2.10 The UN Approach to DDR

Contents

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Summary

Integrated disarmament, demobilization and reintegration (DDR) is part of the United Nations (UN) system's multidimensional approach that contributes to the entire peace continuum, from prevention, conflict resolution and peacekeeping, to peacebuilding and development. Integrated DDR processes are made up of various combinations of:

- DDR programmes;
- DDR-related tools;
- Reintegration support, including when complementing DDR-related tools.

DDR practitioners select the most appropriate of these measures to be applied on the basis of a thorough analysis of the particular context. Coordination is key to integrated DDR and is predicated on mechanisms that guarantee synergy and common purpose among all UN actors.

The Integrated DDR Standards (IDDRS) contained in this document are a compilation of the UN's knowledge and experience in this field. They show how integrated DDR processes can contribute to preventing conflict escalation, supporting political processes, building security, protecting civilians, promoting gender equality and addressing its root causes, reconstructing the social fabric and developing human capacity. Integrated DDR is at the heart of peacebuilding and aims to contribute to long-term security and stability.

Within the UN, integrated DDR takes place in partnership with Member States in both mission and non-mission settings, including in peace operations where they are mandated, and with the cooperation of agencies, funds and programmes. In countries and regions where integrated DDR processes are implemented, there should be a focus on capacity-building at the regional, national and local levels in order to encourage sustainable regional, national and/or local ownership and other peacebuilding measures.

Integrated DDR processes should work towards sustaining peace. Whereas peacebuilding activities are typically understood as a response to conflict once it has already broken out, the sustaining peace approach recognizes the need to work along the entire peace continuum and towards the prevention of conflict before it occurs. In this way the UN should support those capacities, institutions and attitudes that help communities to resolve conflicts peacefully. The implications of working along the peace continuum are particularly important for the provision of reintegration support. Now, as part of the sustaining peace approach those individuals leaving armed groups can be supported not only in post-conflict situations, but also during conflict escalation and ongoing conflict.

Community-based approaches to reintegration support, in particular, are well positioned to operationalize the sustaining peace approach. They address the needs of former combatants, persons formerly associated with armed forces and groups, and receiving communities, while necessitating the multidimensional/sectoral expertise of several UN and regional actors across the humanitarian-peace-development nexus (see IDDRS 2.40 on Reintegration as Part of Sustaining Peace).

Integrated DDR should also be characterized by flexibility, including in funding structures, to adapt quickly to the dynamic and often volatile conflict and post-conflict environment. DDR programmes, DDR-related tools and reintegration support, in whichever combination they are implemented, shall be synchronized through integrated coordination mechanisms, and carefully monitored and evaluated for effectiveness and with sensitivity to conflict dynamics and potential unintended effects.

Five categories of people should be taken into consideration in integrated DDR processes as participants or beneficiaries, depending on the context:

1. members of armed forces and groups who served in combat and/or support roles (those in support roles are often referred to as being associated with armed forces and groups);
2. abductees or victims;
3. dependents/families;
4. civilian returnees or 'self-demobilized';
5. community members.

In each of these five categories, consideration should be given to addressing the specific needs and capacities of women, youth, children, persons with disabilities, and persons with chronic illnesses. In particular, the unconditional and immediate release of children associated with armed forces and groups must be a priority. Children must be supported to demobilize and reintegrate into families and communities at all times, irrespective of the status of peace negotiations and/or the development of DDR programmes and DDR-related tools.

DDR programmes consist of a set of related measures, with a particular aim, falling under the operational categories of disarmament, demobilization and reintegration. Disarmament and other DDR-related weapons control activities aim to reduce the number of illicit weapons, ammunition and explosives in circulation and are important elements in responding to and addressing the drivers of conflict. Demobilization, including the provision of tailored reinsertion packages, is crucial in discharging combatants and those in support roles from the structures of armed forces and groups. Furthermore, DDR programmes emphasize the developmental impact of sustainable and inclusive reintegration and its positive effect on the consolidation of long-lasting peace and security.

Lessons and experiences have shown that the following preconditions are required for the implementation of a viable DDR programme:

■　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.

When these preconditions are in place, a DDR programme provides a common results framework for the coordination, management and implementation of DDR by national Governments with support from the UN system and regional and local stakeholders. A DDR programme establishes the outcomes, outputs, activities and inputs required, organizes costing requirements into a budget, and sets the monitoring and evaluation framework, including by identifying indicators, targets and milestones.

In addition to DDR programmes, the UN has developed a set of DDR-related tools aiming to provide immediate and targeted responses. These include pre-DDR, transitional weapons and ammunition management (WAM), community violence reduction (CVR), initiatives to prevent individuals from joining armed groups designated as terrorist organizations, DDR support to mediation, and DDR support to transitional security arrangements. In addition, support to programmes for those leaving armed groups labelled and/or designated as terrorist organizations may also be provided by DDR practitioners in compliance with international standards.

The specific aims of DDR-related tools vary according to the context and can contribute to broader political and peacebuilding efforts in line with United Nations Security Council and General Assembly mandates and broader strategic frameworks, such as the United Nations Sustainable Development Cooperation Framework (UNSDCF), the Humanitarian Response Plan (HRP) and/or the Integrated Strategic Framework. A gender- and child-sensitive approach should be applied to the planning, implementation and monitoring of DDR-related tools.

DDR-related tools may be applied before, during and after DDR programmes as complementary measures. However, they may also be used when the preconditions for DDR programmes are not in place. When this occurs, it is particularly important to delimit the boundaries of an integrated DDR process. Integrated DDR processes without DDR programmes do not include all ongoing stabilization and recovery measures, but only those DDR-related tools (CVR, transitional WAM, and so forth) and reintegration efforts that directly respond to the presence of active and/or former members of armed groups. Clear DDR mandates and specific requests for DDR assistance also define the parameters and scope of integrated DDR processes.

The UN approach to integrated DDR recognizes the need to provide support for reintegration when the preconditions for DDR programmes are not present. In these contexts, reintegration may take place alongside/following DDR-related tools, or when DDR-related tools are not in use. The aim of this support is to facilitate the sustainable reintegration of those leaving armed forces and groups. Moreover, as part of the sustaining peace approach, community-based reintegration programmes also aim to contribute to preventing further recruitment and to sustaining peace, by supporting communities of return, restoring social relations and avoiding perceptions of inequitable access to resources. In this context, exits from armed groups and the reintegration of adult ex-combatants can and should be supported at all times, even in the absence of a DDR programme.

Support to sustainable reintegration that addresses the needs of affected groups and harnesses their capacities, either as part of DDR programmes or not, requires a thorough understanding of the drivers of conflict, the specific needs of men, women, children and youth, their coping mechanisms and the opportunities for peace. Reintegration assistance should ensure the transition from individually focused to community approaches. This is so that resources can be applied to the benefit of the community in a

balanced manner minimizing the stigmatization of former armed group members and contributing to reconciliation and reconstruction of the social fabric. In non-mission contexts, where funding mechanisms are not linked to peacekeeping assessed budgets, the use of DDR-related tools should, even in the initial planning phases, be coordinated with community-based reintegration support in order to ensure sustainability.

Together, DDR programmes, DDR-related tools, and reintegration support provide a menu of options for DDR practitioners. If the aforementioned preconditions are in place, DDR-related tools may be used before, after or alongside a DDR programme. DDR-related tools and/or reintegration support may also be applied in the absence of preconditions and/or following the determination that a DDR programme is not appropriate for the context. In these cases, DDR-related tools may serve to build trust among the parties and contribute to a secure environment, possibly even paving the way for a DDR programme in the future (if still necessary). Notably, if DDR-related tools are applied with the explicit intent of creating the preconditions for a DDR programme, a combination of top-down and bottom-up measures (e.g., CVR coupled with DDR support to mediation) may be required.

When the preconditions for a DDR programme are not in place, all DDR-related tools and support to reintegration efforts shall be implemented in line with the applicable legal framework and the key principles of integrated DDR as defined in these standards.

1. Module scope and objectives

This module outlines the reasons behind integrated DDR, defines the elements that make up DDR programmes as agreed by the UN General Assembly, and establishes how the UN views integrated DDR processes. The module also defines the UN approach to integrated DDR for both mission and non-mission settings, which is:

- voluntary;
- people-centred;
- gender-responsive and inclusive;
- conflict-sensitive;
- context-specific;
- flexible, accountable and transparent;
- nationally and locally owned;
- regionally supported;
- integrated; and
- well planned.

2. Terms, definitions and abbreviations

Annex A contains a list of abbreviations used in these standards. 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', 'may', 'can' and 'must' 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 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;
    d. 'can' is used to indicate a possibility and capability;
    e. 'must' is used to indicate an external constraint or obligation.

A **DDR programme** contains the elements set out by the Secretary-General in his May 2005 note to the General Assembly (A/C.5/59/31). (See 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 programmes from the peacekeeping assessed budget. These budgetary aspects are also reflected in a General Assembly resolution on cross-cutting issues, including DDR (A/RES/59/296). Further reviews of both the United Nations Peacebuilding Architecture and the Women, Peace and Security Agenda refer to the full, unencumbered participation of women in all phases of DDR programmes, as ex-combatants or persons formerly associated with armed forces and groups.

DEFINITIONS OF DISARMAMENT, DEMOBILIZATION AND REINTEGRATION

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. Reinsertion is 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.

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 and 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."

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)

DDR-related tools are immediate and targeted measures that may be used before, after or alongside DDR programmes or when the preconditions for DDR-programmes are not in place. These include pre-DDR, transitional weapons and ammunition management (WAM), community violence reduction (CVR), initiatives to prevent individuals from joining armed groups designated as terrorist organizations, DDR support to mediation and DDR support to transitional security arrangements. In addition, support to programmes for those leaving armed groups labelled and/or designated as terrorist organizations may be provided by DDR practitioners in compliance with international standards.

Reintegration support, including when complementing DDR-related tools: The UN should provide support to the reintegration of former members of armed forces and groups not only as part of DDR programmes, but also in the absence of such programmes, during conflict escalation, conflict and post-conflict. In these contexts, reintegration may take place alongside/following DDR-related tools or when DDR-related tools are not in use. The aim of this support is to facilitate the sustainable reintegration of those leaving armed forces and groups. Moreover, as part of the sustaining peace approach, community-based reintegration programmes should also aim to contribute to dynamics that aim to prevent further recruitment and sustain peace, by supporting communities of return, restoring social relations and avoiding perceptions of inequitable access to resources.

Integrated DDR processes are made up of different combinations of DDR programmes, DDR-related tools and reintegration support, including when complementing DDR-related tools. These different measures should be applied in an integrated manner, with joint mechanisms that guarantee coordination and synergy among all UN actors. The UN shall use the concept and abbreviation 'DDR' as a comprehensive term referring to integrated DDR, and including DDR programmes, DDR-related tools and reintegration support. Importantly, integrated DDR processes without DDR programmes do not include all ongoing stabilization and recovery measures, but only those DDR-related tools (CVR, transitional WAM, and so forth) and reintegration efforts that directly respond to the presence of active and/or former members of armed groups. Clear DDR mandates and specific requests for DDR assistance also define the parameters and scope of integrated DDR processes.

3. Introduction:
The rationale and mandate for integrated DDR

As DDR is implemented in partnership with Member States and draws on the expertise of a wide range of stakeholders, an integrated approach is vital to ensure that all actors are working in harmony towards the same end. Past experiences have highlighted the need for those involved in planning and implementing DDR and monitoring its impacts to work together in a complementary way that avoids unnecessary duplication of effort or competition for funds and other resources (see IDDRS 3.10 on Integrated DDR Planning).

The UN's integrated approach to DDR is guided by several policies and agendas that frame the UN's work on peace, security and development:
Echoing the Brahimi Report (A/55/305; S/2000/809), the High-Level Independent Panel on Peace Operations (HIPPO) in June 2015 recommended a common and realistic understanding of mandates, including required capabilities and standards, to improve the design and delivery of peace operations. Integrated DDR is part of this effort, based on joint analysis, comprehensive approaches, coordinated policies, DDR programmes, DDR-related tools and reintegration support.

The Sustaining Peace Approach – manifested in the General Assembly and Security Council twin resolutions on the Review of the United Nations Peacebuilding Architecture (General Assembly resolution 70/262 and Security Council resolution 2282 [2016]) – underscores the mutually reinforcing relationship between prevention and sustaining peace, while recognizing that effective peacebuilding must involve the entire UN system. It also emphasizes the importance of joint analysis and effective strategic planning across the UN system in its long-term engagement with conflict-affected countries, and, where appropriate, in cooperation and coordination with regional and sub-regional organizations as well as international financial institutions.
Integrated DDR also needs to be understood as a concrete and direct contribution to the implementation of the Sustainable Development Goals (SDGs). The SDGs are underpinned by the principle of leaving no one behind. The 2030 Agenda for Sustainable Development explicitly links development to peace and security, while SDG 16 is

focused on the promotion of peaceful, just and inclusive societies. Specifically, integrated DDR contributes to the implementation of:

- SDG 16.1: **Significantly reduce all forms of violence and related death rates everywhere.**
- SDG 16.4: **By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime.**
- SDG 8.7: **Take immediate steps to secure the prohibition and elimination of child labour, including recruitment and use of child soldiers, and by 2015 end child labour in all its forms.**

Gender-responsive DDR also contributes to:

- SDG 5.1: **End all forms of discrimination against women.**
- SDG 5.2: **Eliminate all forms of violence against all women and girls in public and private spaces, including trafficking, sexual and other types of exploitation.**
- SDG 5.6: **Ensure universal access to sexual and reproductive health and reproductive rights.**

The Quadrennial Comprehensive Policy Review (A/71/243, 21 December 2016, para. 14), states that "a comprehensive whole-of-system response, including greater co-operation and complementarity among development, disaster risk reduction, humanitarian action and sustaining peace, is fundamental to most efficiently and effectively addressing needs and attaining the Sustainable Development Goals."

Moreover, integrated DDR often takes place amid protracted humanitarian contexts which, since the 2016 World Humanitarian Summit Commitment to Action, have been framed through various initiatives that recognize the need to strengthen the humanitarian, development and peace nexus. These initiatives – such as the Grand Bargain, the New Way of Working (NWoW), and the Global Compact on Refugees – all call for humanitarian, development and peace stakeholders to identify shared priorities or collective outcomes that can serve as a common framework to guide respective planning processes. In contexts where the UN system implements these approaches, integrated DDR processes can contribute to the achievement of these collective outcomes.

In all contexts – humanitarian, development, and peacebuilding – upholding human rights, including gender equality, is pivotal to UN-supported integrated DDR. The Universal Declaration of Human Rights (UDHR, UNGA 217, 1948), the International Covenant on Civil and Political Rights, and the International Covenant on Economic, Social and Cultural Rights form the International Bill of Human Rights. These fundamental instruments, combined with various treaties and conventions, including (but not limited to) the Convention on the Elimination of Discrimination Against Women (CEDAW), the International Convention on the Elimination of All Forms of Racial Discrimination, the United Nations Convention on the Rights of the Child, and the United Nations Convention Against Torture, establish the obligations of Governments to promote and protect human rights and the fundamental freedoms of individuals and groups, applicable throughout integrated DDR. The work of the United Nations in all contexts is conducted under the auspices of upholding this body of law, promoting and protecting the rights of DDR participants and the communities into which they integrate, and assisting States in carrying out their responsibilities.

At the same time, the Secretary-General's Action for Peacekeeping (A4P) initiative, launched in March 2018 as the core agenda for peacekeeping reform, seeks to refocus peacekeeping with realistic expectations, make peacekeeping missions stronger and safer, and mobilize greater support for political solutions and for well-structured, well-equipped and well-trained forces. In relation to the need for integrated DDR solutions, the A4P Declaration of Shared Commitment, shared by the Secretary-General on 16 August 2018, calls for the inclusion and engagement of civil society and all segments of the local population in peacekeeping mandate implementation. In addition, it includes commitments related to strengthening national ownership and capacity, ensuring integrated analysis and planning, and seeking greater coherence among UN system actors, including through joint platforms such as the Global Focal Point on Police, Justice and Corrections. Relatedly, the Secretary-General's Agenda for Disarmament, launched in May 2018, also calls for "disarmament that saves lives", including new efforts to rein in the use of explosive weapons in populated areas – through common standards, the collection of data on collateral harm, and the sharing of policy and practice.

The UN General Assembly and the Security Council have called on all parts of the UN system to promote gender equality and the empowerment of women within their mandates, ensuring that commitments made are translated into progress on the ground and gender policies in the IDDRS. More concretely, UNSCR 1325 (2000) encourages all those involved in the planning of disarmament, demobilization and reintegration to consider the distinct needs of female and male ex-combatants and to take into account the needs of their dependents. The Global Study on 1325, reflected in UNSCR 2242 (2015), also recommends that mission planning include gender-responsive DDR programmes.

Furthermore, Security Council Resolution 2282 (2016), the Review of the United Nations Peacebuilding Architecture, the Review of Women, Peace and Security, and the High-Level Panel on Peace Operations (HIPPO) note the importance of women's roles in sustaining peace. UNSCR 2282 highlights the importance of women's leadership and participation in conflict prevention, resolution and peacebuilding, recognizing the continued need to increase the representation of women at all decision-making levels, including in the negotiation and implementation of DDR programmes. UN General Assembly resolution 70/304 calls for women's participation as negotiators in peace processes, including those incorporating DDR provisions, while the Secretary-General's Seven Point Action Plan on Gender-Responsive Peacebuilding calls for 15% of funding in support of post-conflict peacebuilding projects to be earmarked for women's empowerment and gender-equality programming. Finally, the Secretary-General's Agenda for Disarmament calls on States to incorporate gender perspectives into the development of national legislation and policies on disarmament and arms control – in particular, the gendered aspects of ownership, use and misuse of arms; the differentiated impacts of weapons on women and men; and the ways in which gender roles can shape arms control and disarmament policies and practices.

4. The UN DDR approach

The UN's integrated approach to DDR is applicable to mission and non-mission contexts, and emphasizes the role of DDR programmes, DDR-related tools, and reintegration support, including when complementing DDR-related tools.

The unconditional and immediate release of children associated with armed forces and groups must be a priority. Children must be supported to demobilize and reintegrate into families and communities at all times, irrespective of the status of peace negotiations and/or the development of DDR programmes and DDR-related tools.

DDR programmes consist of a range of activities falling under the operational categories of disarmament, demobilization and reintegration. (See definitions above.) These programmes are typically top-down and are designed to implement the terms of a peace agreement between armed groups and the Government.

The UN views DDR programmes as an integral part of peacebuilding efforts. DDR programmes focus on 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 programmes also help to build national capacity for long-term reintegration and human security, and they recognize the need to contribute to the right to reparation and to guarantees of non-repetition (see IDDRS 6.20 on DDR and Transitional Justice).

DDR programmes are complex endeavours, with political, military, security, humanitarian and socio-economic dimensions. The establishment of a DDR programme is usually agreed to and defined within a ceasefire, the ending of hostilities or a comprehensive peace agreement. This provides the political, policy and operational framework for the DDR programme. More generally, lessons and experiences have shown that the following preconditions are required for the implementation of a viable DDR programme:

- 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.

DDR programmes provide a framework for their coordination, management and implementation by national Governments with support from the UN system, international financial institutions, and regional stakeholders. They establish the expected outcomes, outputs and activities required, organize costing requirements into a budget, and set the monitoring and evaluation framework by identifying indicators, targets and milestones.

The UN's integrated approach to DDR acknowledges that planning for DDR programmes shall be initiated as early as possible, even before a ceasefire and/or peace agreement is signed, before sufficient trust is built in the peace process, and before minimum conditions of security are reached that enable the parties to the conflict to engage willingly in DDR (see IDDRS 3.10 on Integrated DDR Planning).

DDR programmes alone cannot resolve conflict or prevent violence, and such programmes need to be firmly anchored in an overall political and peacebuilding strategy. However, DDR programmes can contribute to security and stability so that other elements of a political and peacebuilding strategy, such as elections and power sharing, weapons and ammunition management, security sector reform (SSR) and rule of law reform, can proceed (see IDDRS 6.10 on DDR and SSR).

In recent years, DDR practitioners have increasingly been deployed in settings where the preconditions for DDR programmes are not in place. In some contexts, a peace agreement may have been signed but the armed groups have lost trust in the peace process or reneged on the terms of the deal. In other settings, where there are multiple armed groups, some may sign on to a peace agreement while others do not. In contexts of violent extremism conducive to terrorism, peace agreements are only a remote possibility.

It is not solely the lack of ceasefire agreements or peace processes that makes integrated DDR more challenging, but also the proliferation and diversification of armed groups, including some with links to transnational networks and organized crime. The phenomenon of violent extremism, as and when conducive to terrorism, creates legal and operational challenges for integrated DDR and, as a result, requires specific guidance. (For legal guidance pertinent to the UN approach to DDR, see IDDRS 2.11 on The Legal Framework for UN DDR.) Support to programmes for individuals leaving armed groups labelled and/or designated as terrorist organizations, among other things, should be predicated on a comprehensive screening process based on international standards, including international human rights obligations and national justice frameworks. There is no universally agreed upon definition of 'terrorism', nor associated terms such as 'violent extremism'. Nevertheless, the 19 international instruments on terrorism agree on definitions of terrorist acts/offenses, which are binding on Member States that are party to these conventions, as well as Security Council resolutions that describe terrorist acts. Practitioners should have a solid grounding in the evolving international counter-terrorism framework as established by the United Nations Global Counter-Terrorism Strategy, relevant General Assembly and Security Council resolutions and mandates, and the Secretary-General's Plan of Action to Prevent Violent Extremism.

In response to these challenges, DDR practitioners may contribute to stabilization initiatives through the use of DDR-related tools. The specific aims of DDR-related tools will vary according to the context and can contribute to broader political and peacebuilding efforts in line with United Nations Security Council and General Assembly mandates and broader strategic frameworks, such as the United Nations Sustainable Development Cooperation Framework (UNSDCF), the Humanitarian Response Plan (HRP), and/or the Integrated Strategic Framework. A gender- and child-sensitive approach should be applied to the planning, implementation and monitoring of DDR-related tools.

DDR-related tools may be applied before, during and after DDR programmes as complementary measures. However, they may also be used when the preconditions for DDR programmes are not in place. When this occurs, it is particularly important to delimit the boundaries of an integrated DDR process. Integrated DDR processes without DDR programmes do not include all ongoing stabilization and recovery measures, but only those DDR-related tools (CVR, transitional WAM, and so forth) and reintegration

efforts that directly respond to the presence of active and/or former members of armed groups. Clear DDR mandates and specific requests for DDR assistance also define the parameters and scope of integrated DDR processes.

The UN's integrated approach to DDR recognizes the need to provide support for reintegration when the preconditions for DDR programmes are not present. In line with the sustaining peace approach, this means that the UN should provide long-term support to reintegration that takes place in the absence of DDR programmes during conflict escalation, ongoing conflict and post-conflict reconstruction (see IDDRS 2.40 on Reintegration as Part of Sustaining Peace). The first goal of this support should be to facilitate the sustainable reintegration of those leaving armed forces and groups.

> In line with the sustaining peace approach, the UN should provide long-term support to reintegration during conflict escalation, conflict and post-conflict situations.

However, as part of the sustaining peace approach, community-based re-integration programmes should also aim to contribute to dynamics that aim to prevent future recruitment and sustain peace.

In this regard, opportunities should be seized to prevent relapse into conflict (or any form of violence), including by tackling root causes and understanding peace dynamics. Appropriate linkages should also be established with local and national stabilization, recovery and development plans. Reintegration support as part of sustaining peace is not only an integral part of DDR programmes, it also follows SSR where armed forces or the police are rightsized; complements DDR-related tools, such as CVR, through sustainable measures; or is provided to persons formerly associated with armed groups labelled and/or designated as terrorist organizations.

In sum, in countries in active armed conflict or emerging from armed conflict, DDR programmes, related tools and reintegration support contribute to stabilization efforts, to addressing gender inequalities exacerbated by conflict, and to creating an environment in which a peace process, political and social reconciliation, access to livelihoods and sustainable decent work, and long-term development can take root. When the preconditions for a DDR programme are in place, the DDR of combatants from both armed forces and groups can help to establish a climate of confidence and security, a necessity for recovery activities to begin, which can directly yield tangible benefits for the population. When the preconditions for a DDR programme are not in place, practitioners may choose from a set of DDR-related tools and measures in support of reintegration that can contribute to stabilization, help to make the returns of stability more tangible, and create more conducive environments for national and local peace processes. As such, integrated DDR processes should be seen as integral parts of efforts to consolidate peace and promote stability, and not merely as a set of sequenced technical programmes and activities.

Overall, integrated DDR has evolved beyond support to national, linear and sequenced DDR programmes, to become a process addressing the entire peace continuum in both mission and non-mission contexts, at regional, national and local levels.

5. UN DDR in mission and non-mission settings

The UN has been involved in integrated DDR across the peace continuum since the late 1980s. During the past 25 years, the UN has amassed considerable experience and knowledge of the coordination, design, implementation, financing, and monitoring and evaluation of DDR programmes. Over the past 10 years the UN has also gained similar experience in the use of DDR-related tools and reintegration support when the preconditions for DDR programmes are not present. 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 assistance.

UN departments, agencies, programmes and funds are uniquely able to support integrated DDR processes both in mission settings, where peace operations are in place, and in non-mission settings, where there is no peace operation present, providing breadth of scope, neutrality, impartiality and capacity-building through the sharing of technical DDR skills.

5.1 DDR in mission settings

Mission settings are those situations in which peace operations are deployed through peacekeeping operations, political missions and good offices engagements, by the UN or a regional organization. Where peace operations are mandated to manage and resolve an actual or potential conflict within States, DDR is generally mandated through a UN Security Council resolution, ideally within the framework of a ceasefire and/or a comprehensive peace agreement with specific provisions on DDR. Decision-making and accountability rest with the Special Representative or Special Envoy of the Secretary-General.

Missions with a DDR mandate usually include a dedicated DDR component to support the design and implementation of a nationally led DDR programme. When the preconditions for a DDR programme are not in place, the Security Council may also mandate UN peace operations to implement specific DDR-related tools, such as CVR, to support the creation of a conducive environment for a DDR programme. These types of DDR-related tools can also be designed and implemented to contribute to other mandated priorities such as the protection of civilians, stabilization and support to the overall peace process.

Integrated disarmament, demobilization (including reinsertion) and other DDR-related tools (except those covering reintegration support) fall under the responsibility of the UN peace operation's DDR component. The reintegration component will be supported and/or undertaken in an integrated manner very often by relevant agencies, funds and programmes within the United Nations Country Team (UNCT), as well as international financial institutions, under the leadership of the Deputy Special Representative of the Secretary-General (DSRSG)/Humanitarian Coordinator (HC)/Resident Coordinator (RC), who will designate lead agency(ies). The DDR mission component shall therefore work in close coordination with the UNCT. The UN DSRSG/HC/RC should establish a UN DDR Working Group at the country level with co-chairs to be defined, as appropriate, to coordinate the contributions of the UNCT and international financial institutions to integrated DDR.

While UN military and police contingents provide a minimum level of security, support from other mission components may include communications, gender equality, women's empowerment, and youth and child protection. With regard to special political missions and good offices engagements, DDR implementation structures and partnerships may need to be adjusted to the mission's composition as the mandate evolves. This adjustment can take account of needs at the country level, most notably with regard to the size and capacities of the DDR component, uniformed personnel and other relevant technical expertise.

In the case of peace operations, the Security Council mandate also forms the basis for assessed funding for all activities related to disarmament, demobilization (including reinsertion) and DDR-related tools (except those covering reintegration support). Fundraising for reintegration assistance and other activities needs to be conducted by Governments and/or regional organizations with support from United Nations peace operations, agencies, funds and programmes, bilateral donors and relevant international financial institutions. Regarding special political missions and good offices engagements, support to integrated DDR planning and implementation may require extra-budgetary funding in the form of voluntary contributions and the establishment of alternative financial management structures, such as a dedicated multi-donor trust fund.

5.2 DDR in non-mission settings

Non-mission settings are those situations in which there is no peace operation deployed to a country, either through peacekeeping, political missions or good offices engagements, by either the UN or regional organizations. In countries where there is no United Nations peace operation mandated by the Security Council, UN DDR support will be provided when either a national Government and/or UN RC requests assistance.

The disarmament and demobilization components of a DDR programme will be undertaken by national institutions with advice and technical support from relevant UN departments, agencies, programmes and funds, the UNCT, regional organizations and bilateral actors. The reintegration component will be supported and/or implemented by the UNCT and relevant international financial institutions in an integrated manner. When the preconditions for a DDR programme are not in place, the implementation of specific DDR-related tools, such as CVR, and/or reintegration support, may be considered. The alignment of CVR initiatives in non-mission contexts with reintegration assistance is essential.

Decision-making and accountability for UN-supported DDR rest, in this context, with the UN RC, who will identify one or more UN lead agency(ies) in the UNCT based on in-country capacity and expertise. The UN RC should establish a UN DDR Working Group co-chaired by the lead agency(ies) at the country level to coordinate the contribution of the UNCT to integrated DDR, including on issues related to gender equality, women's empowerment, youth and child protection, and support to persons with disabilities.

DDR programmes, DDR-related tools and reintegration support, where applicable, will require the allocation of national budgets and/or the mobilization of voluntary contributions, including through the establishment of financial management structures, such as a dedicated multi-donor trust fund or catalytic funding provided by the Peacebuilding Fund (PBF).

6. When is DDR appropriate?

Violent conflicts do not always completely cease 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. Furthermore, peace operations are often mandated in contexts where an agreement is yet to be reached or where a peace process is yet to be initiated or is only partially initiated. In non-mission contexts, requests from the Government for the UN to support DDR are made either when ceasefires are reached or when a peace agreement or a comprehensive peace agreement is signed. This is why practitioners should decide whether DDR programmes, DDR-related tools and/or reintegration support constitute the most appropriate response to a particular situation. A DDR programme will only be appropriate when the preconditions referred to above are in place.

6.1 When the preconditions for a DDR programme are not in place

When the preconditions for a DDR programme are not in place, the reintegration of former combatants and persons formerly associated with armed forces and groups may be supported in line with the sustaining peace approach, i.e., during conflict escalation, conflict and post-conflict. Furthermore, practitioners may choose from a menu of DDR-related tools. (See table above.)

Unlike DDR programmes, DDR-related tools are not designed to implement the terms of a peace agreement. Instead, when the preconditions for a DDR-programme are not in place, DDR-related tools may be used in line with United Nations Security Council and General Assembly mandates and broader strategic frameworks, such as the United Nations Sustainable Development Cooperation Framework (UNSDCF), the Humanitarian Response Plan (HRP) and/or the Integrated Strategic Framework. A gender- and child-sensitive approach should be applied to the planning, implementation and monitoring of DDR-related tools.

6.2 When the preconditions for a DDR programme are in place

When the preconditions are in place, the UN may support the establishment of DDR programmes. Other DDR-related tools can also be implemented before, after or alongside DDR programmes, as complementary measures (see table above).

The UN may employ or support a variety of DDR programming elements adapted to suit each context. These may include:

■ The disbanding of armed groups: Governments may request assistance to disband armed groups. The establishment of a DDR programme is agreed to and defined within a ceasefire, the ending of hostilities or a comprehensive peace agreement. Trust and commitment by the parties to the implementation of an agreement and minimum conditions of security are essential for the success of a DDR programme. Administratively, there is little difference between DDR programmes for armed forces and armed groups. Both may require the 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.

DDR-RELATED TOOL OR MEASURE	AIMS / COMPONENTS BENEFITS	CONTEXTUAL FACTORS WHICH CONTEXT TO USE IN	CONSIDERATIONS FOR DESIGN AND IMPLEMENTATION

Pre-DDR	■ A local-level transitional stabilization measure designed for those who are eligible for a national DDR programme.
	■ Activities may include (but are not limited to) WAM, gender-responsive and age-appropriate vocational training, setting up small businesses, and cash for work.
	■ Can be conducted with male and female ex-combatants who are in camps, or with ex-combatants who are already in communities.
		■ Can be initiated when the implementation of a national DDR programme is delayed. These delays may arise from:
		  • Deterioration of trust, security, political will (i.e., absence of preconditions for a DDR programme).
		  • Funding delays and capacity deficits (i.e., preconditions for a DDR programme are present).
			■ A national DDR programme should take over as quickly as possible in order to avoid relapse into violence.
			■ Most likely to be implemented in mission settings.
			■ Can be linked to later reintegration activities as part of the national DDR programme.

Community Violence Reduction	■ A bottom-up approach that targets children and youth at risk of recruitment, community members and armed groups. ■ Helps to eliminate the main drivers of violence and build social cohesion. ■ Presents an opportunity to rebalance unequal gender relations at the community level. ■ Encompasses a range of activities from labour-intensive projects, business incubation and community dialogue forums, directly engaging with former members of armed forces and groups and children and youth at risk to prevent further recruitment.	■ Can be used before, after and alongside DDR programmes. For example, to reduce tensions in communities where cantonment is occurring or ex-combatants are returning. ■ Can be used as an alternative to a DDR programme when the preconditions are not in place. ■ Suited for situations with widely diffused and localized violence by different non-state actors (e.g., armed gangs in urban environments, localized inter-communal conflict, non-signatory armed groups).	■ Can be used in both mission and non-mission contexts focusing specifically on security and stability and creating the conditions for peace. ■ CVR shall actively pursue proportional gender representation among CVR proj-ect implementation partners, within local project selection and review committees, and among individual and community beneficiaries. ■ Where appropriate, children (under 18 years old) may be included in CVR activities, but with relevant legal safeguards to ensure their rights and needs are carefully accounted for. ■ Strong mechanisms for coordination; avoid multiple or competing programmes. ■ Sensitivity to local context. ■ Pre-activity analysis and constant monitoring, evaluations and adjustments. ■ Links with police, local governance and other rule of law mechanisms. ■ Links to process of articulating Collective Outcomes in line with NWoW.

DDR-RELATED TOOL OR MEASURE	AIMS/ COMPONENTS/ BENEFITS	CONTEXTUAL FACTORS WHICH CONTEXT TO USE IN	CONSIDERATIONS FOR DESIGN AND IMPLEMENTATION
Transitional Weapons and Ammunition Management	■ May include (but is not limited to) weapons collection in exchange for community development projects; support for safer management of weapons and ammunition by communities; the creation of gun-free zones; awareness-raising activities regarding the risks associated with weapons possession; and support for the development of WAM capacity of armed forces and groups. ■ Enables the determination of priorities based on local participatory processes involving men and women. ■ Transfers the responsibility for weapons reduction or management to communities.	■ Can be used before, after and alongside DDR programmes, but particularly when the preconditions for disarmament are not in place. ■ Suited for situations where there are diverse arms-holders or arms proliferation throughout the civilian population (e.g., irregular armed groups).	■ Can be used in both mission and non-mission settings. ■ Can be implemented as part of pre-DDR, CVR and transitional security arrangements, or as a standalone. ■ Deep knowledge of community dynamics required, including gender-specific patterns of weapons ownership and the impact that this has on men, women and children. ■ Demand-driven and bottom-up. ■ Requires careful sequencing and phasing with DDR programmes. ■ Shall be designed and implemented in coordination with and in support of national arms control policies and management systems.
DDR Mediation Support	■ As members of mediation support teams or mission staff in an advisory role to the SRSG or DSRSG, DDR practitioners can provide insights into the interests and positions of armed forces and groups related to DDR. ■ DDR practitioners draft DDR provisions of ceasefires and political agreements and make proposals on the design and implementation of DDR programmes. ■ DDR practitioners provide advice on how to engage with armed forces and groups on DDR issues and contribute to the attainment of agreements.	■ When working towards the preconditions for DDR programmes (i.e., when peace negotiations are ongoing). ■ When non-signatory armed groups are present in settings where other groups are participating in a DDR programme. ■ When armed groups lose trust in a peace agreement or renege on the terms related to DDR.	■ Can be implemented alongside pre-DDR, CVR, transitional WAM and DDR support to transitional security arrangements. ■ Most likely to be implemented in mission contexts. ■ It is important to be sensitive to how DDR may be perceived by armed forces and groups in the early stages of engagement. ■ Mediators are advised to consult extensively with women on the design of security arrangements that seek to address or prevent sexual violence and to gain their support for the laying down of arms.

DDR-RELATED TOOL OR MEASURE	AIMS/ COMPONENTS/ BENEFITS	CONTEXTUAL FACTORS WHICH CONTEXT TO USE IN	CONSIDERATIONS FOR DESIGN AND IMPLEMENTATION
DDR Support to Transitional Security Arrangements	■ Geared towards security-related confidence-building measures as part of ongoing negotiations, ceasefire or peace agreements. The agreements can include the temporary establishment of legitimate non-state security providers or mixed patrols and units consisting of state and non-state actors at the national, regional or local levels. ■ Often designed to facilitate the integration of ex-combatants into the national security sector in line with a relevant conflict resolution framework.	■ When working towards the preconditions for a DDR programme (i.e., when peace negotiations are ongoing). ■ When armed groups lose trust in a peace agreement or renege on the terms.	■ Can be implemented alongside pre-DDR, CVR, transitional WAM and DDR mediation support. ■ Most likely to be implemented in mission contexts.

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- The rightsizing of armed forces or police: Governments may request assistance to downsize or restructure their armies or police and supporting institutional infrastructure (salaries, benefits, basic services, etc.). Such processes contribute to security sector reform (SSR) (see IDDRS 6.10 on DDR and Security Sector Reform). DDR practitioners should work in close collaboration with SSR experts while planning reintegration support to former members of armed forces.
- The repatriation of foreign combatants and associated groups: Considering the regional dimensions of conflict, Governments may agree to assistance to repatriation. DDR programmes may need to become involved in repatriating national combatants and their civilian family members, as well as children associated with armed forces and groups who may have crossed an international border. Such repatriation needs to be in accordance with the principle of non-refoulement, as set out in international humanitarian, human rights and refugee law (see IDDRS 2.11 on The Legal Framework for UN DDR).

While DDR programmes are primarily used to address the security challenges posed by members of armed forces and groups, provisions should be made for the inclusion of other groups (including civilians and youth at risk), depending on resources and local circumstances. National institutions should be supported to determine the policy on direct benefits and reintegration assistance during a DDR programme.

Civilians and civil society groups in communities to which members of the above-mentioned groups will return should 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 dependents/families during the reintegration phase.

7. Who is DDR for?

Five categories of people should be taken into consideration, as participants and beneficiaries, in integrated DDR processes. This will depend on the context, and the particular combination of DDR programmes, DDR-related tools, and reintegration support in use:

1. members of armed forces and groups who served in combat and/or support roles (those in support roles are often referred to as being associated with armed forces and groups);
2. abductees/victims;
3. dependents/families;
4. civilian returnees/'self-demobilized';
5. community members.

Consideration should be given to addressing the specific needs of women, youth, children, persons with disabilities, and persons with chronic illnesses in each of these five categories.

National actors, such as Governments, political parties, the military, signatory and non-signatory armed groups, non-governmental organizations, civil society organizations and the media are all stakeholders in integrated DDR processes along with international actors.

8. What principles guide UN DDR?

All UN DDR programmes, DDR-related tools, and reintegration support shall be voluntary, people-centred, gender-responsive and inclusive, conflict sensitive, context specific, flexible, accountable and transparent, nationally and locally owned, regionally supported, integrated and well planned.

8.1 Voluntary

Integrated DDR shall be a voluntary process for both armed forces and groups, both as organizations and individual (ex)combatants. Groups and individuals shall not be coerced to participate. This principle has become even more important, but contested, in contemporary conflict environments where the participation of some combatants in nationally, locally, or privately supported efforts is arguably involuntary, for example as a result of their capture on the battlefield or their being forced into a DDR programme under duress.

Integrated DDR should not be conflated with military operations or counter-insurgency strategies. Although the UN does not generally engage in detention operations and DDR has traditionally been a voluntary process, the nature of conflict environments and the growing potential for overlap with State-led efforts countering violent extremism and counter-terrorism has increased the likelihood that the UN and other actors engaging in DDR may be faced with detention-related dilemmas. DDR practitioners should therefore pay particular attention to such questions when operating in complex conflict environments and seek legal advice if confronted with surrendered or captured combatants in overt military operations, or if there are any concerns regarding the voluntariness of persons participating in DDR. They should also be aware of requirements contained in Chapter VII resolutions of the Security Council that, among other things, call for Member States to bring terrorists to justice and oblige national authorities to ensure the prosecution of suspected terrorists as appropriate (see IDDRS 2.11 on The Legal Framework for UN DDR).

8.2 People-centred

8.2.1. Criteria for participation/eligibility

Determining the criteria that define which people are eligible to participate in integrated DDR, particularly in situations where mainly armed groups are involved, is vital if aims are to be achieved. In DDR programmes, eligibility criteria must be carefully designed and ready for use in the disarmament and demobilization stages. DDR programmes are aimed at combatants and persons associated with armed forces and groups. These groups may be composed of different categories of people who have participated in the conflict within armed forces and groups such as abductees/victims or dependents/families.

In instances where the preconditions for a DDR programme are not in place, or where combatants are ineligible for DDR programmes, DDR-related tools, such as CVR, or support to reintegration may be provided. Determination of eligibility for these activities should be undertaken by relevant national and local authorities with support from UN missions, agencies, programmes and funds as appropriate. Armed groups

in particular have a variety of structures – rebel groups, armed gangs, etc. In order to provide the best assistance, operational and implementation strategies that deal with their specific needs should be adopted.

8.2.2. Unconditional release and protection of children

The unconditional and immediate release of children associated with armed forces and groups must be a priority, irrespective of the status of peace negotiations and/or the development of DDR programmes and DDR-related tools. UN-supported DDR interventions shall not be allowed to encourage the recruitment of children into armed forces and groups in any way, especially by commanders trying to increase the number of combatants entering DDR programmes in order to profit from assistance provided to combatants. When DDR programmes, DDR-related tools and reintegration support are implemented, children shall be separated from armed forces and groups and handed over to child protection agencies. Children will then be supported to demobilize and reintegrate into families and communities (see IDDRS 5.30 on Children and DDR). Only child protection practitioners should interview children associated with armed forces and groups.

8.2.3 In accordance with standards and principles of humanitarian assistance

UN-supported integrated DDR processes promote the human rights of participants and the communities into which they integrate, and are conducted in line with international humanitarian, human rights and refugee law. 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. Under the UN's Human Rights Due Diligence Policy (HRDDP), providers of support have a responsibility to monitor the related human rights context, to suspend support under certain circumstances and to engage with national authorities towards addressing violations. Where one or more parties or individuals violate agreements and undertakings, the UN can take appropriate remedial action and/or exclude individuals from DDR.

> Neutrality within a rights-based approach should not prevent UN personnel from protesting against or documenting human rights violations.

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. However, mechanisms must also be designed to prevent those who have committed violations of human rights from going unpunished by ensuring that DDR programmes, related tools and reintegration support do not operate as a reward system for the worst violators. In many post-conflict situations, there is often a tension 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 and/or transitional justice mechanisms.

Children released from their association with armed forces and groups who have committed war crimes and mass violations of human rights may also be criminally responsible under national law, though any criminal responsibility must be in accordance with international juvenile justice standards and the International Criminal Court Policy on Children (see IDDRS 5.20 on Youth and DDR, and IDDRS 5.30 on Children and DDR).

UN-supported DDR interventions should take into consideration local and international mechanisms for achieving justice and accountability, as well as respect for the rule of law, including any accountability, justice and reconciliation mechanisms that may be established with respect to crimes committed in a particular Member State. These can take various forms, depending on the specificities of the local context.

8.3 Gender responsive and inclusive

Like men and boys, women and girls are likely to have played many different roles in armed forces and groups, as fighters, supporters, wives or sex slaves, messengers and cooks. The design and implementation of integrated DDR processes should aim to address the specific needs of women and girls, as well as men and boys, taking into account these different experiences, roles, capacities and responsibilities acquired during and after conflicts. Specific measures should be put in place to ensure the equal and meaningful participation of women in all stages of integrated DDR – from the negotiation of DDR provisions in peace agreements and the establishment of national institutions, to CVR and community-based reintegration support (see IDDRS 5.10 on Gender and DDR).

Non-discrimination and fair and equitable treatment are core principles in both the design and implementation of integrated DDR processes. The eligibility criteria for DDR shall not discriminate against individuals on the basis of sex, age, gender identity, race, religion, nationality, ethnic origin, political opinion, or other personal characteristics or associations. Furthermore, the opportunities/benefits that eligible ex-combatants have access to when participating in a particular DDR process shall not discriminate against individuals on the basis of their former affiliation with a particular armed force or group.

It is likely there will be a need to address potential 'spoilers', e.g., by negotiating 'special packages' for commanders in order to secure their buy-in and to ensure that they allow combatants to participate. This political compromise must be carefully negotiated on a case-by-case basis. Furthermore, the inclusion of youth at risk and other non-combatants should also be seen as a measure helping to prevent future recruitment.

8.4 Conflict sensitive

'Do no harm' is a standard principle against which all DDR programmes, DDR-related tools and reintegration support shall be evaluated at all times. No false promises shall 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 punish sexual and gender-based violence, harassment and intimidation, or any other violation of human rights. It is particularly important to consider 'do no harm' when assessing the reinsertion and reintegration options for female fighters or women and girls associated with armed forces and groups.

8.5 Context specific

Integrated DDR needs to be flexible and context-specific in order to address national, regional, and global realities. DDR should consider the nature of armed groups, conflict drivers, peace opportunities, gender dynamics, and community dynamics. All UN or UN-supported DDR interventions shall be designed to take local conditions and needs into account. The IDDRS provide DDR practitioners with comprehensive guidance and analytical tools for the planning and design of DDR rather than a standard formula that is applicable to every situation.

8.6 Flexible, accountable and transparent

8.6.1 Flexible, sustainable and transparent funding arrangements

Due to the complex and dynamic nature of integrated DDR processes, flexible and long-term funding arrangements are essential. The multidimensional nature of DDR requires an initial investment of staff and funds for planning and programming, as well as accessible and sustainable sources of funding throughout the different phases of implementation. Funding mechanisms, including trust funds, pooled funding, etc., and the criteria established for the use of funds shall 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 elements of a DDR programme and makes it difficult to implement the programme in an integrated, flexible and dynamic way. The importance of planning and initiating reinsertion and reintegration support activities at the start of a DDR programme has become increasingly evident, so adequate financing for reintegration needs to be secured in advance. This should help to prevent delays or gaps in implementation that could threaten or undermine the programme's credibility and viability (see IDDRS 3.41 on Finance and Budgeting).

8.6.2 Accountability and transparency

In order to build confidence and ensure legitimacy, and to justify financial and technical support by international actors, DDR programmes, DDR-related tools and reintegration support are, from the very beginning, predicated on the principles of accountability and transparency. Post-conflict stabilization and the establishment of immediate security are the overall goals of DDR, but integrated DDR 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 conflict and post-conflict context, interventions must be flexible and adaptable.

The UN aims to establish transparent mechanisms for the independent monitoring, oversight and evaluation of integrated DDR and its financing mechanisms. It also attempts to create an environment in which all stakeholders understand and are accountable for achieving broad objectives and implementing the details of integrated DDR processes, 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 programmes in good faith;

- the accountability and transparency of all relevant actors in contexts where the preconditions for DDR are not in place and alternative DDR-related tools and reintegration support measures are implemented;
- the accountability of national and international implementing agencies to the five categories of persons who can become participants in DDR for the professional and timely carrying out of activities and delivery of services;
- the adherence of all parts of the UN system (missions, departments, agencies, programmes and funds) to IDDRS principles and guidance for designing and implementing DDR;
- the commitment of Member States and bilateral partners to provide timely political and financial support to integrated DDR processes.

Although DDR practitioners should always aim to meet core commitments, setbacks and unforeseen events should be expected. Flexibility and contingency planning are therefore needed. It is essential to establish realistic goals and make reasonable promises to those involved, and to explain setbacks to stakeholders and participants in order to maintain their confidence and cooperation.

8.7. Nationally and locally owned

Ensuring national and local ownership is crucial to the success of integrated DDR. National ownership ensures that DDR programmes, DDR-related tools and reintegration support are informed by an understanding of the local context, the dynamics of the conflict, and the dynamics between ex-combatants and community members. Even when receiving financial and technical assistance from partners, it is the responsibility of national Governments to ensure coordination between government ministries and local government, between Government and national civil society, and between Government and external partners.

In contexts where national capacity is weak, a Government exerts national ownership by building the capacity of its national institutions, by contributing to the integrated DDR process and by creating links to other peacebuilding and development initiatives. This is particularly important in the case of reintegration support, as measures should be designed as part of national development and recovery efforts.

National and local capacity must be systematically developed, as follows:

- **Creating national and local 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 context and the type of DDR activities to be implemented, including commitments to gender equality.
- **Finding implementing partners:** Besides national institutions, civil society is a key partner in DDR. The technical capacity and expertise of civil society groups will often need to be strengthened, particularly when conflict has diminished human and financial resources. Particular attention should be paid to supporting the capacity development of women's civil society groups to ensure equal participation as partners in DDR. Doing so will help to create a sustainable environment for DDR and to ensure its long-term success.

■ **Employing local communities and authorities**: Local communities and authorities play an important role in ensuring the sustainability of DDR, particularly in support of reintegration and the implementation of DDR-related tools. Therefore, their capacities for strategic planning and programme and/or financial management must be strengthened. Local authorities and populations, ex-combatants and their dependents/families, and women and girls formerly associated with armed forces and groups shall all be involved in the planning, implementation and monitoring of integrated DDR processes. This is to ensure that the needs of both individuals and the community are addressed. Increased local ownership builds support for reintegration and reconciliation efforts and supports other local peacebuilding and recovery processes.

As the above 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 persons with disabilities and chronic illness.

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

8.8 Regionally supported

The regional causes of conflict and the political, social and economic interrelationships among neighbouring States sharing insecure borders will present challenges in the implementation of DDR. Managing repatriation and the cross-border movement of weapons and armed groups requires careful coordination among UN agencies and regional organizations supporting DDR, both in the countries concerned and in neighbouring countries where there may be spill-over effects. The return of foreign former combatants and mercenaries may be a particular problem and will require a separate strategy (see IDDRS 5.40 on Cross-Border Population Movements). Most notably, UN actors need to engage regional stakeholders in order to foster a conducive regional environment, including support from neighbouring countries, for DDR interventions addressing armed groups operating on foreign national territory and with regional structures.

8.9. Integrated

From the earliest assessment phase and throughout all stages of strategy development, planning and implementation, it is essential to encourage integration and unity of effort within the UN system and with national players. It is also important to coordinate the participation of international partners so as to achieve common objectives. Joint assess-

ments and programming are key to ensuring that DDR programmes in both mission and non-mission contexts are implemented in an integrated manner. DDR practitioners should also strive for an integrated approach in contexts where DDR programmes are used in combination with DDR-related tools, and in settings where the preconditions for DDR programmes are absent (see IDDRS 3.10 on Integrated Planning).

8.10. Well planned

8.10.1. 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, in line with the UN Programme Criticality Framework, should be established for starting, delaying, suspending or cancelling activities and/or operations, should security risks be too high.

8.10.2. Planning: assessment, design, monitoring and evaluation

Integrated DDR processes shall be designed on the basis of detailed quantitative and qualitative data. Supporting information management systems should ensure that this data remains 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 should be undertaken. Regularly updating this information, as well as population-specific surveys (e.g., with women associated with armed forces and groups), allows for DDR to adapt to changing circumstances (also see IDDRS 3.10 on Integrated Planning, IDDRS 3.20 on DDR Programme Design and IDDRS 3.30 on National Institutions for DDR).

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

8.10.3. Public information and community sensitization

Public information, awareness-raising and community sensitization ensure that affected communities and participants receive accurate information on DDR procedures and benefits. The sharing of information helps generate broad public support and national ownership, and at the same time manages expectations and encourages behavioural change, the demilitarization of hearts and minds, and reconciliation between ex-com-

batants and war-affected communities. Public information strategies should be drawn up and implemented as early as possible. Messages should be appropriately tailored for different audiences, considering gender and cultural dimensions in design and delivery, and should employ many different and locally appropriate means of communication (see IDDRS 4.60 on Public Information and Strategic Communication in Support of DDR).

8.10.4. Transition and exit strategies

While DDR programmes last for a specific period of time that includes the immediate post-conflict situation and the transition and early recovery periods, other aspects of DDR may need to be continued, albeit in a different form. DDR-related tools can be initiated after DDR programmes, such as when the disarmament of armed groups is followed by community-based weapons and ammunition management. Reintegration assistance also becomes an integral part of recovery and development. 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 integrated DDR will seamlessly transform into broader and/or longer-term development strategies, such as security sector reform, violence prevention, socio-economic recovery, national reconciliation, peacebuilding, gender equality and poverty reduction.

Annex A: Abbreviations

A4P	Action for Peacekeeping
CEDAW	Convention on the Elimination of Discrimination Against Women
CVR	community violence reduction
HIPPO	High-Level Independent Panel of Peace Operations
HRDDP	Human Rights Due Diligence Policy
HRP	Humanitarian Response Plan
NWoW	New Way of Working
PBF	Peacebuilding Fund
SDGs	Sustainable Development Goals
SSR	security sector reform
UDHR	Universal Declaration of Human Rights
UNCT	UN Country Team
UN DSRSG	UN Deputy Special Representative of the Secretary-General
UN HC	UN Humanitarian Coordinator
UN RC	UN Resident Coordinator
UNSDCF	UN Sustainable Development Cooperation Framework
WAM	weapons and ammunition management