperation. Although the UN is not responsible for providing legal guarantees to participants in DDR programmes, it should provide information on all amnesties, protection options and legal guarantees that do exist.

5.2.3. Flexible, sustainable and transparent funding arrangements

Due to the complexity and dynamic nature of DDR programmes, flexible funding arrangements are essential. The integrated and multidimensional nature of DDR requires a large initial investment of staff and funds in the start-up phase and sustainable sources of funding throughout the different phases of the programme. Funding mechanisms, including trust funds, pooled funding, etc., and the criteria established for the use of funds must be flexible. Past experience has shown that assigning funds exclusively for specific DDR components (e.g., disarmament and demobilization) or expenditures (e.g., logistics and equipment) sets up an artificial distinction between the different parts of DDR and makes it difficult to implement programmes in an integrated, flexible and dynamic way. The importance of planning and initiating reinsertion and reintegration activities at the start of the DDR process has become increasingly evident, so adequate financing for reintegration needs to be secured in advance. This should help prevent delays or gaps in the programme that could threaten or undermine its credibility and viability (also see IDDRS 3.41 on Finance and Budgeting).

5.3. Nationally owned

The primary responsibility for the successful outcome of DDR programmes rests with national and local actors, and national stakeholders are responsible for planning, coordinating and running institutions set up to manage different aspects of the peace agreement. However, because national capacity is usually weak in post-conflict settings, it must be systematically developed, as follows:

- *Creating national institutional capacity:* A primary role of the UN is to supply technical assistance, training and financial support to national authorities to establish credible, capable, representative and sustainable national institutions and programmes. Such assistance should be based on an assessment and understanding of the particular contextual realities of transformation and peace-building in which the programme is to be implemented;
- *Finding implementing partners:* Besides national institutions, civil society is a key partner in DDR programmes. The technical capacity and expertise of civil society groups will often need to be rebuilt, particularly when human and financial resources have been reduced by conflict. Doing so will help create a sustaining environment for DDR and ensure the long-term success of the programme;
- *Employing local communities and authorities:* As these play an important role in ensuring the sustainability of DDR programmes, particularly reintegration, their capacities for strategic planning, and programme and/or financial management must be rebuilt. Local authorities and populations, ex-combatants and their dependants must all be involved in the planning, implementation and monitoring of DDR activities so that these activities address the needs of both individuals and the community. Increased local ownership builds support for reintegration and reconciliation efforts and supports other local peace-building and recovery processes.

As this list shows, national ownership involves more than just central government leadership: it includes the participation of a broad range of State and non-State actors at national, provincial and local levels. Within the IDDRS framework, the UN supports the development of a national DDR strategy, not only by representatives of the various parties to the conflict, but also by civil society; and it encourages the active participation of affected communities and groups, particularly those formerly marginalized in DDR and post-conflict reconstruction processes, such as representatives of women's groups, children's advocates, people from minority communities, and people living with disabilities and chronic illness.

In supporting national institutions, the UN, along with key international and regional actors, can help ensure broad national ownership, adherence to international principles, credibility, transparency and accountability (also see IDDRS 3.30 on National Institutions for DDR).

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5.4. Integrated

From the earliest, pre-mission assessment phase and throughout all stages of strategy development, programme planning and implementation, it is essential to encourage integration and unity of effort within the UN system and with national players, and to coordinate the participation of international partners so as to achieve a common objective.

5.4.1. Institutional integration

At present, the planning for the DDR aspects of a peacekeeping mission takes place within the framework of the Inter-Department Mission Task Force (IMTF). Apart from weekly IMTF

meetings, close coordination and joint planning involving desk officers from different departments, agencies, funds and programmes are needed to design and monitor DDR programmes that are being implemented in the field.

The UN is reviewing the need to establish a DDR Headquarters group to provide strategic policy guidance, planning support, training and resource mobilization for DDR staff in the field. While senior managers are responsible for establishing direct links between the IMTF and field personnel to ensure that the joint analysis provides a sound basis for the way in which operations are designed and planned, joint staffing between Headquarters and DDR units in the field facilitates the sharing of specialized expertise and specific delivery capacity, the centralized planning and financing of DDR operations, and the decentralized implementation of different parts of the programme.

The UN should, wherever possible and when in keeping with the mandate of the peacekeeping mission, establish an integrated DDR unit in the mission, which combines the unique skills and specializations of participating agencies, funds and programmes, according to an agreed memorandum of understanding (also see IDDRS 3.10 on Integrated DDR Planning: Processes and Structures).

Coordination mechanisms shall be established among the UN peacekeeping mission, the UN country team, national counterparts, implementing partners and donors. In-country, an inter-agency coordination mechanism should be put in place and meet regularly to establish DDR strategies, goals and outputs, and to manage operations.

Close coordination should ensure that experiences gained during field operations — monitoring and evaluation results; best practices; lessons learned; and the development of systems, mechanisms and procedures — are returned to Headquarters to be used in decision-making and policy development activities (also see IDDRS 2.20 on Post-conflict Stabilization, Peace-building and Recovery Frameworks, IDDRS 3.10 on Integrated DDR Planning: Processes and Structures and IDDRS 3.20 on DDR Programme Design).

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5.4.2. Sectoral integration

DDR processes both influence, and are affected by: the military and police in the peacekeeping mission who are responsible for the re-establishment of security, disarmament, cordons and weapons searches; political processes such as national dialogues, elections and constitutional reform; the restructuring and reform of the military and the police; transitional justice mechanisms to deal with war crimes; reform of the judiciary and correctional system; economic recovery and reconstruction, including control over natural resources; national poverty reduction strategies and development plans; and national capacity-building. It is essential that DDR processes work together with these other components of the larger peace-building and recovery process.

5.4.3. Chronological integration

Timing is important in DDR, and the different components of DDR programmes should be properly sequenced in order to be as effective as possible. The timely release of funds must receive careful attention.

5.4.4. National and local integration

Given the limited duration of a peacekeeping mission and the fact that DDR takes place in a limited period of time, transitions must be planned for by building national capacity and

maintaining close contact with the UN country team to ensure the smooth takeover and management of long-term projects when DDR comes to an end.

5.4.5. Regional or geographical integration

The regional causes of the conflict and the political, social and economic interrelationships among neighbouring States sharing insecure borders will present challenges in the implementation of DDR. Managing repatriation, the flow of weapons and the cross-border movement of armed groups require careful coordination among UN agencies, international agencies working in neighbouring countries and the DDR programme team. The return of foreign former combatants and mercenaries may be a particular problem and will require a separate strategy (also see IDDRS 5.40 on Cross-border Population Movements).

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5.5. Well planned

5.5.1. Safety and security

Given that DDR is aimed at groups who are a security risk and is implemented in fragile security environments, both risks and operational security and safety protocols should be decided on before the planning and implementation of activities. These should include the security and safety needs of UN and partner agency personnel involved in DDR operations, DDR participants (who will have many different needs) and members of local communities. Security and other services must be provided either by UN military and/or a UN Police component or national police and security forces. Security concerns should be included in operational plans, and clear criteria established for starting, delaying, suspending or cancelling activities and/or operations should security risks be too high.

5.5.2. Assessment, planning, monitoring and evaluation

DDR programmes are designed on the basis of detailed and comprehensive quantitative and qualitative data supported by information management systems to ensure that the data remain up to date, accurate and accessible. In the planning stages, information is gathered on the location of armed forces and groups, the demographics of their members (grouped according to sex and age), their weapons stocks, and the political and conflict dynamics at national and local levels. Surveys of national and local labour market conditions and reintegration opportunities are begun. Regular updating of this information allows for programmes to adapt to changing circumstances (also see IDDRS 3.20 on DDR Programme Design and IDDRS 3.30 on National Institutions for DDR).

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Internal and external monitoring and evaluation mechanisms must be established from the start to strengthen accountability within DDR programmes, ensure quality in the implementation and delivery of DDR activities and services, and allow for flexibility and adaptation of programmes when required. Monitoring and evaluation also produce lessons learned and best practices that will influence the further development of IDDRS policy and practice (also see IDDRS 3.50 on Monitoring and Evaluation of DDR Programmes).

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5.5.3. Public information and community sensitization

Public information, awareness-raising and community sensitization ensure that affected communities and participant groups receive accurate information on DDR programme procedures and benefits. This helps generate broad public support and national ownership,

at the same time as managing expectations and encouraging behavioural change, the demilitarization of hearts and minds, and reconciliation between ex-combatants and war-affected communities. Public information strategies should be drawn up and implemented as early as possible. Messages should be appropriately designed for different audiences and should employ many different and locally appropriate means of communication (also see IDDRS 4.60 on Public Information and Strategic Communication in Support of DDR).

5.5.4. Transition and exit strategy

DDR processes last for a specific period of time that includes the immediate post-conflict situation, and the transition and early recovery periods. There are, however, many aspects of DDR that need to be continued, although in a different form, after an operation comes to an end: reintegration becomes development, weapons collection becomes weapons control and management, and so on. To ensure a smooth transition from one stage to another, an exit strategy should be defined as soon as possible, and should focus on how DDR processes will seamlessly transform into broader and/or longer-term development strategies such as security sector reform, violence prevention, recovery, peace-building and poverty reduction.

Annex A: Abbreviations

DDR	disarmament, demobilization and reintegration
IDDRS	integrated disarmament, demobilization and reintegration standard/ standards
IMTF	Inter-Department Mission Task Force
SSR	security sector reform
UN	United Nations

Annex B: UN documents and legal instruments guiding DDR

1. UN documents

Each mission-specific mandate for DDR is established through a unique Security Council resolution, but direction can also be drawn from the following:

- Statement by the President of the Security Council, S/PRST/2000/10, of 23 March 2000, in which “the Council notes that disarmament, demobilization and reintegration must be addressed comprehensively so as to facilitate a smooth transition from peace-keeping to peace-building”;
- Security Council resolution 1325 (2000) on *Women, Peace and Security*, in which the Council “[e]ncourages 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” (para. 13);
- Resolutions 1379 (2001), 1460 (2003) and 1539 (2004) on *Children in Armed Conflict*, in the last of which the Security Council “[r]eiterates its requests to all parties concerned, including UN agencies, funds and programmes as well as financial institutions, to continue to ensure that all children associated with armed forces and groups, as well as issues related to children are systematically include in every disarmament, demobilization and reintegration process, taking into account the specific needs and capacities of girls, with a particular emphasis on education, including the monitoring, through, inter alia, schools, of children demobilized in order to prevent re-recruitment” (art. 8);
- A series of statements and resolutions adopted by the Security Council on the *Protection of Civilians in Armed Conflict* that are relevant to the planning and implementation of DDR programmes.²

The Secretary-General and other UN bodies provide policy guidance on DDR in a number of reports adopted by the Security Council and General Assembly, including:

- The Secretary-General’s report on *The Role of UN Peacekeeping in Disarmament, Demobilization and Reintegration*, S/2000/101, of 11 February 2000, paras. 2 and 8, in which the Secretary-General lays out the UN’s basic approach to DDR as a key element of stabilization in post-conflict situations to facilitate a society’s transition from conflict to development. He establishes that DDR cannot be viewed as a simple sequence of events, but rather, that each activity forms a continuum whose elements overlap and mutually reinforce each other;
- The *Report of the Panel on UN Peace Operations*, A/55/305; S/2000/809, of 21 August 2000, which reaffirms the importance of DDR to the achievement of the UN’s peace-building objectives, the indivisibility of its component parts and the importance of linking DDR programmes to other elements of the peace-building framework, such as the rule of law and democratic governance. In addition, the *Report of the Panel on UN Peace Operations*, A/55/502/2000, calls for an integrated or team approach to be taken by the different departments, agencies and programmes of the UN system to achieve peace-building objectives;
- The Secretary-General’s *Study on Women, Peace and Security* (2002), which recommends that the UN system should incorporate the needs and priorities of women and girls as ex-combatants, ‘camp followers’ and families of ex-combatants in the design and implementation of DDR programmes, in order: to ensure the success of such programmes, the participation of women and girls and their full access to benefits; to pay attention to

the specific needs of girl soldiers; to develop programmes on the prevention of domestic violence in the families and communities of ex-combatants; and to recognize the contributions of women and girls in encouraging ex-combatants to lay down their arms;³

- The Secretary-General's bulletin on *Special Measures for Protection from Sexual Exploitation and Sexual Abuse*, ST/SGB/2003/13, of 9 October 2003, which applies to the staff of all UN departments, programmes, funds and agencies, as well as to forces conducting operations under UN command and control, who are prohibited from committing acts of sexual exploitation and sexual abuse and who have a particular duty of care towards women and children. The bulletin also establishes standards of conduct and the responsibility of heads of office, mission or department in this regard;
- The *Report of the High-level Panel on Threats, Challenges and Change*, A/59/565, of 2 December 2004, which concludes that "[d]emobilization of combatants is the single most important factor determining the success of peace operations" (paras. 227, 228), but notes that it is difficult to secure timely funding for DDR operations. The Panel calls for the creation of a standing fund for peace-building to be used to finance the recurrent expenditure of a newly formed government and key agency programmes in the areas of rehabilitation and reintegration;
- The report of the Secretary-General on *Disarmament, Demobilization and Reintegration*, A/60/705, of 2 March 2006, which discusses the UN's increased engagement in DDR processes as part of complex peacekeeping and non-peacekeeping operations over the last five years, including lessons learned from these operations. The report further discusses the development of the Organisation's new approach to DDR within the United Nations system, based on these lessons learned, which is articulated in the IDDRS.

2. International legal framework

The standards and provisions of international law operate both during and after conflict and establish the broad normative framework for peace-building and recovery programmes, including DDR.

Legal regimes with particular relevance to DDR operations include the following:

International humanitarian law

- The *Geneva Conventions* (1949) and *Additional Protocols* (1977) provide legal definitions of combatants and armed groups, standards for the protection of civilians, and rights to relief for the wounded, sick and children;
- The *International Criminal Court Statute* (1998) establishes individual and command responsibility for crimes against humanity, war crimes and genocide.

International human rights law

- The *International Covenant on Civil and Political Rights* (1978) recognizes the right of all people to self-determination and establishes a range of civil and political rights to be respected without discrimination, including rights of due process and equality before the law, freedom of movement and association, freedom of religion and political opinion, and the right to liberty and security of person;
- The *International Covenant on Economic, Social and Cultural Rights* (1978) establishes rights of individuals and duties of States to provide for the basic needs of all persons without discrimination, including access to employment, education and health care;
- The *Convention Against Torture and Other Cruel Inhuman or Degrading Treatment or Punishment* (1984) establishes that torture is prohibited under all circumstances, including a

state of war, internal political instability or other public emergency, regardless of the orders of superiors or public authorities;

- The *Convention on the Elimination of All Forms of Discrimination Against Women* (1979) prohibits discrimination on the basis of sex and promotes equal access for men and women to employment, education, and legal, political, economic, social and cultural rights;
- The *Convention on the Rights of the Child* (1989) recognizes the special status of children and establishes their economic, social and cultural rights, as well as States' duty to protect children in a number of settings, including during armed conflict.

International refugee law

- The *Convention Relating to the Status of Refugees* (1951) establishes the rights of refugees and duties of States in this regard, including the prohibition of forced repatriation.

Statements of international principles and standards

- The *Cape Town Principles and Best Practices* (1997) establishes 8 as the minimum age for recruitment in any form into any armed force or armed group and encourages governments to ratify the *Optional Protocol to the Convention on the Rights of the Child*, which raises the minimum age for recruitment from 15 to 18 years. Children associated with armed groups and forces are defined 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 family members. The definition includes girls recruited for sexual purposes and for forced marriage. It does not, therefore, only refer to a child who is carrying or who has carried arms."

Endnotes

- 1 <http://www.undg.org>.
- 2 S/1999/957,S/1999/1265,S/2000/1296,S2001/331,S/PRST/2002/6,S/2002/1300,S/PRST/2002/41,
S/PRST/2003/27.
- 3 <http://www.un.org/womenwatch/daw/public/eWPS.pdf>.