

Level 4 Operations, Programmes and Support

IDDRS 4.20 Demobilization

5. Planning and designing transitional WAM

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A comprehensive risk and security assessment should be conducted to inform the planning of demobilization operations and identify threats to the DDR programme and its personnel, as well as to participants and beneficiaries. The assessment should identify the tolerable risk (the risk accepted by society in a given context based on current values), and then identify the protective measures necessary to achieve a residual risk (the risk remaining after protective measures have been taken). Risks related to women, youth, children, dependants and other specific-needs groups should also be considered. In developing this 'safe' working environment, it must be acknowledged that there can be no absolute safety and that many of the activities carried out during demobilization operations have a high risk associated with them. However, national authorities, international organizations and non-governmental organizations must try to achieve the highest possible levels of safety. Risks during demobilization operations may include:

Attacks on demobilization site personnel: The personnel who staff demobilization sites may be targeted by armed groups that have not signed on to the peace agreement.

Attacks on demobilized individuals: In some instances, peace agreements may cause armed groups to fracture, with some parts of the group opting to enter DDR while others continue fighting. In these instances, those who favour continued armed conflict may retaliate against individuals who demobilize. In some cases, active armed groups may approach demobilization sites with the aim of retrieving their former members. If demobilized individuals have already returned home, members of active armed groups may attempt to track these individuals down in order to punish or forcibly re-recruit them. The family members of the demobilized may also be subject to threats and attacks, particularly if they reside in areas where members of their family member's former group are still present.

Attacks on women and minority groups: Historically, SGBV against women and minority groups in cantonment sites has been high. It is essential that security and risk assessments take into consideration the specific vulnerabilities of women, identify minority groups who may also be at risk and provide additional security measures to ensure their safety.

Attacks on individuals transporting and receiving reinsertion support: Security risks are associated with the transportation of cash and commodities that can be easily seized by armed individuals. If it is known that demobilized individuals will receive cash and/or commodities at a certain time and/or place, it may make them targets for robbery.

Unrest and criminality: If armed groups remain in demobilization sites (particularly cantonment sites) for long periods of time, perhaps because of delays in the DDR programme, these sites may become places of unrest, especially if food and water become scarce. Demobilization delays can lead to mutinies by combatants and persons associated with armed forces and groups as they lose trust in the process. This is especially true if demobilizing individuals begin to feel that the State and/or international community is reneging on previous promises. In these circumstances, demobilized individuals may resort to criminality in nearby communities or mount protests against demobilization personnel.

Recruitment: Armed forces and groups may use the prospect of demobilization (and associated reinsertion benefits) as an incentive to recruit civilians.

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Demobilization activities are carried out at designated sites. Static demobilization sites are most typically used for the demobilization of large numbers of combatants and persons associated with armed forces and groups. They can be semi-permanent and constructed specifically for this purpose, such as cantonment camps (see Annex B for the generic layout of a cantonment camp). Although cantonment was long considered standard practice in DDR programmes, temporary sites may also be appropriate. The decision concerning which type of demobilization site to use should be guided by the specific country context, the security situation, and the advantages and disadvantages associated with semi-permanent and temporary sites, as outlined in the sections that follow.

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3. Introduction

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Demobilization is the second component of a DDR programme. DDR programmes require certain preconditions in order to be viable, including the signing of a negotiated ceasefire and/or peace agreement that provides the framework for DDR; trust in the peace process; willingness of the parties to the armed conflict to engage in DDR; and a minimum guarantee of security (see IDDRS 2.10 on The UN Approach to DDR).

Level 3 Structures and Processes

IDDRS 3.41 Mission and Programme Support for DDR

6. Budgeting for DDR during programme development

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

REINTEGRATION

Reintegration is the process by which ex-combatants acquire civilian status and gain sustainable employment and income. It 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.

Level 6 IDDRS FRAMEWORK

IDDRS 6.30 DDR and Natural Resource Management

Annex B: Sample questions for specific needs analysis in regard to natural resources in DDR

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Sample questions for demobilization (including reinsertion):

How do cantonments or other demobilization sites affect local communities' access to natural resources?

How are women and men affected differently?

What are the infrastructure needs of local communities?

What are the differences of women and men's priorities?

In order to act in a manner inclusive of all relevant stakeholders, whose voices should be heard in the process of planning and

implementing reinsertion activities with local communities?

What are the traditional roles of women and men in labour market participation? What are the differences between different age groups?

Do women or men have cultural roles that affect their participation (e.g. child care roles, cultural beliefs, time poverty)?

What skills and abilities are required from participants of the planned reinsertion activities?

Are there groups that require special support to be able to participate in reinsertion activities?

Level 6 IDDRS FRAMEWORK

IDDRS 6.40 DDR and Organized Crime

7. DDR programmes and organized crime

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BOX 2: DEMOBILIZATION: KEY QUESTIONS

What is the risk (if any) that reinsertion assistance will equip former members of armed forces and groups with skills that can be used in criminal activities?

If skills training and catch-up education are provided as part of short-term reinsertion assistance, do they adequately initiate former members of armed forces and groups into the realities of the lawful economic and social environment?

What safeguards can be put into place to prevent former members of armed forces and groups from being recruited by criminal actors?

What does demobilization offer that organized crime does not? Conversely, what does organized crime offer that demobilization does not? What are the (perceived) benefits of continued engagement in illicit activities?

How does demobilization address the specific needs of certain groups, such as women and children, who may have engaged in and/or been victims of organized crime in conflict?

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The demobilization team is responsible for implementing all operational procedures for demobilization and should be trained in the use of the abovementioned SOPs. The demobilization team should include a gender-balanced composition of:

DDR practitioners;

Representatives from the national DDR commission (and potentially other national institutions);

Child protection officers;

Gender specialists; and

Youth specialists.

Level 5 Cross-cutting Issues

IDDRS 5.60 HIV-AIDS and DDRAIDS and DDR

1. Module scope and objectives

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This module aims to provide policy makers, operational planners and DDR officers with guidance on how to plan and implement HIV/AIDS programmes as part of a DDR framework. It focuses on interventions during the demobilization and reintegration phases. A basic assumption is that broader HIV/AIDS programmes at the community level fall outside the planning requirements of DDR officers. Community programmes require a multisectoral approach and should be sustainable after DDR is completed. The need to integrate HIV/AIDS in community-based demobilization and reintegration efforts, however, can make this distinction unclear, and therefore it is vital that the national and international partners responsible for longer-term HIV/AIDS programmes are involved and have a lead role in DDR initiatives from the outset, and that HIV/AIDS is included in national

reconstruction. DDR programmes need to integrate HIV concerns and the planning of national HIV strategies need to consider DDR.

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IDDRS 6.40 DDR and Organized Crime

7. DDR programmes and organized crime

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Continued engagement in organized criminal activities can serve not only to further war efforts, but may also offer former members of armed forces and groups a stable livelihood that they otherwise would not have. In some cases, the economic opportunities and rewards available through violent predation and/or patronage networks might exceed those expected through the DDR programme. Therefore, it is important that the short-term reinsertion support on offer is linked to long-term prospects for a sustainable livelihood and is sufficient to fight the perceived short-term 'benefits' from engagement in illicit activities. For further information, see IDDRS 4.20 on Demobilization.

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5. Planning and designing transitional WAM

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BOX 3: WHICH TYPE OF DEMOBILIZATION SITE

When choosing which type of demobilization site is most appropriate, DDR practitioners shall consider:

Do the peace agreement and/or national DDR policy document contain references to demobilization sites?

Are both male and female combatants already in the communities where they will reintegrate?

Will the demobilization process consist of formed military units reporting with their commanders, or individual combatants leaving active armed groups?

What approach is being taken in other components of the DDR process – for example, is disarmament being undertaken at a mobile or static site? (See IDDRS 4.10 on Disarmament.)

Will cantonment play an important confidence-building role in the peace process?

What does the context tell you about the potential security threat to those who demobilize? Are active armed groups likely to retaliate against former members who opt to demobilize?

Can reception, disarmament and demobilization take place at the same site?

Can existing sites be used? Do they require refurbishment?

Will there be enough resources to build semi-permanent demobilization sites? How long will the construction process take?

What are the potential risks of cantoning any one of the groups?

Level 5 Cross-cutting Issues

IDDRS 5.50 Food Assistance in DDR

4. Guiding principles

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Because dependants are civilians, they should not be involved in disarmament and demobilization. However, they should be screened and identified as dependants of an eligible combatant (see IDDRS 4.20 on Demobilization). In this context, food assistance for dependants may be implemented in one of two ways. The first would involve dependants being cantoned in a separate, nearby camp while combatants are disarmed and demobilized. The second would involve dependants being taken or being asked to go directly to their communities. These two approaches would require different methods for distributing food assistance. During the planning process for the food assistance component of a DDR process, a clear, coordinated approach to inter-agency procedures for meeting the needs of dependants shall be outlined for all agency partners that will be involved.

Level 5 Cross-cutting Issues

IDDRS 5.30 Youth and DDR

7. Youth-focused approaches to DDR

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Even before disarmament begins, a general profile of the potential participants and beneficiaries of a DDR programme should be developed in order to inform later reintegration programming. The following data should be collected: demographic composition of participants and beneficiaries, education and skills, special needs, areas of return, expectations and security risks. To the extent possible, a random and representative sample should be taken, and the data gathered should be disaggregated by age and gender (see IDDRS 4.30 on Reintegration). During disarmament and demobilization, ex-combatants and persons formerly associated with armed forces or groups should be registered and more comprehensive profiling should take place (see IDDRS 4.20 on Demobilization). This profiling should be used, at a minimum, to identify obstacles that may prevent youth from full participation in a DDR programme, to identify the specific needs and ambitions of youth, and to devise protective measures for youth. For example, profiling may reveal the need for extended outreach services to families to address trauma, distress, or loss, and increase their ability to support returning youth.

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To effectively demobilize members of armed forces and groups, meticulous planning is required. At a minimum, planning for demobilization operations should include information collection; agreement with national authorities on eligibility criteria; decisions on the type, number and location of demobilization sites; decisions on the type of transfer modality for reinsertion assistance; a risk and security assessment; the development of standard operating procedures; and the creation of a demobilization team. All demobilization operations shall be based on gender- and age-responsive analysis and shall be developed in close cooperation with the national authorities or institutions responsible for the DDR programme.

Level 5 Cross-cutting Issues

IDDRS 5.20 Children and DDR

8. Child-sensitive approaches to DDR

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Depending on the specific DDR process in place, demobilization may occur at semi- permanent military-controlled sites (such as cantonment sites), reception centres or mobile demobilization sites (see IDDRS 4.20 on Demobilization). When reporting to such sites, the time CAAFAG spend at the site shall be as short as possible, and every effort shall be made to rapidly identify them, register them and supply them with their immediate needs. Where possible, children should be identified before arrival at the demobilization site so that the documentation process (identification, verification, registration, medical needs) and other applicable procedures last no longer than 48 hours, after which they shall be transferred to an interim care centre (ICC) for children or to another location under civilian control. If CAAFAG report or are brought to mobile demobilization sites or reception centres, standard operating procedures shall be in place outlining when and how the handover to civilian authorities will take place.

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IDDRS 4.20 Demobilization

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Individuals who demobilize should also be provided with orientation briefings, physical and psychosocial health screenings and information that will support their return to the community. A discharge document, such as a demobilization declaration or certificate, should be given to former members of armed forces and groups as proof of their demobilization. During demobilization, DDR practitioners should also conduct a profiling exercise to identify obstacles that may prevent those eligible from full participation in the DDR programme, as well as the specific needs and ambitions of the demobilized. This information should be used to inform planning for reinsertion and/or reintegration support.

Level 6 IDDRS FRAMEWORK

IDDRS 6.10 DDR and Security Sector Reform

5. Rationale for linking DDR and SSR

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Demobilization

While often treated narrowly as a feature of DDR, demobilization can also be conceived within an SSR framework more generally. Where decisions affecting force size and structure provide for inefficient, unaffordable or abusive security structures this will undermine long term peace and security. Decisions should therefore be based on a rational, inclusive assessment by national actors of the objectives, role and values of the future security sector. One important element of the relationship between demobilization and SSR relates to the importance of avoiding security vacuums. Ensuring that decisions on both the structures established to house the demobilization process and the return of demobilised ex-combatants are taken in parallel with complementary community law enforcement activities can mitigate this concern. The security implications of cross-border flows of ex-combatants also highlight the positive relationship between demobilization and border security.

Level 6 IDDRS FRAMEWORK

IDDRS 6.10 DDR and Security Sector Reform

7. DDR and SSR dynamics to consider before and during demobilisation

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Extensive data is often collected during the demobilization stage (see Module 4.20 on Demobilization, Para 5.4). A mechanism for collecting and processing this information within the Management Information System (MIS) should capture information requirements for both DDR and SSR and may also support related activities such as mine action (See Box 2). Relevant information should be used to support human resource and financial management needs for the security sector. (See Module 4.20 on Demobilization, Para 8.2, especially box on Military Information.) This may also support the work of those responsible for undertaking a census or vetting of security personnel. Guidelines should include confidentiality issues in order to mitigate against inappropriate use of information.

Level 6 IDDRS FRAMEWORK

IDDRS 6.30 DDR and Natural Resource Management

7. DDR programmes and natural resources

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Demobilization includes a reinsertion phase in which transitional assistance is offered to DDR programme participants for a period of up to one year, prior to reintegration support (see IDDRS 4.20 on Demobilization). Transitional assistance may be offered in a number of ways including in-kind support, cash-based transfers, public works programmes or other income-generating activities. In contexts where there has been degradation of natural resources that are important for livelihoods or destruction of key water, sanitation and energy infrastructure, DDR programme participants can be employed in labour-intensive, quick-impact infrastructure or rehabilitation projects during the demobilization phase. When targeting natural resource management sectors, these projects can contribute to restoration and rehabilitation of environmental damages; increased protection of critical ecosystems; improved management of critical natural resources; and reduced vulnerability to natural

disasters. Concerted efforts should be made to include women, youth, elderly, disabled, in planning and implementation of reinsertion activities.

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Temporary demobilization sites that make use of existing facilities may be used as an alternative to the construction of semi-permanent demobilization sites. In this approach, combatants and persons associated with armed forces and groups are told to meet at a specific location for demobilization within a specific time period. Temporary demobilization sites may be particularly useful if the target group is small, if individuals are likely to report for demobilization in small groups, or if the target group is scattered in multiple, known locations that are logistically accessible. This kind of site allows demobilization teams to carry out their activities in these locations without the need to build permanent structures. This approach may also be more appropriate than semi-permanent cantonment sites when the target group is already based in the community where its members will reintegrate. This is because combatants who are already in their communities should, where possible, remain there rather than be transported to a demobilization centre and back again. For a full list of the advantages and disadvantages of temporary demobilization sites, see table 2.

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IDDRS 4.20 Demobilization

6. Transitional WAM as a DDR-related tool

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The activities outlined below should be carried out during the demobilization component of a DDR programme. These activities can be conducted at either semi-permanent or temporary demobilization sites.

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The duration of demobilization will depend on the time that is needed to complete the activities planned during demobilization (e.g., screening, profiling, awareness raising). Generally speaking, the demobilization component of a DDR process should be as short as possible. At temporary demobilization sites, it may be possible to process individuals in one or two days. If semi-

permanent demobilization sites have been constructed, cantonment should be kept as short as possible – from one week to a maximum of one month. DDR practitioners should also seek to ensure that the conditions at demobilization sites are equivalent to those in civilian life. If this is the case, then it is less likely that demobilized individuals will be reluctant to leave. Demobilization should not begin until plans for reinsertion (or community violence reduction, as a stop-gap measure) and reintegration are ready to be put into operation.

Level 2 Concepts, Policy and Strategy of the IDDRS

IDDRS 2.20 The Politics of DDR

Summary

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Disarmament, demobilization and reintegration (DDR) is not only a technical undertaking. Many aspects of the DDR process will influence, and be influenced by, political dynamics. Understanding the political dynamics that influence DDR processes requires knowledge of the historical and political context, the actors and stakeholders (armed and unarmed), and the conflict drivers, including local, national and regional aspects that may interact and feed into an armed conflict.

Level 2 Concepts, Policy and Strategy of the IDDRS

IDDRS 2.30 Community Violence Reduction

Summary

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Disarmament, demobilization and reintegration (DDR) is not only a technical undertaking. Many aspects of the DDR process will influence, and be influenced by, political dynamics. Understanding the political dynamics that influence DDR processes requires knowledge of the historical and political context, the actors and stakeholders (armed and unarmed), and the conflict drivers, including local, national and regional aspects that may interact and feed into an armed conflict.

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IDDRS 4.20 Demobilization

4. Guiding principles

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IDDRS 2.10 on The UN Approach to DDR sets out the main principles that guide all aspects of DDR processes. This section outlines how these principles apply to demobilization.

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