

4.30 Reintegration

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NOTE

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4.30 Reintegration

Summary

Successful reintegration is a particular complex part of DDR. Ex-combatants and those previously associated with armed forces and groups are finally cut loose from structures and processes that are familiar to them. In some contexts, they re-enter societies that may be equally unfamiliar and that have often been significantly transformed by conflict.

A key challenge that faces former combatants and associated groups is that it may be impossible for them to reintegrate in the area of origin. Their limited skills may have more relevance and market-value in urban settings, which are also likely to be unable to absorb them. In the worst cases, places from which ex-combatants came may no longer exist after a war, or ex-combatants may have been with armed forces and groups that committed atrocities in or near their own communities and may not be able to return home.

Family and community support is essential for the successful reintegration of ex-combatants and associated groups, but their presence may make worse the real or perceived vulnerability of local populations, which have neither the capacity nor the desire to assist a 'lost generation' with little education, employment or training, war trauma, and a high militarized view of the world. Unsupported former combatants can be a major threat to the security of communities because of their lack of skills or assets and their tendency to rely on violence to get what they want.

Ex-combatants and associated groups will usually need specifically designed, sustainable support to help them with their transition from military to civilian life. Yet the United Nations (UN) must also ensure that such support does not mean that other war-affected groups are treated unfairly or resentment is caused within the wider community. The reintegration of ex-combatants and associated groups must therefore be part of wider recovery strategies for all war-affected populations. Reintegration programmes should aim to build local and national capacities to manage the process in the long-term, as reintegration increasingly turns into reconstruction and development.

This module recognizes that reintegration challenges are multidimensional, ranging from creating micro-enterprises and providing education and training, through to preparing receiving communities for the return of ex-combatants and associated groups, dealing with the psychosocial effects of war, ensuring ex-combatants also enjoy their civil and political rights, and meeting the specific needs of different groups.

1. Module scope and objectives

The objective of this module is to provide DDR planners and practitioners with an overview of the issues that need to be taken into account when planning, designing and implementing a reintegration programme, in addition to offering practical guidance on how to successfully deal with any challenges that may arise. Given the complexity of reintegration, and the need for context-specific programmes, the guidance offered here is

less prescriptive than in some other modules of the IDDRS. Following discussion of the approaches to reintegration and guidance on programme planning and design, the key components of a reintegration programme are outlined and discussed, from economic, social/psychosocial, and political perspectives. Finally, the module identifies linkages between reintegration and the wider recovery/peacebuilding frameworks.

2. Terms, definitions and abbreviations

Annex A contains a list of definitions used in this Reintegration standard. A complete glossary of all the terms, definitions and abbreviations used in the series of Integrated DDR Standards (IDDRS) is given in IDDRS 1.20.

In the IDDRS series, the word ‘shall’, ‘should’ and ‘may’ are used to indicate the intended degree of compliance with the standards laid down. This use is consistent with the language used in the International Organization for Standardization 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.”

DEFINING ‘REINTEGRATION’

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

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

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

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)

3. Introduction

Sustainable reintegration of former combatants and associated groups into their communities of origin or choice is the ultimate objective of DDR. A reintegration programme is designed to address the many destabilizing factors that threaten ex-combatants’ successful transition to peace, including: economic hardship, social exclusion, psychological and physical trauma, and political disenfranchisement. Failure to successfully reintegrate ex-combatants will undermine the achievements of disarmament and demobilization, furthering the risk of renewal of armed conflict.

Reintegration of ex-combatants and associated groups is a long-term process that occurs at the individual, community, national, and at times even regional level, and has economic, social/psychosocial, political and security factors affecting its success. Post-conflict economies have often collapsed, posing significant challenges to creating sustainable livelihoods for former combatants and other conflict-affected groups. Social and psychological issues of identity, trust, and acceptance are crucial to ensure violence prevention and lasting peace. In addition, empowering ex-combatants to take part in the political life of their communities and state can bring forth a range of benefits, such as providing civilians with a voice to address any former or residual grievances in a socially constructive, non-violent manner. Without sustainable and comprehensive reintegration, former combatants may become further marginalized and vulnerable to re-recruitment or engagement in criminal or gang activities.

A reintegration programme will attempt to facilitate the longer-term reintegration process by providing time-bound, targeted assistance. A reintegration *programme* cannot match the breadth, depth or duration of the reintegration *process*, nor of the long-term recovery and development process; therefore, careful analysis is required in order to design and implement a strategic and pragmatic reintegration programme that best balances timing, sequencing and a mix of programme elements from among the resources available. A strong monitoring system is needed to continuously track if the approach taken is yielding the desired effect. A well-planned exit strategy, with an emphasis on capacity building and ownership by national and local actors who will be engaged in the reintegration process for much longer than the externally assisted reintegration programme, is therefore crucial from the beginning.

A number of key contextual factors should be taken into account when planning and designing the reintegration strategy. These contextual factors include: (i) the nature of the conflict (i.e. ideology-driven, resource-driven, identity-driven, etc.) and duration as determined by a conflict and security analysis; (ii) the nature of the peace (i.e. military victory, principle party negotiation, third party mediation); (iii) the state of the economy (especially demand for skills and labour); (iv) the governance capacity and reach of the state (legitimacy and institutional capacity); and, (v) the character and cohesiveness of combatants and receiving communities (trust and social cohesiveness). These will be discussed in greater detail throughout the module.

There are also several risks and challenges that must be carefully assessed, monitored and managed in order to successfully implement a reintegration programme. One of the key challenges in designing and implementing DDR programmes is how to fulfill the specific and essential needs of ex-combatants without turning them into a real or perceived privileged group within the community. The reintegration support for ex-combatants should therefore be planned in such a manner as to avoid creating resentment and bitterness within wider communities or society or putting a strain on a community's limited resources. Accordingly, this module seeks to emphasize the importance and benefits of approaching reintegration programmes from a community-based perspective in order to more effectively execute programme activities and avoid possible tensions forming between ex-combatants and community members.

In order to increase the effectiveness of reintegration programmes, it is also essential to recognize and identify their limitations and boundaries. Firstly, the trust of ex-combatants in the political process is often heavily influenced by the nature of the peace settlement and the trust of the overall population in the process; DDR both influences and

is influenced by political processes. Secondly, the presence of economic opportunities is critical. And thirdly, the governance capacity of the state, referring to its perceived legitimacy and institutional capacity to govern and provide basic services, is essential to the successful implementation of a DDR programme. DDR is fundamentally social, economic and political in character and should be seen as part of a broader integrated approach to recovery, including security, governance, and political and developmental aspects. Therefore, programmes shall be based upon context analyses (see above on contextual factors) that are integrated, comprehensive and coordinated across the UN family with national and other international partners.

4. Guiding Principles

IDDRS 2.10 on the UN Approach to DDR sets out the main principles that shall guide all aspects of DDR planning and implementation. All UN DDR programmes shall be: people-centred; flexible; accountable and transparent; nationally and locally owned; integrated; and well-planned, in addition to being gender-sensitive. More specifically, when designing and implementing reintegration programmes, planners and practitioners shall take the following guidance into consideration:

4.1. People-centred

UN-supported reintegration strategies will include diverse people and communities with various needs. Non-discrimination and fair and equitable treatment of participants and beneficiaries are core principles of the UN approach to DDR. A 'people-centred' approach recognizes that differences exist among reintegration participants and beneficiaries – differences which include, but are not limited to sex, age, class, religion, and physical, intellectual or psycho-social capacities – all of which require targeted responses. Reintegration assistance shall therefore be based on thorough profiling of ex-combatants and assessments of the social, economic, political and cultural contexts into which they are reintegrating in order to support specific needs.

4.2. Flexible

To respond to contextual changes and remain relevant, reintegration programmes should be designed in such a way that allows for maximum adaptability. While the reintegration programme design will be based on initial assessments, it is important to remember that many contextual factors will change significantly during the course of the programme, such as the wishes and ambitions of ex-combatants, the labour market, the capacity of service providers, the capacity of the different government bodies, in addition to the agendas of political parties and leaders in power. Furthermore, new or broader recovery plans may be designed during the timeframe of the DDR programme, for which reintegration programmes should be linked.

Additionally, flexibility is required on the issue of targeting principles. While in the beginning of the programme exclusive targeted approaches might be appropriate, flexibility to enlarge the target group within the scope of the programme should be considered and may also be part of the programme exit strategy. This means that the total number of combatants might be known at the beginning of a programme, but not necessarily the

total number of beneficiaries or people assisted. Furthermore, flexibility of the types of reintegration assistance offered should be applied within the national programme. Fixed packages of individual assistance shall therefore be avoided.

4.3. Accountable and transparent

Reintegration assistance shall be based on the principles of accountability and transparency. Public information and communication strategies shall therefore be drawn up and implemented as early as possible. Public information, awareness-raising and community consultation and sensitization ensure that affected participant and beneficiary groups have a chance to influence and to receive accurate information on DDR programme procedures and reintegration assistance.

Once expected results are clearly defined by all stakeholders, key indicators for monitoring and measuring programme impact shall be agreed upon, based on careful context assessments and analysis. Defining a set of indicators in a participatory manner helps to clarify expectations and leads to a broad agreement on realistic targets. Individuals or organizations responsible for monitoring should also be agreed upon, as well as how often monitoring reports will be drawn up. The data for indicators should be updated at least quarterly and communicated to stakeholders.

4.4. Nationally and locally owned

The success of reintegration programmes depends on the combined efforts of individuals, families and communities and therefore reintegration programmes shall be designed through an inclusive, participatory process that involves ex-combatants and communities, local and national authorities, and non-governmental actors in planning and decision-making from the earliest stages. Buy-in to the reintegration process by key armed actors and military leaders shall be one of the first priorities of the DDR programme, and should be achieved in collaboration with national government and other key stakeholders in accordance with UN mandates. All parties to the conflict shall commit themselves to accepting an agreed framework, together with a timetable for carrying out activities.

The primary responsibility for the successful outcome of DDR programmes rests with national authorities and local stakeholders. Reintegration programmes shall therefore seek to develop the capacities of receiving communities, as well as local and national authorities. In contexts where national capacity is weak, it is important to ensure that international actors do not act as substitutes for national authorities in programme management and implementation, but rather put forth all efforts to strengthen the national capacities needed to implement the long-term reintegration process.

4.5. Integrated

DDR processes both influence and are affected by wider recovery, peacebuilding and state transformational processes. It is therefore essential that reintegration programmes work collaboratively with other programmes and stakeholders to achieve policy coherence, sectoral programme integration, inter-agency cooperation and coordination from the start.

UN integrated units should be used wherever possible to support the implementation of DDR programmes. In addition, the use of technical working groups, donor forums, and

rapid response/surge modalities should be used to further integrate efforts in the area of DDR.

It is also particularly relevant that line ministries receive appropriate support from DDR programmes to ensure that reintegration will be sustainable and in accordance with other national policies and plans.

4.6. Well-planned

A well-planned reintegration programme shall assess and respond to the specific needs of its male and female participants (i.e. gender-sensitive planning), who might be children, youth, adults, elders and/or persons with disabilities.

Effective and sustainable reintegration depends on early planning that is based on: a comprehensive understanding of the local context, a clear and unambiguous agreement among all stakeholders about objectives and results of the programme, the establishment of realistic timeframes, clear budgeting requirements and human resource needs, and a clearly defined programme exit strategy. Planning shall be based on existing assessments which include conflict and security analyses, gender analyses, early recovery and/or post-conflict needs assessments, in addition to reintegration-specific assessments. Reintegration practitioners shall furthermore ensure a results-based monitoring and evaluation (M&E) framework is developed during the planning phase and that sufficient resources and expertise are allocated for this task at the outset.

Those planning the disarmament and demobilization phases shall work in tandem with the reintegration phase planners and experts to ensure a smooth transition, and more specifically that the programme has sufficient resources and capacity to absorb the demobilized groups, where applicable. It is important that promises on reintegration assistance are not made during the disarmament and demobilization phases that cannot be delivered upon later.

Finally, planning should recognize that DDR programming does not take place in a vacuum. Planners should therefore carefully consider, and where possible link with, other early recovery and peacebuilding initiatives and processes.

4.7. Gender-sensitive

Reintegration programmes shall be designed, implemented and evaluated in a gender-sensitive manner. Gender-sensitive reintegration includes planning based upon sex-disaggregated data so that programmes can identify the specific needs and potentials of women, men, boys and girls. Women's and young girls' needs may include availability of child care facilities, access to land, property and livelihoods resources and rehabilitation from sexual violence, whereas men and young boys may need more support to overcome socialization to violence and substance abuse, for example.

In cases where women have self-demobilized or were excluded from DDR programmes by commanders, efforts should be made to provide them with access to the formal or official reintegration programme, if they so choose. Female-specific reintegration programmes may also be devised to address those women who will not access reintegration opportunities in official DDR programmes to avoid further stigmatization.

In order to implement gender-responsive reintegration programmes, DDR staff, local stakeholders and implementing partners may need to receive gender training and other

capacity development. Public information and sensitization may also benefit from collaboration with women's and men's organizations to address gender-specific needs.

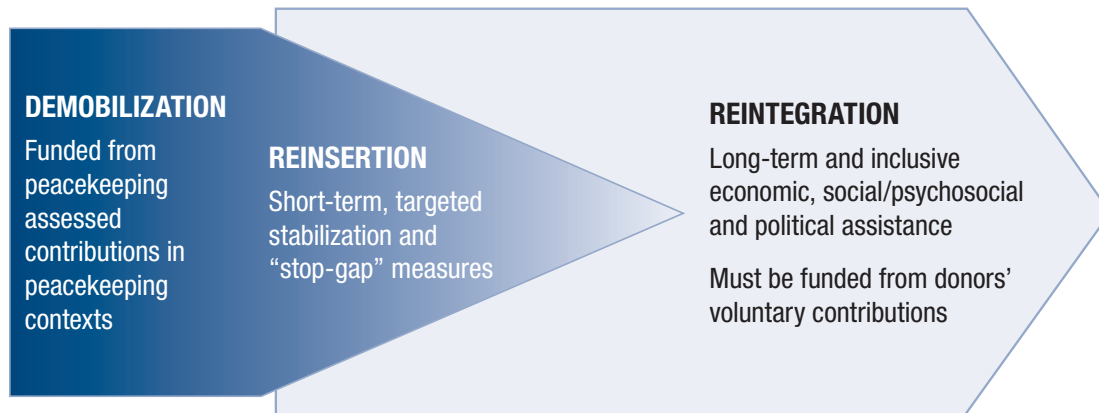
Gender-sensitive monitoring and evaluation requires that the DDR M&E framework includes gender-related indicators and specific assessments on gender. Reintegration programmes should seek specific funding for such initiatives, and should work to monitor and evaluate the gender appropriateness of programmes.

5. Transitioning from reinsertion to reintegration

In post-conflict settings that require economic revitalization and infrastructure development, the transition of ex-combatants to reintegration may be facilitated through reinsertion interventions. These short-term interventions are sometimes termed stabilization or 'stop gap' measures and may take on various forms, such as emergency employment, livelihood and start-up grants or quick-impact projects (QIPs).

Reinsertion assistance should not be confused with or substituted for reintegration programme assistance; reinsertion assistance is meant to assist ex-combatants, associated groups and their families for a limited period of time until the reintegration programme begins, filling the gap in support often present between demobilization and reintegration activities. Although reinsertion is considered as part of the demobilization phase, it is important to understand that it is closely linked with and can support reintegration. In fact, these two phases at times overlap or run almost parallel to each other with different levels of intensity, as seen in the figure below. DPKO budgets will likely cover up to one year of reinsertion assistance. However, in some cases reinsertion may last beyond the one year mark.

Figure1: **Transition from reinsertion to reintegration**



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

If well designed, reinsertion activities can buy the necessary time and/or space to establish better conditions for reintegration programmes to be prepared. Reinsertion training initiatives and emergency employment and quick-impact projects can also serve to demonstrate peace dividends to communities, especially in areas suffering from destroyed infrastructure and lacking in basic services like water, roads and communication. Reinsertion and reintegration should therefore be jointly planned to maximize opportunities for the latter to meaningfully support the former (see Module 4.20 on Demobilization for more information on reinsertion activities).

6. Approaches to the reintegration of ex-combatants

The approaches to the reintegration of ex-combatants represent the different options available to DDR planners when defining the reintegration strategy. The approaches discussed are not mutually exclusive. Rather, they can be used in an appropriate mix, timing and sequencing in order to support the overall goal of the specific DDR programme.

An understanding of the needs and capacities of the ex-combatants, how they were psychosocially affected by the conflict, whether they are marginalized or not, the absorptive capacities of the receiving communities' labour markets, and the functionality of related markets and resources (land, natural resources and capital), including the local political (power dynamics) and institutional realities, should guide programme design and resource allocation. Local knowledge of these dynamics is essential to informing programme design.

Based on the data gathered and its analysis, programme planners and practitioners should build consensus with partners and stakeholders on how to best allocate available resources to provide reintegration support to the identified participants and beneficiaries, deciding on the appropriate approach or mix of approaches.

6.1. Individual reintegration

In practice, individual reintegration has aimed to provide long-term assistance to each ex-combatant depending upon his/her specific needs, the nature of the environment of return (urban or rural), and the services available in these locations. Individual reintegration has typically included targeted activities geared towards increasing ex-combatants' individual employability and enabling their access to productive assets and opportunities. In addition, activities and means that have aimed to facilitate social reintegration – such as access to land and water, livelihoods assets, life skills training, psychosocial assistance, and activities that stimulate community acceptance – have been included.

The individual reintegration approach has included ongoing technical advice, training and mentoring, and other support services for the individual ex-combatant. Proper and timely advice, adequate monitoring, and follow-up have aimed to keep each ex-combatant focused on his/her plan and to help him/her to adapt to the ever-changing post-conflict environment. Furthermore, assistance has often been delivered through information, counseling and referral services (ICRS).

While individual reintegration has historically been a leading approach in the reintegration of ex-combatants, lessons learned from DDR programmes around the world have shown that reintegration approaches that include elements of community and family

participation and assistance, as well as enlarged targeting principles, have higher success rates. For more information, see section 6.2. on community-based reintegration.

6.2. Community-based reintegration (CBR)

Lessons learned from DDR programmes around the world have shown that reintegration approaches that include elements of community and family participation and assistance, as well as enlarged targeting principles, have higher success rates.

Where DDR programmes have delivered individual reintegration to ex-combatants alone, the result has often been hostility or resentment on the part of community members who feel excluded from reintegration benefits. The problems arising from such dynamics have created barriers to the goals of social reintegration and the strengthening of community cohesion, ultimately threatening the sustainability of reintegration programmes. Where community members are included in the planning process and provided access to concrete benefits, however, the result is often enhanced local ownership and acceptance of the reintegration programme. Reintegration programmes should therefore facilitate communities coming together to discuss and decide on their own priorities and methods that they believe will help in the reintegration of ex-combatants.

While it is not the whole community that will receive reintegration assistance, in community-based reintegration approaches ex-combatants are assisted together with other members of the community. Selection criteria and percentages of ex-combatants to community members can vary. Lessons learned have shown that targeting community members with a similar profile to the ex-combatants can be particularly effective (such as unemployed youth).

6.2.1. Dual targeting

Dual targeting – providing reintegration assistance that simultaneously targets individual ex-combatants and members of their communities of return or choice – can create a “win-win” situation, contributing to the achievement of economic and social goals for both individual participants and community beneficiaries. Such assistance typically targets 50% ex-combatants and 50% conflict-affected community members, though proportions may vary depending on the context. This approach promotes greater inclusion in the reintegration process and can prove to be a useful way to manage risks and improve community security.

6.2.2. Ex-combatant-led initiatives

Ex-combatant-led initiatives are those reintegration activities identified, planned and executed by the ex-combatants themselves with the aim of directly benefiting communities of return or choice. Through consultation and dialogue with community and civil society leaders, ex-combatants can work to identify those activities best suited to the community at large and their own skill sets. Such activities can provide ex-combatants with a sense of ownership of the reintegration achievements that take place at the community level. In addition, if well-executed and genuinely planned with the best interest of the community in mind, this approach has the potential to build ex-combatants’ rapport with community members and greatly enhance reconciliation.

DDR staff shall work closely with ex-combatants in the planning, implementation and monitoring of these initiatives to ensure that the activities chosen are transparent, feasible (e.g. sufficient capacity exists to implement the initiative, the activity is cost efficient, the activity can be completed within a reasonable timeframe) and appropriately benefit the community as a whole based on prior assessments and the local context.

6.2.3. Area-based interventions

Area-based reintegration targets a specifically defined geographic territory containing conflict-affected communities where large clusters of ex-combatants have been identified. It aims to reintegrate conflict-affected groups into the economic and social life of a community through economic projects, such as those that focus on rebuilding public infrastructure, in addition to social reintegration activities that promote reconciliation.

The objective of these interventions is to optimize the use of locally-based resources (rural and/or urban) and the synergies arising among local businesses, civil society, business development service providers, investors, authorities, etc. Rather than focusing on specific target groups, area-based interventions make use of local resources and external investments in order to offer context-specific solutions to post-war economic recovery. When applying an area-based approach, reintegration planners shall consider all networks and economic flows that affect (or could affect) the defined territory.

6.3. Focus on command structures

The risks posed by enduring command structures should also be taken into account during reintegration planning and may require specific action. A stated aim of demobilization is the breakdown of armed groups' command structures. However, experience has shown this is difficult to achieve, quantify, qualify or monitor. Over time hierarchical structures erode, but informal networks and associations based upon loyalties and shared experiences may remain long into the post-conflict period.

In order to break command structures and prevent mid-level commanders from becoming spoilers in DDR, programmes may have to devise specific assistance strategies that better correspond to the profiles and needs of mid-level commanders. Such support may include preparation for nominations/vetting for public appointments, redundancy payments based on years of service, and guidance on investment options, expanding a family business and creating employment, etc. Commander incentive programmes (CIPs) can further work to support the transformation of command structures into more defined organizations, such as political parties and groups, or socially and economically productive entities such as cooperatives and credit unions.

DDR managers should keep in mind that the creation of veterans' associations should be carefully assessed and these groups supported only if they positively support the DDR process. Extreme caution should be exercised when requested to support the creation and maintenance of veterans' associations. Although these associations may arise spontaneously as representation and self-help groups due to the fact that members face similar challenges, have affinities and have common pasts, prolonged affiliation may perpetuate the retention of "ex-combatant" identities, preventing ex-combatants from effectively transitioning from military to their new civilian identities and roles.

The overriding principle for supporting transformed command structures is that the associations that arise permit individual freedom of choice (i.e. joining is not required or

coerced). In some instances, these associations may provide early warning and response systems for identifying dissatisfaction among ex-combatants, and for building confidence between discontented groups and the rest of the community.

7. Analysis and assessments relevant for reintegration planning and programme design

7.1. Overview

Reintegration planning should be based on rapid, reliable and detailed assessments and should begin as early as possible. This is to ensure that reintegration programmes are designed and implemented in a timely and effective manner, where the gap between demobilization/reinsertion and reintegration support is minimized as much as possible. This requires that relevant UN agencies, programmes and funds jointly plan for reintegration.

The planning phase of a reintegration programme should be based on clear assessments that, at a minimum, ask the following questions:

KEY REINTEGRATION PLANNING QUESTIONS THAT ASSESSMENTS SHOULD ANSWER

- What reintegration approach or combination of approaches will be most suitable for the context in question? Dual targeting? Ex-combatant-led economic activity that benefits also the community?
- Will ex-combatants access area-based programmes as any other conflict-affected group? What would prevent them from doing that? How will these programmes track numbers of ex-combatants participating and the levels of reintegration achieved?
- What will be the geographical coverage of the programme? Will focus be on rural or urban reintegration or a combination of both?
- How narrow or expansive will be the eligibility criteria to participate in the programme? Based on ex-combatant/returnee status or vulnerability?
- What type of reintegration assistance should be offered (i.e. economic, social, psychosocial, and/or political) and with which levels of intensity?
- What strategy will be deployed to match supply and demand (e.g. employability/employment creation; psychosocial need such as trauma/psychosocial counseling service; etc.)
- What are the most appropriate structures to provide programme assistance? Dedicated structures created by the DDR programme such as an information, counseling and referral service? Existing state structures? Other implementing partners? Why?
- What are the capacities of these potential implementing partners?
- Will the cost per participant be reasonable in comparison with other similar programmes? What about operational costs, will they be comparable with similar programmes?
- How can resources be maximized through partnerships and linkages with other existing programmes?

A comprehensive understanding and constant re-appraisal of these questions and corresponding factors during planning and implementation phases will enhance and shape a programme's strategy and resource allocation. This data will also serve to inform concerned parties of the objectives and expected results of the DDR programme and linkages to broader recovery and development issues.

Finally, DDR planners and practitioners should also be aware of existing policies, strategies and framework on reintegration and recovery to ensure adequate coordination. DDR planners and managers should carefully assess timings, opportunities and risks involved in order to integrate DDR programmes with wider frameworks and programmes. Partnerships with institutions and agencies leading on the implementation of such frameworks and programmes should be sought as much as possible to make an efficient and effective use of resources and avoid overlapping interventions.

7.2. Mainstreaming gender into analyses and assessments

The planning and design of reintegration programmes should be based on the collection of sex and age disaggregated data in order to analyze and identify the specific needs of both male and female programme participants. Sex and age disaggregated data should be captured in all types of pre-programme and programme assessments, starting with the conflict and security analysis, moving into post-conflict needs assessments and in all DDR-specific assessments.

The gathering of gender-sensitive data from the start will help make visible the unique and varying needs, capacities, interests, priorities, power relations and roles of women, men, girls and boys. At this early stage, conflict and security analysis and reintegration assessments should also identify any variations among certain subgroups (i.e. children, youth, elderly, dependants, disabled, foreign combatants, abducted and so on) within male and female DDR beneficiaries and participants.

The overall objective of integrating gender into conflict and security analysis and DDR assessments is to build efficiency into reintegration programmes. By taking a more gender-sensitive approach from the start, DDR programmes can make more informed decisions and take appropriate action to ensure that women, men, boys and girls equally benefit from reintegration opportunities that are designed to meet their specific needs. For more information on gender-sensitive programming, see Module 5.10 on Women, Gender and DDR.

◀▶ 5.10

7.3. Conflict and security analysis

The nature of the conflict will determine the nature of the peace process, which in turn will influence the objectives and expected results of DDR and the type of reintegration approach that is required. Conflict and security analyses should be carried out and consulted in order to clarify the nature of the conflict and how it was resolved, and to identify the political, economic and social challenges facing a DDR programme. These analyses can provide critical information on the structure of armed groups during the conflict, how ex-combatants are perceived by their communities (e.g. as heroes who defended their communities or as perpetrators of violent acts who should be punished), and what ex-combatants' expectations will be following a peace agreement.

A holistic analysis of conflict and security dynamics should inform the development of the objectives and strategies of the DDR programme. The following table suggests questions for this analysis and assessment.

CONFLICT AND SECURITY ANALYSIS: QUESTIONS

Root causes	<ul style="list-style-type: none"> ■ What are the root causes of the conflict (political, social, economic, environmental, etc.)? ■ Have they been resolved or do they still exist? ■ Was it an informal conflict of shifting alliances among many groups, or an organized conflict among clearly defined warring parties?
Nature of war and peace	<ul style="list-style-type: none"> ■ What is the nature of the peace agreement? Is it a comprehensive peace agreement? ■ Are all parties to the conflict included? ■ Has one of the parties won the fighting? ■ Was it a war of liberation? ■ Will it require cross-border and multi-country DDR operations? ■ If there is only partial peace, how is this likely to affect DDR? ■ How did the armed groups finance their activities and gain access to resources?
Combatant profile	<ul style="list-style-type: none"> ■ What was the structure of the armed group (number of mid- and high-level commanders and rank-and-file soldiers, nature of group formation and training, existence of multiple groups, ideology and access to information by combatants, etc.) ■ Were combatants mainly civilians or military personnel? ■ Were combatants part-time or full-time fighters? ■ Are there any foreign combatants or mercenaries in the armed forces and groups involved? ■ Are there people working with armed forces or groups in non-combat roles? ■ Are there any children (people under 18) with the armed forces or groups? ■ Were combatants forced into fighting through abduction or violent coercion? ■ Has conflict become a way of life for the combatants? ■ Have combatants been involved in the conflict for years, or just a few months? ■ Have combatants and associates been living outside of their communities during the conflict? ■ Have combatants lost social capital during the conflict? ■ Have combatants lost access to means of production because of conflict? ■ Have combatants been alienated from their traditional support network during the conflict?
Security situation	<ul style="list-style-type: none"> ■ What is the capacity of state security forces to enforce security during the peace consolidation phase? ■ What is the capacity of the peacekeepers to do so? ■ How long is this phase expected to last?
Role of government	<ul style="list-style-type: none"> ■ Does the government have political legitimacy? ■ Will legitimacy be sought or reaffirmed through elections? ■ When will these realistically take place?
Role of DDR	<ul style="list-style-type: none"> ■ What is the intended role of the DDR intervention? ■ Is it intended to stabilize a situation before an election? ■ Is its role to support the return of freedom fighters after a war of liberation or defense? ■ Is the process linked to a downsizing of armed security forces?

	<ul style="list-style-type: none"> ■ Is it linked to security sector reform (SSR)? ■ Is this a formal process (e.g., peacekeeping operations, encampment, formal demobilization with disarmament, and structured reintegration procedures)? ■ Is it more informal (decentralized DDR interventions, voluntary turn-in of weapons, self-demobilization and decentralized reintegration support mechanisms)? Will the DDR programme be part of wider recovery programmes? If yes, is DDR designed to fit in with and complement these programmes?
Capacity	<ul style="list-style-type: none"> ■ What institutional actors in the country are able to carry out DDR-related activities (public and private institutions, UN agencies, other international organizations, NGOs and INGOs, donors and other civil society actors)? ■ What community-based organizations/traditional associations can play a role in helping to bring about peace or reconciliation?
Resources	<ul style="list-style-type: none"> ■ What internal and external resources are available to assist with DDR and with wider reconstruction and recovery? ■ When will these resources be made available?

For further information, please also refer to the UNDP Guide on Conflict-related Development Analysis (available online).

7.4. Post-conflict needs assessments (PCNAs)

Post-conflict needs assessments (PCNAs) are a tool developed jointly by the UN Development Group (UNDG), the European Commission (EC), the World Bank (WB) and regional development banks in collaboration with national governments and with the cooperation of donor countries. National and international actors use PCNAs as an entry point for conceptualizing, negotiating and financing a common shared strategy for recovery and development in fragile, post-conflict settings. The PCNA includes both the assessment of needs and the national prioritization and costing of needs in an accompanying transitional results matrix.

PCNAs are also used to determine baselines on crosscutting issues such as gender, HIV/AIDS, human rights and the environment. To this end, the results of completed PCNAs represent a valuable tool that should be used by DDR experts during reintegration programming.

In countries where PCNAs are in the process of being completed, DDR managers and planners should integrate as much as possible DDR into these exercises. In addition to influencing inclusion of more traditional areas of practice, DDR planners should aim to influence and lobby for the inclusion of more recently identified areas of need, such as psychosocial and political reintegration. For more detailed and updated information about PCNAs, see *Joint Guidance Note on Integrated Recovery Planning using Post-Conflict Needs Assessments and Transitional Frameworks*, www.undg.org. Also see Module 2.20 section 6.1.

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7.5. Ex-combatant-focused reintegration assessments

The registration of ex-combatants during the demobilization phase provides detailed information on each programme participant's social and economic expectations, as well as his/her capacities, resources, or even the nature of his/her marginalization. However, by the time this registration takes place, it is already too late to begin planning the

reintegration programme. As a result, to adequately plan for the reintegration phase, a general profile of potential beneficiaries and participants of the DDR programme should be developed *before* disarmament and demobilization begins. Such a profile can be done through carefully randomized and stratified (to the extent possible) sampled surveys of smaller numbers of representative combatants.

In order for these assessments to adequately form the basis for reintegration programme planning, implementation, and M&E, they should be further supplemented by data on specific needs groups and additional research, particularly in the fields of anthropology, history, and area studies. During the assessment process, attention should be paid to specific needs groups, including female combatants, WAAFG, youth, children, and combatants with disabilities. In addition, research on specific countries and peoples, including that of scholars from the country or region will prove useful. Cultural relationships to land and other physical resources should also be noted here to better inform reintegration programme planners.

The most important types of ex-combatant focused assessments are:

1. Early profiling and pre-registration surveys;
2. Full profiling and registration of ex-combatants;
3. Identification and assessment of areas of return and resettlement;
4. Community perception surveys;
5. Reintegration opportunity mapping; and
6. Services mapping and institutional capacity assessment.

7.5.1. Early profiling and pre-registration surveys

Also known as pre-programme assessments, early profiling and pre-registration surveys will establish the nature and size of the group for which a reintegration programme is to be designed. Profiling on a sample basis is typically done as soon as access to combatants is possible. This enables a quick assessment of the combatants to be included in DDR, including information on their demographics, human and material capital, as well as their aspirations. The collection of personal and socio-economic data also provides baseline information needed for the planning, design and formulation of a monitoring and evaluation plan.

Early profiling, registration, and surveying should take into account gender-sensitive procedures, so that women, men, girls and boys are able to accurately state their involvement and needs, and other relevant information.

Early information should be gathered about the issues listed in the following table:

PRE-REGISTRATION SURVEY OF PARTICIPANTS: KEY QUESTIONS	
Demographic composition	<ul style="list-style-type: none"> ■ What are the ages, sex, and ethnicities within the group(s) to be reintegrated? ■ What is the general state of health of individuals within group(s); the type and extent of disabilities, if any; medical needs, including voluntary HIV/AIDS testing; and psychosocial needs, such as counseling? ■ What language(s) do participants speak?

Military and Personal Background	<ul style="list-style-type: none"> ■ Which armed group did the ex-combatant belong to? ■ What was his/her position in the armed group? ■ How long did the ex-combatant remain with the armed force or group? ■ What were the main motivations for joining the armed force or group? ■ What is his/her marital status? ■ How many dependants does he/she have? ■ Does he/she plan to be reunited with his/her family/social group upon reintegration?
Education and qualifications	<ul style="list-style-type: none"> ■ What is the ex-combatant's level of education? Literacy? ■ What skills and work experience does he/she have, including those acquired while with armed forces and groups? ■ What is his/her standard of living (current and expected)? ■ What was his/her rank/grade in the armed force or group?
Specific needs	<ul style="list-style-type: none"> ■ Has an analysis been carried out of specific needs among ex-combatants and associated groups? ■ If not, how, when and by whom can it be done most effectively? ■ Do other programmes/services provide targeted assistance that ex-combatants, their dependants and associated groups can access? ■ How will groups with specific needs be assisted within the reintegration programme?
Areas of return/choice	<ul style="list-style-type: none"> ■ What are participants' communities of origin? ■ Where do they plan to (re)integrate (e.g. What is their community of choice)? ■ Do they have land to return to? ■ Do they have a house, livestock, or any other assets to return to? ■ What is the primary livelihood of the people in the area where they will return? ■ How will they access food and energy for their basic needs?
Expectations	<ul style="list-style-type: none"> ■ What are their expectations or concerns about the reintegration programme and their return to civilian life? ■ How do they anticipate being received in their communities of return? ■ What are the expectations of the community about returning combatants?
Security risk	<ul style="list-style-type: none"> ■ Do any ex-combatants surveyed pose a long-term security threat? How and to whom? ■ What effect will this have on the sustainability of the reintegration strategy and the focus of its support?

In some cases it can be very difficult to obtain accurate or any information regarding the profiles and number of ex-combatants for the DDR programme. In such cases, DDR experts should rely on information from local civil society and other UN agencies, and plan their programmes as best they can with the available information.

7.5.2. Full profiling and registration of ex-combatants

As full profiling and registration of ex-combatants is typically conducted during disarmament and demobilization, programme planners and managers should ensure that these activities are designed to support reintegration, and that information gathered through

profiling forms the basis of reintegration assistance. For more information on profiling and registration during disarmament and demobilization, see Module 4.10 section 7 and Module 4.20 sections 6 and 8.

Previous DDR programmes have often experienced a delay between registration and the delivery of assistance, which can lead to frustration among ex-combatants. To deal with this problem, DDR programmes should provide ex-combatants with a clear and realistic timetable of when they will receive reintegration assistance when they first register for DDR.

7.5.3. Identification and assessment of areas of return and resettlement

Based on the information gathered from the early profiling and pre-registration survey, an assessment should be made of the economic, political, and social potential and constraints of the areas that ex-combatants and associated groups are expected to return to or resettle in. This assessment should then be enhanced and greatly expanded based on the individual data collected during disarmament and/or demobilization, and stored in a management information system (MIS) (for more information on managing data see section 7.6). Among its benefits, it may prove an important component of risk assessments to map and monitor “hot spots.”

The assessment of communities and areas of return or choice should take into account the availability of natural resources (including land, water, forests, wildlife), livelihood conditions, economic opportunities and existing infrastructure (such as transportation, access to markets, and the availability of communications and services), and the overall security situation in the area. It should also map the accessibility of local social services and institutions that serve persons with disabilities, offer psychosocial care, etc.

Local and traditional knowledge related to ownership of land, resource use, management of natural resources (including agricultural practices in cultivation, animal husbandry, fishing rights and access, etc.) should be sought during these assessments. See Module 6.30 for more information on natural resource management and DDR.

Additional data will need to be examined concerning social and political conditions to be sure that there are not underlying historical tensions which could prevent successful reintegration. Gender audits will also be necessary. From a political perspective, an assessment of the formal and informal leadership, power relationships and group dynamics within receptor communities should also be undertaken. This information should be placed within an understanding of the macroeconomic situation (i.e. the country and regional situation).

AREAS OF RETURN AND RESETTLEMENT: KEY QUESTIONS	
Background information	<ul style="list-style-type: none"> ■ How was the community affected by conflict? ■ How have the livelihoods of the community members changed due to the conflict (such as reliance on different or varied natural resources, etc)? ■ What is the social and political background of the communities involved? ■ What other reintegration and recovery programmes are on-going in these areas? What issues are these programmes addressing? Reconciliation? Transitional justice?
Labour market demand	<ul style="list-style-type: none"> ■ What is the local demand for goods and services? Regional demand? ■ Where do these goods come from and who owns them? ■ Is information available about the level of demand for these goods and services?

	<ul style="list-style-type: none"> ■ What is the demand for labour (skilled, unskilled)? ■ What are potential areas for new market growth and economic reintegration opportunities? ■ Is there access to information about training, work and employment opportunities? ■ Do cultural or social labour norms relating to sex divisions or sex-specific restrictions exist in the labour market? (See IDDRS 5.10 on Women, Gender and DDR.) ■ Can youth and working age children enter the labour market safely, and is legislation in place to protect children from exposure to the worst forms of child labour? Is this legislation enforced? (See IDDRS 5.20 on Youth and DDR and IDDRS 5.30 on Children and DDR.) ■ How have labour norms changed during the conflict?
Services available	<ul style="list-style-type: none"> ■ Which services (social-psychosocial and business-related; public and private) are available? Can services be made available easily? Are information services about market supply and demand available (i.e. through SMS)? ■ What government services are available? Civil society? Private sector? ■ What support is required to upgrade services that are essential for reintegration?
Other target groups	<ul style="list-style-type: none"> ■ What other war-affected groups are present in the area (or will return), and what type of assistance will they receive? ■ What are their most immediate needs? ■ Can the reintegration programme indirectly contribute to meeting their needs?

7.5.4. Community perception surveys

Community perception surveys include background information on socioeconomic and demographic data on all future direct beneficiaries of the reintegration programme including community expectations and perceptions of assistance provided to returning/ resettling ex-combatants. Community perception surveys collect useful data which can be used for qualitative indicators and to monitor changes in community perceptions of the reintegration process over time. DDR programmes should assess the strength of support for the reintegration process from these surveys and try their best to produce activities and programming that match the needs and desires of both programme participants and beneficiaries.

COMMUNITY PERCEPTION SURVEYS: SAMPLE OF INFORMATION INCLUDED

- Background information on the composition of the community (demographics, main sources of livelihoods, accessibility of natural resources, etc.);
- The level of interaction of the community with the ex-combatants;
- Perceptions of ex-combatants;
- Community expectations upon the return of ex-combatants;
- Community perception of assistance to be provided to ex-combatants;
- Community perception of ex-combatants involved in paramilitary activities.

DDR programmes should rely on local institutions and civil society to carry out such surveys whenever and wherever possible. These can be conducted as interviews or focus groups, depending on appropriateness and context. Communities should have the

opportunity to express their opinions and preferences freely in terms of activities that best support the reintegration process and the community as a whole. Surveyors should also be careful not to raise expectations here as well, since the reintegration programme will not be able to meet all desires in terms of economic opportunities and social support to communities.

7.5.5. Reintegration opportunity mapping

The post-conflict economic environment can be extremely complex and difficult as armed conflicts invariably damage or destroy human and economic capital, transform social relationships and trust, weaken production and trade systems, and distort the labour market. In this challenging environment, it is essential that DDR programmes avoid creating unrealistic expectations among stakeholders, especially programme participants and beneficiaries. By conducting reintegration opportunity mappings, programme managers will have a clearer understanding of the actual economic opportunities and assets available to those being reintegrated and be better equipped to provide ex-combatants with clear information as to what the reintegration programme will involve.

DDR programme planners should prioritize the development of a countrywide systematic mapping that builds upon the PCNA and other assessments conducted by relevant organizations to identify existing and potential employment opportunities. The analysis should include the functioning of: i) markets (labour, capital, goods and services, etc.); ii) input factors (land, energy resources, infrastructure, technology and information, etc.); and iii) supporting factors (institutional capacity in formal and informal economies, financial markets, etc.). It should also capture potential financial service providers or training institutions available to support self-employment opportunities. Successful collaboration with development agencies and their monitoring activities is essential to this process.

Opportunity mappings will also assess access to land and other natural resources, education and training possibilities, micro credit services (in contexts where they exist) and other employment and business development services (i.e. technical advisory, information and counseling services). The survey should include other development programmes (both existing and planned) within the national recovery effort, as well as those of international and national development organizations.

Attention shall be paid to different groups during opportunity mapping so that the employment, education and training needs and opportunities, as well as other resource needs of women and men, youth, children, and persons with disabilities, are well-understood (also see Module 5.10 on Women, Gender and DDR, Module 5.20 on Youth and DDR, and Module 5.30 on Children and DDR). Social support services, such as support for people living with HIV/AIDS, trauma and drug abuse counseling, and/or disability rehabilitation services, should also be identified.

This mapping should take place as early as possible (ideally beginning 9-12 months before the disarmament and demobilization phases begin) to ensure that training and social support programmes are ready when ex-combatants need them. They should reflect local and international laws and standards on gender- and age-appropriate labour, as well as changes in gender roles that may have occurred during conflict.

On the basis of these assessments, the DDR programme can select training providers, assess costs and capacity support needs, and develop context-specific programmes designed to meet the needs of diverse programme participants and beneficiaries.

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REINTEGRATION OPPORTUNITY MAPPING: KEY QUESTIONS

Economic	<ul style="list-style-type: none"> ■ What is the overall macroeconomic situation of the country? ■ What is the microeconomic situation of the areas where reintegration will take place? ■ Which are the most dynamic, or potentially dynamic, economic sectors? What natural resources or other inputs are required to make them more efficient and equitable? ■ Do these sectors present reintegration opportunities for both male and female ex-combatants and for adults, youth and working age children? ■ What other opportunities are, or can be, available to former combatants, given their existing skill sets, such as in forestry, small-scale infrastructure, and waste management? With which government or private sector institutions will the reintegration programme need to liaise to create these opportunities? ■ How can their skills be improved and targeted towards sector employment in a way that increases their employability? ■ Have opportunities for public–private partnerships been explored? With whom? To what extent are they being supported? ■ What infrastructure and services exist to allow economic activity to take place (e.g., roads, communications, electricity supplies, etc.)? Who is doing the contracting and construction and is this an opportunity for reintegration beneficiaries? ■ Where are the worst bottlenecks to develop and stimulate value chain development locally, regionally or internationally (i.e. quantity produced, scarcity of resources, quality standards, transportation and access to markets, market information, government export regulations, importer regulations, etc.)?
Social and psychosocial	<ul style="list-style-type: none"> ■ How were ex-combatants and associated groups affected by wartime experiences? What types of traumas do they face? ■ What is the level of animosity among different groups and what reconciliation/social cohesion work is going on or necessary? ■ How are ex-combatants coping with traumas of war? Extent of substance abuse? ■ What is the prevalence of HIV among ex-combatants? ■ How are communities organized to provide rehabilitation support? ■ Are social protection systems functional? Do ex-combatants and associated groups have access to social protection systems? ■ What are the risks of social exclusion for the different ex-combatants groups?
Political	<ul style="list-style-type: none"> ■ Are ex-combatants considered victors or losers by community members? ■ Do ex-combatants have a national identification card? ■ Do ex-combatants participate in the political life of the community? ■ Do ex-combatants participate in decision making processes? ■ Do ex-combatants have the right to vote and be voted? ■ Is the armed group they belonged to transforming itself into a political party?
Services providers	<ul style="list-style-type: none"> ■ What business development services are available, and where? Are they provided by the public or private sector? ■ What trauma counseling and mental health services exist? ■ What agricultural extension services exist? Agricultural training programmes for fertilizer production and improved land use and yields? ■ What services could be developed with minimal support?

	<ul style="list-style-type: none"> ■ What education and training providers and institutions exist? ■ What subjects/skills and age groups do they specialize in? ■ What capacity do they have to support the DDR programme?
Wider recovery and development programmes	<ul style="list-style-type: none"> ■ What other recovery and development initiatives are being planned or implemented? ■ What are the opportunities to promote linkages with other recovery and development initiatives?

7.5.6. Services mapping and capacity assessment

Capacity development of government entities and service providers after a conflict constitutes one of the most important aspects to successful reintegration. It is therefore essential for reintegration assessments to collect data on levels of institutional capacities to ensure adequate funding for capacity development of partners from the outset. Institutional capacity assessments should start as early as possible with an analysis of potential service providers such as public vocational centers, business development services, relevant line ministries and NGOs, including organizational practices and absorption capacities as it takes several months to upgrade capacities.

Capacity development can be “indirect” (designed to support national partners in the creation of conditions and relationships needed to foster incentives for outcomes) or “direct” support for the achievements of outcomes (such as technical interventions or information management in a finance ministry or a central bank). The first step is to help to identify the country’s specific needs on which the overall capacity building actions will be based.

7.6. Managing data collected in assessments

A management information system (MIS) is vital in order to capture, store, access, and manage information on individual ex-combatants and communities of return/resettlement, and data on available opportunities for training, education and employment. It can also provide vital data for monitoring, feedback, and evaluation. DDR planners shall give early consideration to the design and maintenance of an MIS, as it will work to support and better organize all reintegration activities. See the generic MIS called DREAM (‘Disarmament, Demobilization, Reintegration and Arms Management’) developed by UNDP, which can be adapted to the needs of each UN integrated DDR programme to minimize implementation delays and provide savings for DDR projects.

Individual ex-combatant data included within an MIS should be captured prior to the start of reintegration activities, preferably during the disarmament and demobilization phases. The design and construction of the MIS should capture data that can be used to build a profile of the participant caseload. The collection of sex-, age- and disability-disaggregated socio-economic data (including information on specific needs, such as for wheelchairs or psychosocial services) is essential to the DDR programme. In addition, the data in the MIS should be easy to aggregate in order to provide regular updates for broad indicators.

The development of new technologies, such as fingerprint identification and retina scanning, possess the potential to eradicate ‘double dipping’ of DDR assistance, particularly when cash assistance is provided as part of reinsertion assistance, or as an element of reintegration support.

While providing for transparency and accountability, an MIS should also inform ongoing programme decision-making by influencing necessary programme adjustments to improve programme efficiency and effectiveness. DDR managers should therefore establish a concrete plan to incorporate feedback based on information gathered in the MIS.

8. Programme planning and design

8.1. Reintegration Planning

Reintegration planning is more likely to lead to successful programmes when it is based upon rapid and reliable assessments, starts early and is integrated. This requires the various UN agencies, programmes and funds that are likely to be involved in supporting national reintegration programmes to carry out planning jointly and cooperatively. Moreover, reintegration planning should be an integral part of all five phases of DDR planning. See Module 3.10, section 5 on Integrated DDR Planning: Processes and Structures and Module 3.41 on Finance and Budgeting for more information.

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8.1.1. Participatory, inclusive and transparent planning

Lack of local ownership or agency on the part of ex-combatants and receptor communities has contributed to failures in past DDR operations. The participation of a broad range of stakeholders in the development of a DDR strategy is therefore essential to its success. Participatory, inclusive and transparent planning will provide a basis for effective dialogue among national and local authorities, community leaders, and former combatants, helping to define a role for all parties in the decision-making process.

A participatory approach will significantly improve the DDR programme by:

- providing a forum for testing ideas that could improve programme design;
- enabling the development of strategies that respond to local realities and needs;
- providing a sense of empowerment or agency;
- providing a forum for impartial information in the case of disputes or misperceptions about the programme;
- ensuring local ownership;
- encouraging DDR and other local processes such as peace-building or recovery to work together and support each other;
- encouraging communication and negotiation among the main actors to reduce levels of tension and fear and to enhance reconciliation and human security;
- recognizing and supporting the capacity and voices of youth, women and persons (also see IDDRS 5.10 on Women, Gender and DDR and IDDRS 5.20 on Youth and DDR);
- recognizing new and evolving roles for women in society, especially in non-traditional areas such as security-related matters (also see IDDRS 5.10 on Women, Gender and DDR);

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- building respect for the rights of marginalized and specific needs groups (also see IDDRS 5.10 on Women, Gender and DDR and 5.30 on Children and DDR); and
- helping to ensure the sustainability of reintegration by developing community capacity to provide services and establishing community monitoring, management and oversight structures and systems.

INCLUSIVE REINTEGRATION PROGRAMME PLANNING: A CHECKLIST OF KEY STAKEHOLDERS

- Ex-combatants, particularly military leadership
- Families and dependants of ex-combatants
- Specific needs groups associated with armed forces and groups (i.e. elders, women, youth, children, disabled persons, HIV infected/affected)
- Communities of return, particularly local representatives and religious leaders
- National governments (line ministries)
- National DDR commissions
- Private sector actors
- Local NGOs

8.1.2. Ex-combatant engagement

DDR programme planners should ensure that participatory planning includes representation of the armed forces' and groups' leadership and the (ex-) combatants themselves, both women and men. To facilitate the inclusion of younger and less educated (ex-) combatants and associated groups in planning activities, DDR representatives should seek out credible mid-level commanders to encourage and inform about participation. This outreach will help to ensure that the range of expectations (of leaders, mid-level commanders, and the rank and file) are, where possible, met in the programme design or at least managed from an early stage.

DDR planners and managers should exercise caution and carefully analyze pros and cons in supporting the creation of veterans' associations as a way of ensuring adequate representation and social support to ex-combatants in a DDR process. Although these associations may be useful in some contexts and function as an early warning and response system for identifying dissatisfaction among ex-combatants, and for confidence-building between discontented groups and the rest of the community, they should not become an impediment to the reintegration of ex-combatants in society by perpetuating violent or militaristic identities.

8.1.3. Community engagement

Ultimately, it is communities who will or who will not accept ex-combatants, and who will foster their reintegration into civilian life. It is therefore important to ensure that communities are at the centre of reintegration planning. Through community engagement, reintegration programmes will be better able to identify opportunities for ex-combatants, cope with transitional justice issues affecting ex-combatants and victims, pinpoint potential stressors, and identify priorities for community recovery projects. However, while it is crucial to involve communities in the design and implementation of reintegration

programmes, their capacities and commitment to encourage ex-combatants' reintegration should be carefully assessed.

It is good practice to involve or consult families, traditional and religious leaders, women's, men's and youth groups, disabled persons' organizations and other local associations when planning the return of ex-combatants. These groups should receive support and training to assist in the process. Community women's groups should be sensitized to support and protect women and girls returning from armed forces and groups, who may struggle to reintegrate (see Module 5.10 on Women, Gender and DDR for more information). Linkages with existing HIV programmes should also be made, and people living with HIV/AIDS in the community should be consulted and involved in planning for HIV activities from the outset (see Module 5.60 on HIV/AIDS and DDR for more information). Disabled persons' organizations can be similarly mobilized to participate in planning and as potential implementing partners.

When engaging communities, it should be remembered that youth and women have not always benefited from the services or opportunities created in receptor communities, nor have they automatically had a voice in community-driven approaches. To ensure a holistic approach to community engagement, such realities should be carefully considered and addressed so that the whole community – including specific needs groups – can benefit from reintegration programming.

8.1.4. Private sector involvement

Building a close partnership with the private sector is indispensable to creating opportunities to absorb ex-combatants into a labour market. Job referral, training (especially apprenticeship, training voucher, and employment subsidy programmes) and employment creation aspects of reintegration are often reliant on the private sector and existing businesses. Involvement of the private sector in the planning of reintegration programmes maximizes the relevance of reintegration assistance and can ensure that training activities support the skills required within the prevailing employment market.

Private sector actors should be sensitized to DDR programme activities and consulted from the initial programme design stage so that the reintegration assistance can target actual needs in the labour market. A thorough understanding of the existing private sector and war economy is also necessary for reintegration planning. The following options can be considered to encourage private sector investment (see ILO *Guidelines for the Socio-economic Reintegration of Ex-combatants*, pp. 26-27):

- Create incentives for private companies and employers' associations to help re-establish small local units (e.g. sub-contracting) to supply services and provide employment.
- Consider how short-term job creation for ex-combatants can be linked to the private sector. For example, provide private sector actors incentives in primary and secondary infrastructure contracts, with contractual obligations to take on a fixed number of labourers and apprentices from ex-combatant groups.
- Upgrade existing enterprises, transfer appropriate technology (especially to the urban informal economy), organize livelihoods and vocational training, and provide access to credit.
- Stimulate public-private partnerships (PPPs) in areas most suitable to community reintegration (infrastructure, basic services) that promote social inclusion.

Reintegration programmes can seek to facilitate linking the entities to make such partnerships possible.

8.1.5. Urban vs. rural reintegration planning

In the programme planning phase, attention must be paid to the inherent differences between urban and rural reintegration. Even though the majority of ex-combatants come from rural areas, experience has shown that they often prefer to be reintegrated in urban settings. This is likely due to a change in lifestyle during time with armed forces and groups, as well as an association of agricultural work with poorer living conditions. Another reason may be that rural reintegration packages are seen as less attractive than urban packages, the latter of which often include vocational training in more appealing professions.

A key issue to consider when planning for reintegration is that urban areas generally involve more complex and demand-driven planning than rural areas. Depending on the context and in accordance with national recovery and development policies, it may be necessary to encourage ex-combatants and associated members to return to rural areas through the promotion of agricultural activities. Reintegration programmes should therefore offer agriculture packages that include high quality farming tools and seeds, as well as financial means (or food) to cover the first pre-harvest period. For ex-combatants with limited or no previous knowledge of farming and/or with limited access to land, cooperatives may be favorable.

Careful attention should also be paid to the question of land acquisition since programme participants may have lost their access to land due to conflict. Terms must be negotiated that are profitable to both the landowner/community and the ex-combatants.

8.2. Reintegration design

A well-designed DDR programme shall not only enhance basic security but shall also support wider recovery and development efforts. It shall further define strategies to address the following essential elements for programme success:

- Reintegration strategy and exit strategy;
- Eligibility criteria;
- Public information and sensitization;
- Information counseling and referral services (ICRS);
- Monitoring and evaluation (M&E);
- Capacity development;
- Resource mobilization.

8.2.1. Reintegration strategy and exit strategy

Reintegration programmes are often only able to cover the conflict transition and early recovery periods as the timeframes of externally-supported programmes is limited. Reintegration processes, however, take much longer and become in large part – if not entirely – the responsibility of national actors. Due to this timeframe, the reintegration

process is inherently linked to long-term recovery and development processes. Many aspects and outcomes of the reintegration programme, therefore, need to be transferred and sustained beyond the lifespan of the DDR operation to support national counterparts in the immense task at hand. To ensure this smooth transition, reintegration programme managers shall clearly define the exit strategy during the planning stage, focusing on the transition between reintegration and broader SSR, violence prevention, wider recovery, peace building and development processes.

A capacity development component at the end of the reintegration programme should be planned for from the earliest stage to assure a smooth programme transition and to ensure that the responsibility for reintegration consistently rests with national institutions and government ministries.

8.2.2. Eligibility criteria

The eligibility criteria established for the reintegration programme will not necessarily be the same as the criteria established for the disarmament and demobilization phases. Groups associated with armed forces and groups and dependants may not have been eligible to participate in disarmament or demobilization, for instance, but may qualify to participate in reintegration programme activities. It is therefore important to assess eligibility on an individual basis using a screening or verification process.

DDR planners should develop transparent, easily understood and unambiguous and verifiable eligibility criteria as early as possible, taking into account a balance between security, equity and vulnerability; available resources and funding; and logistical considerations. Establishing criteria will therefore depend largely on the size and nature of the caseload and context-specific elements.

8.2.3. Public information and sensitization

The return of ex-combatants to communities can create real or perceived security problems. The DDR programme should therefore include a strong, long-term public information campaign to keep communities and ex-combatants informed of the reintegration strategy, timetable and resources available. Communication strategies can also integrate broader peace-building messages as part of support for reconciliation processes.

Substantial opportunities exist for disseminating public information and sensitization around DDR programmes through creative use of media (film, radio, television) as well as through using central meeting places (such as market areas) to provide regular programme information and updates. Bringing film messages via portable screens and equipment to rural areas is also an effective way to disseminate messages about DDR and the peace process in general. Lessons learned from previous DDR programmes suggest that radio programmes in which ex-combatants have spoken about their experiences can be a powerful tool for reconciliation (also see IDDRS 4.60 on Public Information and Strategic Communication in Support of DDR).

Focus-group interviews with a wide range of people in sample communities can provide DDR programme managers with a sense of the difficulties and issues that should be dealt with before the return of the ex-combatants. Identifying 'areas at-risk' can also help managers and practitioners prioritize areas in which communication strategies should initially be focused.

Particular communication strategies should be developed in receiving communities to provide information support services, including 'safe spaces' for reporting security threats related to sexual and gender-based violence (especially for women and girls). Likewise, focus groups for women and girls who are being reintegrated into communities should assess socio-economic and security needs of those individual who may face stigmatization and exclusion during reintegration.

8.2.4. Information, counseling and referral services (ICRS)

Information, counseling and referral services (ICRS) should serve as a repository of information concerning all the programmes, training and assistance available through government, international organizations and local organizations. These services should, where possible, build on strengthening existing national and local capacities to deliver reintegration assistance, for example through the Ministries of Labour, Health, Agriculture, Forestry, Fisheries and Aquaculture, Youth and Sports, Education and Planning. In countries where government structures and services are weak or non-existent, the reintegration programme may consider temporary structures for targeting ex-combatants, if necessary.

8.2.5. Monitoring and evaluation (M&E)

One of the weaknesses of past DDR programmes has been the lack of clearly defined objectives and measurable indicators, which are needed for the monitoring and evaluation (M&E) of the programme. The measurement of outcomes is essential to determining the success and effectiveness of inputs and outputs in the programme. Once the decision to implement a DDR programme has been taken, the government and/or national and local stakeholders, together with UN agencies and partners, shall develop a framework for results-based monitoring and evaluation. For more details on M&E see IDDRS 3.50 on Monitoring and Evaluation of DDR Programmes and the *UNDP How-to Guide on Monitoring and Evaluation for Disarmament, Demobilization and Reintegration Programmes*.

The starting point for effective, results-based M&E is for all concerned parties to arrive at a clear and unambiguous agreement about the context-specific objectives and expected results of the reintegration programme. Once expected results are clearly defined, all stakeholders must agree on key indicators for monitoring progress towards and measuring the achievement of outputs and outcomes.

Reintegration outcomes typically refer to employment rates, changes in income, changes in ex-combatant behaviour, successful interactions with other social groups, and improvement in security both at national and local levels. M&E programmes should be sure to include indicators related to the efficient use of livelihoods resources in order to determine if programme approaches need to be adapted mid-way to increase the likelihood of success in the long-term.

The programme budget required for M&E will largely depend on the following factors:

- The number of dedicated M&E staff the programme hires and at what level;
- The number of planned external evaluations;
- The number and type of surveys and other primary data collection activities;
- The costs associated with training;
- The costs of establishing baselines.

A very approximate rule of thumb is that around 3-7 percent of dedicated programme resources will be needed for effective and meaningful M&E.

MONITORING AND EVALUATION QUESTIONS: A CHECKLIST	
Objectives	<ul style="list-style-type: none"> ■ Have all concerned parties negotiated and agreed on the objectives and expected results?
Context	<ul style="list-style-type: none"> ■ Have these objectives and results been specifically designed to fit the country context?
Indicators	<ul style="list-style-type: none"> ■ Do the indicators directly relate to the output or outcome? Do they measure the right information? ■ Have all stakeholders agreed on indicators for monitoring and measuring the programmes impact? ■ Is there process as well as impact indicators? ■ Do the indicators capture both qualitative as well as quantitative aspects of DDR? ■ Do all indicators have a baseline and a target (where feasible)? ■ Are the indicators disaggregated by sex, age, region, faction, etc? ■ Are the indicators gender-sensitive and correctly measures gender responsiveness of the programme? There should be gender-related indicators. ■ Are the indicators objective? An objective indicator does not involve a subjective judgment by somebody. Do all stakeholders share an understanding of what each indicator is measuring? ■ Are the indicators measureable? Numeric indicators are more sensitive to change than categorical indicators (for example, yes/no indicators) and the interpretation of numeric data for indicators is generally less subjective than for categorical indicators. ■ Are the indicators specific? They need to be as clear and specific as possible in terms of quantity, quality, time, location, target groups, etc. of an intervention and the actual data set (baseline, target, status) must be a single number of a single work. ■ Are there both short- and long-term indicators? ■ Can the data for the indicators be obtained in a timely way and at a reasonable cost? ■ Are the data used to develop the indicators of sufficient reliability and quality for confident decision-making?
Roles and responsibilities	<ul style="list-style-type: none"> ■ Who is responsible for monitoring and commissioning evaluations? Is M&E part of their terms of reference? ■ How often will monitoring reports be submitted to stakeholders?

8.2.6. Capacity development

Armed conflict often has devastating effects on educational development, employment and business development, health systems, legal institutions, etc. Qualified individuals have often fled, organizations have lost their capacity and resources, and the systems within which institutions function have been disrupted. Often reintegration programmes and development plans have no alternative but to work towards (re-) building the capacity of those individuals who have remained or returned.

A primary role of all international assistance, and specifically UN assistance, is to support the development of national and local capacities. This capacity built as part of reintegration programmes will encourage ownership, commitment and successful delivery of services, as well as the long-term sustainability of reintegration processes. Reintegration

assistance should include a component on developing the capacity of national actors including line ministries, training institutions and service providers through education and training in institution building, organizational and financial management, and technical and material assistance. Support should also be given to communities to set up local forums and consultative committees that form the basis of decision-making processes that define and shape the focus of local reintegration assistance, and provide community oversight and ownership. It is particularly important to synchronize the timing of ex-combatants' reintegration with the period necessary to develop the capacity of local governments.

Providing training in planning, management and social skills to reintegration service providers constitutes an important contribution, but capacity building must not be limited to training. On-the-job learning and knowledge transfer is effective as well. In many cases it will prove necessary and beneficial for international staff in key positions to work directly with local counterparts in order to ensure transfer of competences in a timely manner. Since this method is not suitable for the long-term, institution-based and cross-institutional assistance programmes can replace the assistance provided by internationals.

8.2.7. Resource mobilization

Reintegration programmes' scope, commencement and timeframe are subject to funding availability, meaning implementation can frequently be delayed due to late or absent disbursement of funding. Previous reintegration programmes have faced serious funding problems, as outlined below. However, such examples can be readily used to inform and improve future reintegration initiatives.

RESOURCE MOBILIZATION: KEY FUNDING PROBLEMS	
The funding gap	Most DDR programmes experience a funding gap period of approximately 8-12 months from the time voluntary pledges are made to when they are received.
UN fragmentation	The UN system's previously fragmented approach to DDR programming has resulted in poorly planned and uncoordinated resource mobilization, often leading to duplication of efforts. This reality has reduced donors' confidence and willingness to contribute required funds.
Budgeting per ex-combatant vs. community-based	Budgets for reintegration programmes are often based on funding amounts per individual ex-combatant. This limitation often negatively affects the quality of several services and greatly hinders enlarged targeting principles and community projects.
Lack of gender-responsive budget	Lack of resources allocated to gender-responsive programme activities continues to prevent DDR programmes from adequately responding to gender dimensions of reintegration.

The move towards integration across the UN could help to solve some of these problems. Resolution [A/C.5/59/L.53](#) of the Fifth Committee of the UN General Assembly formally endorsed the financing of staffing and operational costs for disarmament and demobilization (including reinsertion activities), which allows the use of the assessed budget for DDR during peacekeeping activities. The resolution agreed that the demobilization process must provide "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." However, committed funding for reintegration programming remains a key issue.

Due to the challenges faced when mobilizing resources and funding, it is essential that DDR funding arrangements remain flexible. As past experience shows, strict allocation of funds for specific DDR components (e.g. reintegration only) or expenditures (e.g. logistics and equipment) reinforces an artificial distinction between the different phases of DDR. Cooperation with projects and programmes or interventions by bilateral donors may work to fill this gap. For more information on funding and resource mobilization see Module 3.41 on Finance and Budgeting.

Finally, ensuring the formulation of gender-responsive budgets and better tracking of spending and resource allocation on gender issues in DDR programmes would be an important accountability tool for the UN system internally, as well as for the host country and population.

9. Economic reintegration

The end of hostilities does not automatically result in an improvement of economic conditions. The war economy may still be in full-force and understanding its effects on labour markets, private security and public sector activities is essential to ensuring successful economic reintegration. Access to those productive assets (such as land, capital, technology, natural resources and markets) needed for reintegration, for example, may be limited. At the end of a conflict there is often an abrupt release into the labour market of thousands of ex-combatants who compete with ordinary civilians for extremely scarce jobs and livelihood opportunities. In such circumstances, ex-combatants and vulnerable youth may turn to illicit activities such as organized crime, banditry, illegal exploitation of natural resources and other socially harmful and violent activities. Providing immediate support for the reintegration of ex-combatants is therefore vital to help develop alternatives to violence-based livelihoods and to enhance security.

Creating economic opportunities is essential to helping ex-combatants (re-) build their civilian lives and develop alternatives to violence-based livelihoods. Ex-combatants in many contexts have consistently identified an alternative livelihood and the ability to generate income as key factors to their successful reintegration. Many have also indicated that being able to provide for family is particularly important in establishing their sense of identity, the level of respect they receive in communities, and to ensuring a healthy self-esteem.

Efforts should be made by reintegration programmes to pave the way for decent and sustainable work. *Decent work* involves employment opportunities that are productive and deliver a fair income, provide security in the workplace and social protection for workers and their families, offer prospects for personal development and encourage social integration, and give people the freedom to express their concerns, to organize and to participate in decisions that affect their lives. Furthermore, decent work guarantees equal opportunities and equal treatment for all.¹ Reintegration programmes should be particularly careful not to lead girls or boys, young women or men, into any forms of hazardous work. In addition, women and girls who choose to self-reintegrate should be offered support mechanisms within their communities, such as vocational training to gain economic livelihoods and decent work.

Support for reintegration should go beyond placing programme participants in survival occupations and trades, although as alluded to earlier it may be necessary to

develop interim stabilization programmes during reinsertion, such as labour intensive public works, to buy time and space to establish more sustainable programming. Attention should be paid to the specific needs of the agricultural industry, as this sector is likely to absorb most of those returning to rural areas in the aftermath of conflict. Availability of land, soil conditions, access to water and irrigation infrastructure, availability of seed varieties and support for value-added production or processing should be expertly evaluated.

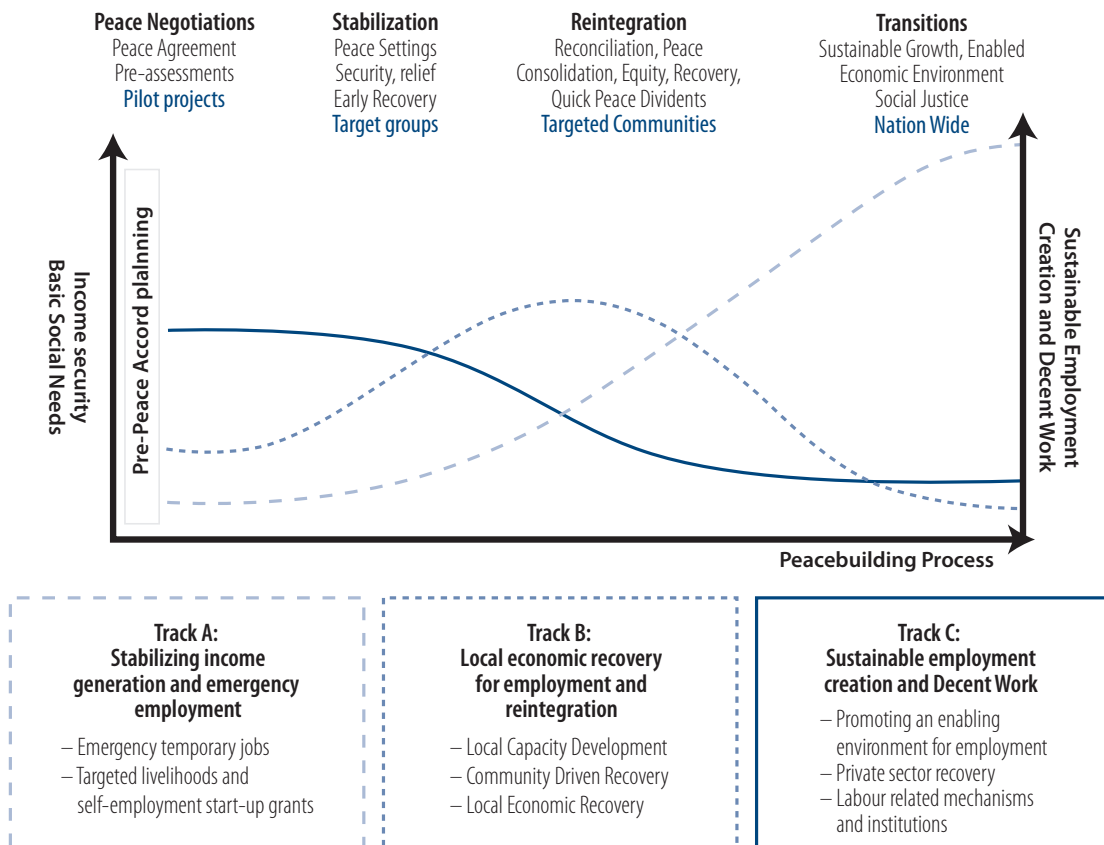
Progress towards economic reintegration can typically be monitored using quantitative tools like surveys based on small representative samples. Recovery and sustainable employment creation should be a priority national or regional level effort, and local level reintegration programmes should make all efforts to link to national economic policies.

9.1. United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration

Recognizing that employment creation, income generation and reintegration are particularly challenging in post-conflict environments, in May 2008 the UN Secretary-General endorsed the *UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration*. The objective of the Policy is to scale up and maximize the impact, coherence and efficiency of employment and reintegration support provided to post-conflict countries by UN programmes, funds and specialized agencies.

According to the Policy, programming for employment creation and reintegration should be structured along three concurrent tracks as shown in Figure 1 below.

Figure 2: UN Policy for post-conflict employment creation, income generation and reintegration



These tracks are:

- Track A, focused on stabilizing income generation and creating emergency employment and targeting specific conflict-affected individuals, including ex-combatants;
- Track B, focused on local economic recovery (LER) for employment and reintegration, including in communities ex-combatants and displaced persons chose to return to; and
- Track C, focused on sustainable employment creation and decent work.

The implementation of the three programme tracks should start simultaneously during peace negotiations, with varying intensity and duration depending on the national/local context. This implies that an enabling environment for employment creation needs to be actively promoted by reintegration programmes within the immediate aftermath of conflict. During the implementation of the Policy, specific attention should be given to conflict-affected groups, such as displaced people, returnees and ex-combatants, with particular focus on women and youth who are often marginalized during these processes.

This module focuses on interventions that fall primarily under Track B programmes, whereas most reinsertion activities fall under Track A programmes. Track B is the most critical for reintegration as its success is dependent on the adoption of employment creation and income generation strategies, mainly through local economic recovery. See *ILO Guidelines on Local Economic Recovery in Post-Conflict* (2010). This approach will allow the economy to absorb the numerous new entrants in the labour market and build the foundations for creating decent work.

9.2. Economic reintegration opportunity and mapping surveys

Early assessment of the opportunities and services open to ex-combatants is vital in the design and planning of a reintegration programme. It should be emphasized that analyses of the labour market need to be regularly updated during the implementation of the reintegration programme to ensure relevant responses.

Economic reintegration opportunity and mapping surveys should include analysis of culturally appropriate professions and/or trades for men and women of varying age groups, abilities, capacities and literacy levels, recognizing how conflict may have changed cultural norms about gender-appropriate work.

However, analyses should not just assess what is culturally appropriate for men and women, but also *what women and men want to do*. At times, such information may contradict what is or was thought to be culturally appropriate. Acting carefully, reintegration assistance should aim to avoid reinforcing traditional gender stereotypes which may only permit women to work in lower paying professional activities. National capacity (such as the Ministry of Employment or Labour), should be strengthened to perform this task at the national and provincial level, while providers of vocational training and employment services should be equipped to complement these efforts with regular assessments at the local level.

Mapping surveys should seek to include detailed information concerning the availability of livelihoods resources and desires by beneficiaries to more efficiently transform these resources into productive assets. A realistic assessment of existing employment opportunities and opportunities that could be supported quickly in the short term by either the public or private sector should also be included.

9.3. Employability of ex-combatants

Armed conflict interrupts skills development for many wage-earning and self-employment activities and disrupts the typical institutions and social mechanisms through which people develop social skills. As a result, the immediate post-conflict period may be characterized by a skills and education crisis.

Many ex-combatants have missed opportunities for basic and further education, and as a result are disadvantaged in the competition for jobs and other opportunities. Provision of adult literacy classes, adult education, and technical and vocational training is important both to improve the skill sets of adult and young ex-combatants and to provide opportunities for reorientation and demilitarization. While functional literacy programmes may help ex-combatants find employment, utilizing educational training techniques, which are tailored for illiterate beneficiaries, may also be highly effective in teaching marketable skills.

As far as possible, education and training for ex-combatants and those associated with armed forces and groups should be supplied as part of the wider provision of educational services to the general population, and not in schools or colleges exclusively for them. Such inclusiveness will play an important facilitative role in the social reintegration of ex-combatants.

Reintegration experts should also take into account the multiple skill sets and livelihoods possibilities that one individual may have so that training and livelihoods support can reflect the cross-sector realities of individuals' skills and training. This is especially true in contexts where there appears to be little or no capacity for employable skills; each individual will have some type of skill that she or he is capable of, and the DDR reintegration programme should be designed to capitalize on this in the best way possible.

EDUCATION AND TRAINING: BASIC GUIDELINES	
Market-driven	Training should be offered only in marketable skills in accordance with assessments. Training should be complimented by practical experience through apprenticeships whenever possible.
Inclusiveness	Education should be supplied as part of the wider provision of education to the general population, not in colleges exclusively for ex-combatants.
Focus on youth	Young ex-combatants, especially those under 15, should be reintegrated into formal education. Emphasis should be placed on 'catch-up' education to ensure that ex-combatants do not become trapped in lifelong poverty.
Focus on girls and women	Particular attention should be paid to assisting girls to return to school and to providing educational and training opportunities to women.
Focus on ex-combatants with disabilities	Particular attention should be paid to ensure the accessibility of services and infrastructure for education and training opportunities for disabled ex-combatants so that they can attend the same education and training schemes along with non-disabled ex-combatants.
Potential limitations of training	Training is only one tool for reintegration and can be a particularly powerful tool to facilitate social reintegration, but it should mainly be designed to respond to the requirements of the informal sector and should not be seen as reintegration itself.
Cultural considerations	Attention should be paid to existing economic cultures, including whether women and men will have equal access to all types of work.
Life skills	In the context of DDR, the teaching of life skills is a necessity, not a luxury.

9.3.1. Life skills

Reintegration programme managers should regard the provision of life skills as a necessity, not a luxury, in reintegration programmes. Life skills include non-violent ways of resolving conflict at the workplace and in civilian life. Life skills also allow individuals to learn socially-acceptable behaviours to use in their personal and professional lives.

This type of training requires an understanding of ever-shifting cultural and gender identities and roles and should complement the various other forms of educational and/or training services provided. Youth can benefit from acquisition of basic skills for managing a family and other domestic responsibilities. Economic, labour, education and political rights and responsibilities shall be communicated to ex-combatants, especially in countries undergoing major governance reform where it is essential to encourage the participation of ex-combatants in democratic structures and processes.

9.3.2. Vocational training

Ex-combatants often need to learn new skills in order to make a living in the civilian economy. Vocational education (formal school-based or informal apprenticeship) plays a vital role in successful reintegration, by increasing the chances of ex-combatants chances to effectively join the labour market. Training can also help break down military attitudes and behaviour, and develop values and norms based on peace and democracy. Vocational training activities should be based upon the outcomes of the opportunity mapping assessments and the profiles of the (ex-) combatants.

Skills training does not by itself create employment. However, when it matches the real requirements of the labour market, it may enhance a person's employability and chances of finding a wage-paying job or of becoming self-employed. Training is therefore a natural component of any effective strategy for tackling poverty and social exclusion, as well as for empowering conflict-affected people to fend for themselves, to contribute to the reconstruction of their countries, and to be able to overcome some of the inequalities they suffered before the conflict and to enhance their human security.

Typically, training has received inadequate attention in post-conflict contexts. Inertia and resistance often prove to be among the greatest challenges in relation to changing training systems. The focus on employability and more flexible training approaches in post-crisis contexts, however, constitutes an opportunity to revisit the relevance and the efficiency of the training supply systems in close relation to the real market demands. Providing training at later stages of reintegration is also advisable, since beneficiaries will have some experience after returning to their communities and may have a clearer idea of the types of training that they would most benefit from.

Additionally, provisions for gender equity, to ensure that all participants can equally access the programme should be considered, including child care for female participants, their other duties (such as household activities which may prevent them from participating at certain times of the day), as well as considerations for transportation. Training locations should be in close proximity to women's homes so it is more likely they can attend. Training activities can also include other essential components, such as reproductive health and HIV information and care.

9.3.3. Education and scholarships

Young ex-combatants, especially those aged under 15, should be reintegrated into formal education, which may mean extra support for teachers and trainers to manage the special needs of such learners. Some ex-combatants can be offered scholarships to finish their studies. Youth (see IDDRS 5.20 on Youth) should have priority in these cases, and particular attention must be paid to assisting girls to return to school, requiring making available child care facilities for children in their care as well as evening courses.

In some countries where the conflict was particularly protracted and ex-combatants have received little or no schooling, emphasis should be placed on ‘catch-up’ education to ensure that this group does not remain in a disadvantaged position, in relation to their peers. If allowances or school fees are to be funded by the reintegration programme, programme managers should ensure that resources are available for the full duration of ex-combatants’ catch-up or accelerated education, which could be longer than the reintegration programme. If resources are not available, there should be a clearly communicated plan for phasing out support.

It is clear that the funding available from a DDR programme will not cover all education costs of the programme participants who wish to continue their studies. This must be acknowledged and expectations managed during counseling for reintegration, so that ex-combatants are able to plan for some way to pay for the rest of their studies. It should also be acknowledged during counseling that in post-conflict economies education does not guarantee employment.

PREVENTION AND REINTEGRATION – EDUCATION MEASURES AND NEEDS BY AGE GROUP²

Children < 15	Children/Youth > 15 < 24	Adults > 24
<ul style="list-style-type: none"> ■ Schooling/Catch up education. ■ Life skills adapted to age range. ■ Economic support to parents or guardians. 	<ul style="list-style-type: none"> ■ Catch up education. ■ Vocational guidance and training. ■ Employment services, including access to micro-credit schemes. ■ Basic management skills. ■ Life skills adapted to the age range. ■ Work experience. ■ Gradual independence, stability and responsibility. 	<ul style="list-style-type: none"> ■ Vocational guidance. ■ Relatively short period of vocational training may be sufficient. ■ Some work experience. ■ Employment services, including access to micro-credit schemes. ■ Basic management skills. ■ Life skills adapted to age range.

9.3.4. Apprenticeships and on-the-job training

Apprenticeships and other forms of on-the-job training can be particularly effective as they are likely to result in more sustainable employment and fill the large gap in the availability of training providers.

Apprenticeships are a form of on-the-job training where employers agree by contract to train individuals (apprentices) in a particular trade for a fixed period of time. A reintegration programme can subsidize such learning and training opportunities by paying the trainees an allowance and/or subsidizing the employers directly with equivalent wage support to take on apprentices for a fixed period. These interventions can also be an excellent means of social reintegration and reconciliation, as they place ex-combatants into an

already existing socio-economic network consisting of non-ex-combatants through the mentor/trainer. Apprenticeships are also a particularly effective form of training for youth employability as they impart technical and business skills and induct young people into a business culture and network of clients.

In order to protect existing incentives for master craftspeople and apprentices to participate, apprenticeships should be carried out according to local traditions and norms regarding access, cost-sharing arrangements, duration and conditions for graduation, when appropriate. Skill certification mechanisms should be established to provide legitimacy to those with existing skills as well as those acquiring new skills. Such certification is useful for potential future employers and consumers as a form of verification and confidence for employment.

For trades with no apprenticeship system in place, other forms of on-the-job-training should be considered to support socio-economic reintegration. In addition, since funding is often not sufficient within a reintegration programme to cover all training during apprenticeships, linkages to microfinance programmes should be established in an effort to address this gap.

9.3.5. Micro and small business training and start-ups

Since most programme participants will need to rely on the informal economy for employment, a strong focus on self-employment through business training support will offer those with entrepreneurial drive an effective means to succeed independently. While the recovery and expansion of the private sector should be encouraged, it is often necessary to focus on creating new micro enterprises for most ex-combatants.

Vocational training needs to be accompanied by the provision of access to microfinance and start-up grants or tools to facilitate micro business and self-employment activities. If such institutions and mechanisms are already locally available, the reintegration programme should establish partnerships with them to ensure accessibility for programme participants. Consistent follow up of such programmes is extremely important, as many reintegration programme participants may be attempting self-employment for the first time and will need significant coaching and mentoring.

The success of microfinance projects involves a significant amount of business skills training, for which provisions must be made for participants to attend (i.e. subsidies for food, transportation, childcare etc). Such assistance should culminate in a business plan. In situations of low literacy or illiteracy, a programme must begin with literacy training or must develop low literacy tools such as pictograms for accounting, stock management, market analysis, how to access micro-credit and other business functions. One of the most important parts of any micro-finance programme is the social benefit. Often the business skills and training are complemented by social education on a range of context-appropriate topics including reproductive health, HIV, peace building, conflict resolution, gender equality, and general sessions that work to build self-esteem and self-confidence.

Reintegration programmes should also ensure that many different kinds of small businesses are started to avoid distorting the balance of supply and demand in local markets. In addition, these businesses should be based on market surveys that identify businesses and services needed in a particular area. It is also important to ensure that the same businesses do not get support from multiple organizations. Finally, value chain analysis focusing on small and medium enterprises (SMEs) in high demand niche

market commodities, and linkage arrangements between micro enterprises as suppliers to medium and larger scale firms, should be sought out, thus helping to guarantee sustainability for SMEs in an otherwise difficult post-conflict market environment.

9.4. Income generating opportunities

A national enabling environment for job creation and decent work is essential as consensus-building and policy development take time. Enabling policies and programmes therefore need to be initiated early and supported by DDR planners. The ILO Guidelines for the Socio-Economic Reintegration of Ex-Combatants identify the following key factors for creating such an environment at the policy level:³

- Strongly considering policy choices that ensure that infrastructure production and maintenance rely on local labour, local technical capacity and local materials to the greatest extent possible.
- Supporting national policies for labour-intensive work that are especially suitable for employing large numbers of ex-combatants.
- Reviewing and supporting national policies and legislation to create an enabling environment for private sector and small and medium enterprise (SME) development in rural and urban areas. This should include incentives for local companies to hire high-risk groups, often linked to reconstruction and rehabilitation. It should also consider the role of the private sector in supporting conflict-sensitive business development and in aiding in the transition from a war to peace economy.
- Recognizing potential limitations within the post-conflict context when supporting particular national policies.
- Identifying priority economic sectors with potential of rapid expansion and job creation.

International assistance should be aligned with national priorities in building capacities to support and/or implement these policies. Early support and capacity-building within the NCDDR and line ministries relevant to reintegration should be aligned with an element of wider reintegration assistance and long-term recovery and development.

LIVELIHOOD AND INCOME GENERATION: BASIC GUIDELINES	
Government role	Governments should encourage and support private sector growth through enabling legislation, investment in infrastructure and expansion of business development services.
Use existing employment opportunities	Reintegration programmes should use existing employment opportunities wherever possible, as the risk of failure is lower than if ex-combatants try to start new microenterprises.
Offer employment incentives	Reintegration programmes can help to expand the opportunities available to ex-combatants by offering wage, training and equipment subsidies or in-kind donations to businesses.
Labour rights	Labour rights should be upheld and respected. No ex-combatant or associated person should become a 'slave' of the private or public sector.
Specifically designed support	When developing micro enterprises, reintegration programmes should offer ex-combatants support that is specifically designed to meet their needs.
Diversification	Many different types of small businesses should be established, to promote diversity and reduce vulnerabilities to collapse of any one sector.

9.4.1. Private sector employment

Reintegration programmes should ideally aim to place qualified ex-combatants in existing businesses. Nonetheless, this is often difficult since business owners may not be willing (i.e. due to negative perceptions of ex-combatants) or able (i.e. due to stark economic realities) to employ them. Reintegration programmes should therefore help to increase the opportunities available to ex-combatants by offering wage, training and equipment subsidies. These subsidies, however, should have the following conditions:

- Wage subsidies should be partial and last for a fixed period of time;
- In-kind donations of equipment or training to allow for the expansion of existing businesses should be explored in exchange for the employment of reintegration programme beneficiaries;
- Newly hired ex-combatants should not take the jobs of workers who are already employed;
- Employers should use the subsidies to expand their businesses and to provide long-term employment for ex-combatants.

Providing business development services (BDS) can help overcome the difficulties faced by ex-combatants, such as lack of education, inadequate technical skills, poor access to markets and lack of information. In many post-conflict societies, government agencies lack the capacity to support and deliver services to micro- and small enterprises. Various actors, including businesses, local NGOs with experience in economic projects, governmental institutions and community groups should therefore be encouraged and supported to provide BDS.

Governments should also be supported in the creation of a legal framework to ensure that labour rights are respected and that demobilized or other vulnerable groups are not exploited within the private sector. Concessions and contracts created between the private sector and the national, regional or local government must be transparent and conducted in such a way that affected communities are able to make their voices heard. In the case of extraction of natural resources upon which livelihoods and recovery depends, it is especially important to be sure that the terms of the contracts are fair to the communities and local peoples, and that the contracts of private companies address human security. When it comes to job placement, DDR practitioners should also support affirmative action for disadvantaged groups where applicable. See section 8.1.4. on private sector involvement for more information.

9.4.2. Micro-grants and access to credit

If the main way of funding the creation of micro enterprises is decided to be micro-grants, they should be provided to the ex-combatants only after they have drawn up a clear start-up business plan and should be paid in installments with diligent follow-up. As part of information and counseling services, reintegration programmes should ensure that relevant service providers are in place to advise ex-combatants on financial management. Installments should, when possible, be given in kind (equipment, supplies, training, etc.), avoiding large cash payments, which are difficult to monitor effectively. Training and technical assistance services are also essential to the success of start-ups, together with direct, on-the-ground supervision and monitoring by the reintegration programme.

Grant schemes have often been used in reintegration programmes. However, where possible, it is important that reintegration programmes gradually shift aim from small grants to credit access. This shift is needed so as not to create dependencies on grant schemes and to support entrepreneurship. Involving female family members – such as wives of ex-combatants – in economic activities and access to credit may further help create successful outcomes.

9.4.3. Access to technology, information and capital

Technology and information which can lead to better information concerning agricultural growing techniques, commodities markets, and fluctuations in food prices is essential to sustainable reintegration programmes which incorporate agricultural livelihoods and agriculturally-derived livelihoods. DDR experts must address issues of access to such assets in the reintegration phase through coordination with relevant national ministries, government counterparts, rule of law and early recovery partners, and in line with appropriate cultural norms.

Access to technology and information can be further promoted through the use of low tech and appropriate means, such as cellular phones, SMS market information services, radios, personal digital assistants (PDAs), internet kiosks, and any other means of transmitting information about commodity market changes, changes in the supply or demand for goods, shifting weather patterns, or other potential impacts. Where access is not possible through the DDR programme, DDR experts should make every effort to link with NGOs, other UN agencies, or private sector actors who can support such access to technology and information.

Access to technology, information and capital is also essential to build value chains for products derived from the agricultural or other rural livelihood sectors, to diversify such sectors and to ensure the sustainability of the activities in question in terms of use of natural and other resources. Capital used to provide essential equipment to scale-up processing, manufacturing and marketing of goods derived from agricultural products or other natural resources should be sought through networks and other implementing partners working with the DDR programme and in the early recovery context. This capital should be supplied along with proper training programmes and business education skills. It should not be given in the form of cash payments.

DDR programmes should seek to address the access of women, youth, disabled, indigenous and other marginalized groups to technology, information and capital through coordination with national and local government and rule of law programmes.

9.4.4. Land tenure and access to land

Many comprehensive peace agreements (CPAs) do not contain specific provisions to resolve land ownership issues and disputes. However, property rights, land tenure and access to land are all extremely important to economic reintegration in both rural and urban contexts. Land distribution, for example, can inform DDR practitioners of potential tensions and grievances that may (re-) emerge and lead to further disputes or conflict.

While DDR programmes cannot produce land reform mechanisms, they can incorporate awareness of the linkages between land and livelihoods into reintegration planning and implementation. Land becomes an asset when it is coupled with access to agricultural

tools and inputs, technology, and information regarding markets and services. Access to land and security of land tenure are also essential to the development of land as an asset.

Access to land cannot be granted and legitimized without capacity for land management at the local and national government levels, which involve land policies, laws and land administrations. Most DDR contexts are likely to be faced with a myriad of land tenure systems and legal procedures involving traditional, indigenous, religious, colonial or other legacies. Support for legal aid services to aid those undergoing land disputes should be coordinated with relevant international and national actors to compliment reintegration programmes. Special attention should be paid to access to land by women, widows, child-headed households, disabled individuals and other groups with specific needs. For more information on housing, land and property dispute mechanisms see section 10.6.

The roles of women and their relationship to land and property should be addressed by the DDR programme through community-based reintegration whenever possible. In many cases, women suffer the most discrimination when it comes to access to land. DDR programmes should aim to support women's access to land and tenure security to promote gender equality and women's civil and human rights, but also because their productivity in the agricultural sector is extremely important for increased food security and overall GDP growth, as shown in several studies conducted in post-conflict settings. While it is important to encourage land management and tenure policies that are consistent with cultural norms, the reform of such administrative sectors also provides an opportunity to pave the way for women's rights in terms of property and land tenure.

DDR programmes should seek to make land as profitable an asset as possible, by providing incentives for the sustainable use of natural resources, helping to develop the capacity for land and property rights through local and national institutions. These efforts can be augmented by linking up with early recovery and rule of law institutions wherever possible as well. In addition, land tenure security to protect those who are invested in land and who depend on it for livelihoods, such as in agricultural sectors, should be addressed through other partners at the national and international level.

10. Social/Psychosocial reintegration

Former combatants face a number of personal challenges during reintegration, including separation from social support networks inherent within armed groups and a subsequent sense of isolation, stigma, and rejection by communities of return and challenges related to renegotiating their societal and gender roles within the public and private spheres. Other challenges faced by ex-combatants include difficulty obtaining employment, psychosocial issues, including trauma-spectrum disorders, and physical health issues, such as living with a disability. These challenges may leave former combatants in particularly vulnerable social and/or mental health situations and at risk for developing "anti-social" behaviors such as drug and alcohol abuse or engaging in violence against others or themselves.

Acceptance of ex-combatants within communities of return, and wider society, is a key indicator of successful reintegration. An ex-combatant who has economic opportunities but who is socially isolated or excluded cannot be considered as successfully reintegrated. Experience has shown that social reintegration is not only as equally important as economic reintegration, but that it can also be a pre-condition and a catalyst for

employment and economic security. Progress towards and the success of social reintegration can often be tracked through qualitative tools like focus groups or key informant interviews with communities.

10.1. Socialization to violence of combatants

Many ex-combatants have been trained and socialized to use violence, and have internalized norms that condone violence. Socialization to violence is often the result of an ex-combatant's exposure to and involvement in violence while with armed forces or groups who may have encouraged, taught, promoted, and/or condoned the use of violence (such as rape, torture or killing) as a mechanism to achieve group objectives. As a result of time spent with armed forces and groups, ex-combatants may associate weapons and/or violence in general with power and see these things as central to their identities as men or women and to fulfilling their personal needs.

Systematic data on patterns of violence among ex-combatants is still fragmentary, but evidence from many post-conflict contexts suggests that ex-combatants who have been socialized to use violence often continue these patterns into the peacebuilding period. Violence is carried from the battlefield to the home and the community, where it can take on new forms and expressions. While the majority of ex-combatants are male, and violence among male ex-combatants is more visible, female ex-combatants also appear to be more vulnerable to violent behaviour than civilian women in the general population. Without breaking down these norms, learning alternative behaviors, and coming to terms with the violent acts that they have experienced or committed, ex-combatants can find it difficult to reintegrate into civilian life.

In economically challenging and socially complex post-conflict environments, male ex-combatants in particular may find it difficult to fulfill traditional gender and cultural roles associated with masculinity. Many may return home to discover that in their absence women have taken on traditional male responsibilities such as the role of 'breadwinner' or 'protector', challenging men's place in both the home and community and leading to frustration, feelings of helplessness, etc. Equally, the return of men to communities may challenge these new roles, freedoms and authority experienced by women, causing further social disquiet.

Ex-combatants' inability to deal with feelings of frustration, anger or sadness can result in self-directed violence (suicide, drug and alcohol abuse as coping mechanisms), interpersonal violence (GBV, intimate partner violence, child abuse, rape and murder) and group violence against the community (burglary, rape, harassment, beatings and murder), all forms of violence which are found to be common in some post-conflict environments.

Integrated approaches work best for facilitating comprehensive change. In order to effectively address socialization to violence, reintegration assistance should target family and community members as well as ex-combatants themselves to address social and psychosocial needs and perceptions of these needs holistically. For more information on the concept of 'socialization to violence' see UNDP's report entitled, *Blame It on the War? The Gender Dimensions of Violence in Disarmament, Demobilization and Reintegration* (2012).

10.2. Reconciliation

Reconciliation among all groups is perhaps the most fragile and significant process within a national peace-building strategy, and may include many parallel processes, such as

transitional justice measures (i.e. reparations and truth commissions) (see Module 6.20 on DDR and Transitional Justice for more information).

A key component of the reintegration is the process of reconciliation. Reconciliation should take place within war-affected communities if long-term security is to be firmly established. Ex-combatants, associated groups and their dependants are one of several groups, including refugees and the internally displaced, who are returning and reintegrating into post-conflict communities. These groups, and the community itself, have each had different experiences of the conflict and may require different strategies and assistance to rebuild their lives and social networks.

Reconciliation between ex-combatants and receiving communities is the backbone of the reintegration process. Any reconciliation initiative needs to make sure that the dignity and safety of victims, especially survivors of sexual and gender-based violence, is respected. Furthermore, it must be remembered that conceptions of transitional justice and reconciliation differ in each context. DDR practitioners should therefore explore and consider cultural traditions and indigenous practices that may be effectively used to begin reconciliation processes. Ceremonies that involve a public confrontation between victim and perpetrator should be avoided as they can lead to further trauma and stigmatization.

In addition to focused ‘reconciliation activities’, reintegration programmes should aim to mainstream and encourage reconciliation in all components of reintegration. To achieve this, DDR programmes should benefit the community as a whole and should offer specifically-designed assistance to other war-affected groups (see section 6.2. on community-based reintegration).

Working together in mixed groups of returning combatants, IDPs, refugees, and community members, especially on economically productive activities such as agricultural cooperatives, group micro credit schemes, and labour-intensive community infrastructure rehabilitation, can reduce negative stereotypes and build trust. DDR programmes should also identify – together with other reintegration and recovery programmes – ways of supporting reconciliation, peacebuilding and reparation initiatives and mechanisms.

10.3. Strengthening social capital and social acceptance

Successful reintegration of ex-combatants is a complex process that depends on a myriad of factors, including satisfying the complex expectations of receiving communities. It is the interplay of a community’s physical and social capital and an ex-combatant’s financial and human capital that determines the ease and success of reintegration.

The acceptance of ex-combatants by community members is essential, but relations between ex-combatants and other community members are usually anything but ‘normal’ at the end of a conflict. Ex-combatants often reintegrate into extremely difficult social environments where they might be seen as additional burdens to communities rather than assets. In some cases, communities may have perceptions that returning combatants are HIV positive, regardless of actual HIV status, resulting in discrimination against and stigmatization of returnees and inhibiting effective reintegration. The success of any DDR programme and the effective reintegration of former combatants therefore depend on the extent to which ex-combatants can become (and be perceived as) positive agents for change in receptor communities.

The importance of providing *civilian life skills* training to ex-combatants will prove vital to strengthening their social capital and jumpstarting their integration into communities. Ex-combatants who have been socialized to use violence may face difficulties when trying to negotiate everyday situations in the public and private spheres. Those who have been out of their communities for an extended period of time, and who may have committed extreme acts of violence, might feel disconnected from the human components of home and community life. Reintegration programme managers should therefore regard the provision of civilian life skills as a necessity, not a luxury. Life skills include understanding gender identities and roles, non-violent ways of resolving conflict, and non-violent civilian and social behaviours (such as good parenting skills). See section 9.4.1. for more information on life skills.

Public information and sensitization campaigns can also be an extremely effective mechanism for facilitating social reintegration, including utilizing media to address issues such as returnees, their dependants, stigma, peacebuilding, reconciliation/co-habitation, and socialization to violence. Reintegration programme planners should carry out public information and sensitization campaigns to ensure a broad understanding among stakeholders that DDR is not about rewarding ex-combatants, but rather about turning them into valuable assets to rebuild their communities and ensure that security and peace prevail. In order to combat discrimination against returning combatants due to perceived HIV status, HIV/AIDS initiatives need to start in receiving communities before demobilization and continue during the reintegration process. The same applies for female ex-combatants and women and girls associated with armed forces and groups who in many cases experienced sexual and gender-based violence, and risk stigmatization and social exclusion. See Module 4.60 on Public Information and Strategic Communication in Support of DDR for more information.

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10.4. Social support networks

Social support networks are key to ex-combatants' adjustment to a normal civilian life. In addition to family members, having persons to turn to who share one's background and experiences in times of need and uncertainty is a common feature of many successful adjustment programmes, ranging from Alcoholics Anonymous (AA) to widows support groups. Socially-constructive support networks, such as peer groups in addition to groups formed during vocational and life skills training, should therefore be encouraged and supported with information, training and guidance, where possible and appropriate.

As previously stated, DDR practitioners should keep in mind that the creation of veterans' associations should be carefully assessed and these groups supported only if they positively support the DDR process.

10.4.1. Nuclear and extended families

Although various forms of family structures exist in different cultural, political and social systems, reference is commonly made to two types of family: the nuclear family and the extended family. Nuclear families comprise the ex-combatant, his/her spouse, companion or permanent companion, dependent children and/or parents and siblings in those cases where the previously mentioned family members do not exist. Extended family includes a

social unit that contains the nuclear family together with blood relatives, often spanning three or more generations.

Family members often need to be assisted to play the supporting, educating and nurturing roles that will aid ex-combatants in their transitions from military to civilian life and in their reintegration into families and communities. This is especially important for elderly, chronically-ill, and ex-combatants with disabilities. Family members will need to understand the experiences that ex-combatants have gone through, such as socialization to violence and the use of drugs and other substances, in order to help them to overcome trauma and/or inappropriate habits acquired during the time they spent with armed forces and groups. In order to encourage their peaceful transition into civilian life, family members will also need to be particularly attentive to help prevent feelings of isolation, alienation and stigmatization.

DDR planners should recognize the vital importance of family reunification and promote its integration into DDR programmes and strategies to ensure protection of the unity of the family, where reunification proves appropriate. Depending on the context, nuclear and/or extended families should be assisted to play a positive supporting role in the social reintegration of ex-combatants and associated groups.

DDR programmes should also create opportunities for family members of nuclear and/or extended families to understand and meet their social responsibilities related to the return of ex-combatant relatives. Nuclear and/or extended family members also need to understand the challenges involved in welcoming back ex-combatants and the need to deal with such return in a way that will allow for mutual respect, tolerance and cooperation within the family and within communities.

10.4.2. Youth engagement

Involving youth in any approach addressing socialization to violence and social reintegration is critical to programme success. Oftentimes, youth who were raised in the midst of conflict have become socialized to see violence and weapons as a means to gaining power, prestige and respect (see Module 5.20 on Youth and DDR and Module 5.30 on Children and DDR). If youth interventions are not designed and implemented during the post-conflict stage, DDR programmes risk neglecting a new generation of citizens raised and socialized to take part in a culture of violence.

Youth also often tend to be far more vulnerable than adults to political manipulation and (re-) recruitment into armed forces and groups, as well as gangs in the post-conflict environment. Youth who participated in conflict often face considerable struggles to reintegrate into communities where they are frequently marginalized, offered few economic opportunities, or taken for mere children despite their wartime experiences. Civic engagement of youth has been shown to contribute to the social reintegration of at-risk youth and young ex-combatants.

10.4.3. Men's and women's groups

Informal or formal men's and women's groups can provide a forum for women and men to discuss social expectations of women, men, violence, and health issues. It can be an extremely effective way to harness their interest and capacities to become agents of change in their community by disseminating information and educating the public.

Many times, due to social constraints, men do not have forums to discuss such issues, either because there are social barriers or because there has never been a space or guided assistance in starting one. Support to such activities through reintegration assistance, should allow for a mix of ex-combatants and civilians. Oftentimes women's and men's groups are started informally around points of interest for men, such as recreational/sports associations, cooperatives, coffee houses, or water points, or for women such as beauty salons, water points, schools, in the community. Many times they evolve to be more formal groups, which provide a forum for civic education as well as discussion on issues affecting personal lives, the community and the family. Continued assessments of the effects of reintegration assistance and communities of return may identify such groupings forming, and may provide support.

10.5. Housing, land and property dispute mechanisms

The lack of available land for resettlement has been a major obstacle to successful reintegration in several countries, particularly those with high demographic pressure. Land is of critical concern in all components of reintegration ranging from the political to the social and economic spheres (for more information see section 9.5.4. of this module). It is also very closely associated with the definition of one's identity, and can represent a difficult issue for DDR programme participants in both rural and urban settings. The return of refugees and IDPs along with ex-combatants and associated groups is likely to heighten tensions over land, thereby calling for the need to address these issues early on.

Disputes over land and access to natural resources are among the root causes of many conflicts and can prove instrumental in the deterioration of the security situation (see Module 6.30 on DDR and Natural Resource Management). DDR programme planners must take these underlying tensions into account when planning the return, resettlement and reintegration of ex-combatants, as they are often competing with other returnees for access to land. Conducting an early conflict analysis which includes information on historical and available dispute mechanisms will assist reintegration planners in identifying the impact, availability and effectiveness of land and property dispute mechanisms. These assessments will also allow DDR programmes to respond to these issues with support to wider initiatives addressing land and access to natural resources and to avoid doing more harm through their interventions.

DDR reintegration programmes should seek to support the mediation of housing and land disputes at the local level whenever possible, through support to legal aid groups or other appropriate service providers. Such mechanisms can transform potential conflict scenarios into reconciliation opportunities (e.g. through involving both ex-combatants and community members in finding solutions through mediation and arbitration that are acceptable to all and in line with cultural norms, where appropriate). Women, youth, children and disabled ex-combatants are among the most vulnerable groups with regard to land exclusion and disfranchisement. This not only has direct consequences on their livelihoods but also on their social standing within their communities. DDR planners and managers must keep in mind that in rural areas, traditional laws are likely to be those most abided by the population. In these systems, women may not traditionally have access to property rights, but rather to user rights through their husbands and families. Should they find themselves widowed, separated or single for any reason,

their livelihoods may be threatened unless recourse to traditional/local authorities is made on their behalf (see also IDDRS 5.10 on Women, Gender and DDR).

10.6. Psychosocial services

The widespread presence of psychosocial problems among ex-combatants and those associated with armed forces and groups has only recently been recognized as a serious obstacle to successful reintegration. Research has begun to reveal that reconciliation and peacebuilding is impeded if a critical mass of individuals (including both ex-combatants and civilians) is affected by psychological concerns.

Ex-combatants and those associated with armed forces and groups have often been exposed to extreme and repeated traumatic events and stress, especially long-term recruits and children formerly associated with armed forces and groups. Such exposure can have a severe negative impact on the mental health of ex-combatants and is directly related to the development of psychopathology and bodily illness. This can lead to emotional-, social-, occupational- and/or educational-impairment of functioning on several levels.

At the individual level, repeated exposure to traumatic events can lead to post-traumatic stress disorder (PTSD), alcohol and substance abuse, as well as depression (including suicidal tendencies). At the interpersonal level, affected ex-combatants may struggle in their personal relationships, as well as face difficulties adjusting to changes in societal roles and concepts of identity. Persons affected by trauma-spectrum disorders also display an increased vulnerability to contract infectious diseases and have a heightened risk to develop chronic diseases. In studies, individuals suffering from trauma-related symptoms have shown greater tendencies towards aggression, hostility and acting out against both self and others – a significant impediment to efforts at reconciliation and peace.

Severely psychologically-affected ex-combatants and other vulnerable groups should be identified as early as possible through screening tools within the DDR programme and referred to psychological services. If these ex-combatants do not receive adequate psychosocial care, they face an extraordinarily high risk of failing in their reintegration. Unfortunately, insufficient availability, adequacy and access to mental health services and social support for ex-combatants, and other vulnerable groups in post-war communities, continues to prove a huge problem during DDR. Given the great risks posed by psychologically-affected participants, reintegration programmes should seek to prioritize psychological and physical health rehabilitation as a key measure to successful reintegration.

10.6.1. Screening for mental health

At a minimum, the psychosocial component of DDR programmes should offer an initial screening of ex-combatants as well as regular basic counseling where needed. A screening procedure can be carried out by trained local staff to identify ex-combatants who are in need of special assistance. Early screening will not only aid psychologically-affected ex-combatants, but it will make it possible to establish which participants are unlikely to benefit from more standard reintegration options. Providing more specialized options for this group will save valuable resources, and even more importantly, it will spare participants from the frustrating experience of not being able to fully engage in trainings or make use of economic support in the way healthier participants might.

Following the screening process, ex-combatants who show clear signs of mental ill-health should, at a minimum, receive continuous basic counseling. This counseling must take place on a regular basis and allow for continuous contact with the affected ex-combatants. As with screening, this basic counseling can be carried out by locally-trained DDR programme staff, and/or trained community professionals such as social workers, teachers or nurses.

DDR programmes will likely encounter a number of ex-combatants suffering from full-blown trauma-spectrum disorders. These disorders cannot be treated through basic counseling and should be referred to psychological experts. In field settings, using narrative exposure therapy may be an option.

10.6.2. Community-based stepped-care system

To adequately assess the existing capacities of local/regional support systems, an inventory and analysis of existing gaps is a first priority. Such an inventory should help to identify the existing local means used to address social and psychosocial issues, potential partners, and the need to create or strengthen a network of practitioners. Next, the capacity of the existing social/psychosocial support structures as well as new ones (where needed), can be built to provide adequate services. A standard team consisting of trauma counselors (locally trained lay practitioners), may serve as a first-level of service providers in terms of trauma-related counseling as well as treatment of psycho-somatic conditions. They could also serve as mediators in cases of social adversity (e.g. family violence, extreme poverty, abuse and neglect of children). For the set-up of the treatment it has to be ensured that it is culturally acceptable (i.e. cultural acceptable gender and age match of trauma counselor and client).

Sensitization and public awareness programmes on mental health and related psycho-social issues should also be developed and informed by the work of the community-based local staff. The focus of such programmes should be sensitizing the community to the symptoms experienced by those who suffer from mental illness and impairment of associated functioning. This will involve strong efforts to de-stigmatize the conditions faced by psychologically-affected individuals. They should also provide information on access to care.

Ideally, specialized treatment to address mental health should be offered to both civilians and ex-combatants in a community-based structure. Every DDR programme within a post-conflict setting is confronted with the challenge of reintegrating ex-combatants into a society which is itself recovering from trauma. Offering psychosocial care in a community-based structure for both former ex-combatants and civilians will foster reconciliation and make it possible for both groups to learn about each other's experiences during the war. In this way, psychosocial care does not only support the individual to heal, but can foster the restoration of the social fabric. Thus, a DDR programme may refer mentally-ill ex-combatants who cannot be treated through basic counseling to a common health service structure.

Most importantly, all interventions have to be carried out within a framework of implementation research, including micro-level analysis. It will be important to conduct impact evaluations on effectiveness and efficiency of trauma treatment, functioning recovery pre- and post-treatment in selected individuals, impact on social cohesion in the community, recovery of occupational functioning, socio-economic indicators, impact on

readiness for reconciliation, etc., on a continuing basis. Without such evaluations, there is the risk that ineffective and sometimes even harmful programmes are extended to regional services. Parallel to these evaluations, a measure of supervision (by master counselor, clinical practitioners) and peer sharing has to be set in motion between community, district practitioners and researchers at national level.

ADDRESSING MENTAL HEALTH & PSYCHO-SOCIAL PROBLEMS: BASIC GUIDELINES	
Core problem	Reintegration policies and programmes have not adequately considered the interplay between psychological ill-health, bodily illness and functional impairment in ex-combatants. Accordingly, there is insufficient availability, adequacy and access of mental health services and social support for ex-combatants and other identified vulnerable groups in post-war communities.
Inclusion and community-based care	Ex-combatants with psychological rehabilitation needs should receive services in an integrated manner with other affected and vulnerable community members.
De-stigmatization	Through sensitization, mental health care needs and symptoms of trauma in general must be 'normalized' and 'legitimized' in the eyes of the public and access to care must be communicated.
Ethical imperative & right to treatment and rehabilitation	Trauma-focused, public mental health service programmes are a key priority for the successful reintegration and well-being of ex-combatants and identified vulnerable groups in a post-war society. They have proven to be efficacious, culturally-accepted and feasible to implement. Emerging programmes in this area should inform best practice on an ongoing base.

10.7. Medical and physical health issues

If an ex-combatants' life expectancy is short due to war-related injuries or other illnesses, no degree of reintegration assistance will achieve its aim. Experience has shown that untreated wounded, ill and terminal ex-combatants constitute the most violent and disruptive elements within any immediate post-conflict environment. Immediate health care assistance should therefore be provided during DDR from the very earliest stage.

Planning for such assistance should include issues of sustainability by ensuring that ex-combatants are not a distinct target group for medical assistance, but receive care along with members of their communities of return/choice. Support should also be given to the main caregivers in receptor communities.

The demobilization process provides a first opportunity to brief ex-combatants on key health issues. Former combatants are likely to suffer a range of both short- and long-term health problems that can affect both their own reintegration prospects and receptor communities. In addition to basic medical screening and treatment for wounds and diseases, particular attention should be directed towards the needs of those with disabilities, those infected with HIV/AIDS, the chronically ill, and those experiencing psychosocial trauma and related illnesses. As in the case of information, counseling and referral, the services may start during the demobilization process, but continue into and, in some cases go beyond, the reintegration programme (also see IDDRS 5.70 on Health and DDR).

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10.7.1. HIV/AIDS

The conditions that exist during conflict increase risk of infection for HIV and other sexually transmitted infections (STIs), and can have a devastating effect on access to essential

information, care and treatment. The lack of a safe blood supply; the shortage of clean equipment for injecting drug users; an insufficient supply of condoms and health care; and the widespread practice of sexual and gender-based violence, both as a weapon of war and as a means to discipline and control people (especially women and girls within armed forces and groups), are just a few examples of the ways conflict can heighten risk of HIV infection (see Module 5.60 on HIV/AIDS and DDR for more information).

In addition, a growing body of evidence shows that immediate post-conflict and recovery phases, including the reintegration process, involve heightened risk of HIV transmission due to the re-opening of borders and other formerly inaccessible areas, increased mobility, the return of displaced populations, and other factors.

Often, regardless of actual HIV status, receptor communities may perceive ex-combatants as HIV-positive and react with discrimination or stigmatization. In many cases, these negative reactions from communities are a result of fear due to misinformation about HIV and AIDS. Discrimination against or stigmatization of (potentially) HIV-infected individuals can be countered with appropriate sensitization campaigns.

DDR can provide an opportunity to plan and implement essential HIV/AIDS initiatives, in close coordination with broader recovery and humanitarian assistance at the community level and the National AIDS Control Programme (see section 9 of Module 5.60 on HIV/AIDS and DDR for more information on planning and implementing HIV/AIDS activities in the reinsertion and reintegration phases). These services can be integrated into existing reintegration packages through the development of joint programming and strategic partnerships. Furthermore, with the right engagement and training, former combatants have the potential to become agents of change by assisting in their communities with HIV prevention and awareness activities.

HIV initiatives need to start in receiving communities before demobilization, and should be linked wherever possible with the broader recovery and humanitarian assistance provided at the community level, and to National AIDS Control Programmes. Activities such as peer education training in HIV prevention and awareness can begin prior to demobilization.

10.7.2. Persons with disabilities

War leaves behind large numbers of injured people, including both civilians and combatants. Ex-combatants with disabilities should be treated equally to others injured or affected by conflict. This group should be included in general reintegration programmes, not excluded from them, i.e. many ex-combatants with disabilities can and should benefit from the same programmes and services made available to non-disabled ex-combatants.

DDR programme managers should ensure that the following guidelines are taken into account when addressing persons with disabilities in reintegration programmes:

ADDRESSING THE NEEDS OF PERSONS WITH DISABILITIES: BASIC GUIDELINES	
Access	Ex-combatants with disabilities should have access to vocational training centres, educations and scholarships, and other skills acquisition programmes.
Inclusion and equity	Ex-combatants with disabilities should be equally included in micro and small business development opportunities and other income generating opportunities.

Caregiver support	The caregivers of persons with disabilities should have access to both economic and social/ psychosocial reintegration support.
Workplace adaptation	Reintegration programmes should offer potential employers assistance in adapting workplaces so that they allow for the employment of ex-combatants and other persons with disabilities. Often only minor adaptations are required. These adaptations can help ensure that limited space in special rehabilitation centers can be given to persons too severely disabled to join mainstream programmes.

Some ex-combatants with disabilities will require long-term medical care and family support. While some will receive some form of pension and medical assistance (especially if they were part of a government force), most disabled ex-combatants who were part of informal armed groups will not receive long-term assistance.

In places where the health infrastructure has been damaged or destroyed, attention must be paid to informal care providers — often women and girls — who care for disabled combatants. In addition, support structures must be put into place to lessen the largely unpaid burden of the care that these informal providers carry.

DDR programmes must also plan for participants with disabilities by agreeing on and arranging for alternative methods of transport of supplies or kits given to participants. These may include livelihoods kits, food supplies, or other vocational materials. Assistance and special planning for these groups during reintegration should be included in the assessment and planning phases of DDR.

10.7.3. Reproductive health

The provision of reproductive health services, which should start as soon as the demobilization registration and screening process has identified specific needs, should be continued, as appropriate, during reintegration. Linkages should be made to public or private national and/or community health facilities. Preferential or subsidized access may still be required, particularly in those cases where the lack of continued treatment can in itself create a renewed public threat, such as HIV/AIDS, drug abuse and psychological illness.

11. Political Reintegration

Political reintegration is the involvement and participation of ex-combatants and people associated with armed forces and groups—and the communities to which they return—in post-conflict decision- and policy-making processes at the national, regional and community levels. Political reintegration activities include providing ex-combatants and other war-affected individuals with the support, training, technical assistance and knowledge to vote, form political parties and extend their civil and political rights as part of the overarching democratic and transitional processes in their communities and countries.

It is important to differentiate between *political reintegration* and the *political nature* of DDR and other peace-building processes. Almost without exception, DDR processes are part of an overarching political strategy to induce armed actors to exchange violence for dialogue and compromise through power-sharing and electoral participation. In that it aims to reestablish the State as the sole authority over the use of violence, DDR is

inherently part of the overall political strategy during peacemaking, peacekeeping and peace-building. While political reintegration is related to this strategy, its goals are far more specific, focusing on integrating programme participants into the political processes of their communities and countries at both the individual and group level.

If properly executed, political reintegration will allow for the legitimate grievances and concerns of ex-combatants and former armed groups to be voiced in a socially-constructive and peaceful manner that addresses root causes of conflict.

11.1. Types of political reintegration

Generally, political reintegration occurs along two broad trajectories, namely at the *group level* and the *individual level*, as follows:

- **Group level:** At the group level, political reintegration is *transformative* in that it seeks to aid in transforming a group or organization from an illegally armed entity into a legitimate political party or civilian unit operating within the legal parameters of the state.
- **Individual level:** At the individual level, political reintegration is *restorative* in that it involves restoring an ex-combatant's (and other programme participants') decision-making power within a given community in relation to his/her citizen status within that community.

11.1.1. Group level political reintegration

Aiding former armed forces and groups and ex-combatants to form political parties and peaceful civilian movements is essential to ensuring that grievances and visions for society continue to be expressed in a non-violent manner in the post-conflict period. Group level political reintegration is most evidently seen in transformations of armed groups into political parties that seek to enter or re-enter the political arena as a way to advance their claims and perspectives.

While a successful transformation from armed group to political party can yield a plethora of benefits for citizens and the overall democratization process, new political parties in post-conflict societies often lack the capacity, structural organization, resources, political knowledge and legitimacy necessary to successfully compete in the political arena. Moreover, individual ex-combatants and armed groups often face a number of uncertainties concerning how they will fare in the post-conflict period. Without proper guidance and careful monitoring, emerging political parties can likely face failure or even do more harm than good.

Given such complexities, when planning and designing political reintegration interventions, DDR practitioners must consider the following key factors influencing the viability and outcome of group level political transformations of armed forces and groups:

- Nature of the peace (e.g. negotiated peace agreement, military victory, etc.);
- Post-conflict security situation;
- Motivation(s) of armed group (keeping in mind that such motivations can change over time);
- Degree of popular support and perceived legitimacy;
- Degree of political experience and capacity;
- Leadership capacities;

- Organizational structure;
- Resources, funding and technical support;
- Criminal prosecutions and transitional justice measures.

Notably, group level political reintegration processes largely depend on both the country context and form of the peace settlement established. In the case of a negotiated peace agreement, for instance, political reintegration typically involves the transformation of armed groups (both political and military wings) into political parties, usually in tandem with a mix of DDR processes linked to larger SSR efforts. Political reintegration in cases of military victory, however, involve a different set of considerations that are less-defined and require further research and experiential understanding at this point in time. In cases where political reintegration is part and parcel of a CPA, explicit programming in DDR is more evident.

11.1.2. Individual level political reintegration

Effective political reintegration at the individual level involves empowering citizens by providing them with the knowledge and tools to voice their opinions, vote and take part in the government of their country without fear of intimidation, discrimination, retaliation or violence. Due to the nature and duration of a conflict, many ex-combatants and associated groups, particularly youth, may have little or no past experience in taking part in elections or joining a political party. In some cases, authoritative regimes or widespread conflict may have completely prevented the extension of one's civil and political rights.

The right to vote and take part in the political life of one's country has become a fundamental tenant in international law and democratic frameworks as outlined in several key human rights instruments, such as the *International Covenant on Civil and Political Rights*, the *Universal Declaration of Human Rights*, the *African Charter on Human and Peoples' Rights*, the *American Declaration of the Right and Duties of Man* and the *Asian Human Rights Charter*.

THE RIGHT TO VOTE AND TAKE PART IN THE CONDUCT OF PUBLIC AFFAIRS

United Nations International Covenant on Civil and Political Rights (adopted 16 December 1966):

Article 25

Every citizen shall have the right and the opportunity, without any of the distinctions mentioned in article 2 and without unreasonable restrictions:

1. To take part in the conduct of public affairs, directly or through freely chosen representatives;
2. To vote and to be elected at genuine periodic elections which shall be by universal and equal suffrage and shall be held by secret ballot, guaranteeing the free expression of the will of the electors;
3. To have access, on general terms of equality, to public service in his country.

Engaging individual ex-combatants in the political process has the dual advantage of pre-empting them from becoming spoilers to an electoral process while aiming to vest in them the desire and knowledge to exercise their civil rights. Building the capacities of ex-combatants and community members in the various areas of civic participation and democratic governance is found to be a critical step in enabling the political reintegration of national stakeholders.

11.2. Context assessments

In order to determine the role of, relevance of and obstacles to initiating and supporting political reintegration activities, DDR planners should ensure that the assessment and planning phases of DDR programming include questions and analyses that address the context-specific aspects of political reintegration.

In preparing and analyzing assessments, DDR planners and reintegration practitioners should pay close attention to the nature of the peace (e.g. negotiated peace agreement, military victory, etc.) to determine how it might impact DDR participants' and beneficiaries' ability to form political parties, extend their civil and political rights and take part in the overall democratic transition period.

To inform both group level and individual level political reintegration activities, DDR planners should consider asking the following questions, as outlined below:

CONTEXT ASSESSMENTS: SAMPLE QUESTIONS FOR POLITICAL REINTEGRATION	
Nature of the conflict and peace settlement	<ul style="list-style-type: none"> ■ Is there a military victory or settled peace agreement? ■ Is there a CPA in place? ■ Is the conflict ongoing or has resolution/ceasefire been achieved? ■ Are there ethnic, religious or other socio-economic divides and grievances that acted as drivers for the conflict? Do these divides and grievances still exist? Have any been addressed? If so, how?
Nature and motivations of armed groups	<ul style="list-style-type: none"> ■ Are there key members of armed groups (or forces) who might spoil or contribute to the peace process? ■ What were/are the key motivations and grievances of the armed groups – are they political, ideological and/or organizational (criminal) in nature? Did their motivations change at any point during the conflict? If so, why? ■ Are the armed groups highly organized and structured? Disorganized and decentralized? ■ Have identities become radicalized? ■ Are there references to a group being associated with a terrorist organization?
Levels of uncertainty and insecurity concerning access to the political process	<ul style="list-style-type: none"> ■ Is there the perception that there are winners or losers of the conflict? ■ Do former armed individuals or groups fear that reintegration will leave them vulnerable to the “settling of scores” emanating from the (pre-) conflict period? ■ Are there allegations of war crimes and human rights violations against members of the armed groups? Will amnesties be offered? Will vetting processes act as an obstacle to political participation? ■ For top and mid-level commanders, is there expectation or promise of entering directly into elected or appointed political offices?
Capacity of (ex-) combatants	<ul style="list-style-type: none"> ■ Do any members of the armed groups have prior political or civil society experience? ■ Are there members of armed groups that can be identified as particularly strong and respected leaders?
Electoral process	<ul style="list-style-type: none"> ■ Is DDR perceived as a precursor to national elections and the democratization process? ■ Are there identifiable spoilers to the electoral process and who are they—armed groups, groups excluded from the DDR process, and/or government officials?

11.3. Establishing partnerships and coordination mechanisms

It is important to recall that DDR programmes are not vested with the authority or capacity to deliver full-scale political and electoral support. Development of political reintegration programme activities should therefore aim to link closely with relevant organizations and capacities involved specifically in electoral processes and political party development, including national stakeholders, UN agencies, international and regional organizations and NGOs.

Within the UN system, the Department of Political Affairs, through its Electoral Assistance Division (EAD), the United Nations Development Programme (UNDP), and existing civil affairs and PI units of UN missions, can be looked to for key guidance on implementing both individual and group political reintegration efforts. Outside the UN system, key multilateral organizations working to provide political party assistance and election observations include the Organization for Security and Co-operation in Europe (OSCE), the Organization of American States (OAS) and the International Institute for Democracy and Electoral Assistance (IDEA).

In addition, leading international actors active in providing relevant assistance include: the German and Swedish party foundations, the National Democratic Institute (NDI) and the International Republican Institute (IRI) in the United States, Britain's Westminster Foundation for Democracy (WFD), the Netherlands Institute for Multiparty Democracy (NIMD) and Australia's Centre for Democratic Institutions (CDI). It is important to emphasize that the majority of these party assistance organizations, although mostly funded by bilateral aid agencies and governments, are independent institutes that are relatively autonomous as regards how, with whom and where they execute their programmes. Where applicable and appropriate, DDR managers should aim to partner with such organizations to build capacity within the DDR programme on political reintegration issues and exchange information regarding best practices.

For more information on coordination and partnerships in the area of political reintegration, see UNDP's *Elections and Conflict Prevention: A Guide to Analysis, Planning, and Programming*, 2009.

GUIDANCE: COORDINATION IN POLITICAL REINTEGRATION

- Closely coordinate with relevant line ministries and principal UN entities involved in early and longer-term support to the restoration or strengthening of civil rights and governance in post-conflict contexts. This includes the civil affairs and PI units of UN peacekeeping operations, as well as political affairs offices, among others;
- Ensure coordination and liaison with donors, multilateral organizations, NGOs, and other relevant organizations and CSOs dedicated to political party assistance and electoral support;
- Make use of the assets and capacities inherent in political and peacekeeping missions;
- Where appropriate, involve specialized organizations, including advocacy groups, such as women's organizations, veterans' associations and organizations for persons with disabilities in the planning and brainstorming processes for political reintegration. *Programme managers should be sure to remain aware of the fact that while there are instances in which veterans' associations have been involved in illegal activities or organized violence, there is also the possibility that these groups can serve as critical parts of civil society, articulating and advancing the political ideas of ex-combatants. Informed judgments about and support to veterans' associations will therefore need to be made on a case-by-case basis.*

11.4. Entry points for political reintegration

Offering information services and capacity development in the area of civic and political participation is central to creating an enabling environment for the political reintegration of all stakeholders in a DDR process. This may include community sensitization campaigns, education on the nature and functioning of democratic institutions (at the national, regional and/or local levels), leadership training, and initiatives to foster women's participation.

Focusing on particular subject areas, such as human rights (especially those rights reflected in the International Covenant on Civil and Political Rights) and in the development of political parties in the methods and processes of democracy, constituency relations, community organizing and participation in dialogue processes that involve other stakeholders and political opponents, is recommended.

Specific entry points to build capacity and enhance participation in political processes include, but are not limited to, the following:

11.4.1. Public information and sensitization campaigns on civil and political rights

Communities of return should receive sensitization related to political reintegration and the accompanying peace process.

11.4.2. Access to social benefits

Reintegration practitioners should support access to social benefits through access to identity cards, social security documents, and voter and property registration.

11.4.3. Civic and voter education

In order to build capacity and enhance participation in the democratic process, DDR programmes should support civic and voter education. This may include providing education or referrals to education opportunities on the nature and functioning of democratic institutions at the national, regional and/or local levels. Civic education on the country's comprehensive peace agreement (where applicable) or peace process should be considered. At the local level, approaches to human rights education that draw from "street law" may be particularly effective, such as the practical application of citizens' rights, such as freedom of expression, the right to dissent, and the right to vote in secrecy in electoral processes that are free of coercion or intimidation, may be particularly effective.

11.4.4. Leadership training

Senior DDR managers can serve in an advisory capacity to senior government and military officials on issues concerning political reintegration. Through implementing leadership training, DDR programmes will aim to facilitate and increase the legitimacy and support received by newly-established political leaders. DDR managers should consider undergoing targeted training in leadership and political negotiation that is IDDRS compliant.

11.4.5. Lobbying for mid-level commanders

Research into comparative peace processes suggests that the political roles and associated livelihoods futures of mid-level commanders are critical in post-conflict contexts.

Given mid-level commanders' ranks and level of responsibility and authority while with armed forces or groups, they often seek commensurate positions in post-conflict settings. Many seek an explicitly political role in post-conflict governance. Where DDR programmes have determined that commander incentive programmes will be required, a resource mobilization strategy should be planned and implemented in addition to a dedicated vetting process.

11.4.6. Women's participation

The UN's commitment to restoring security, the protection of vulnerable groups and gender equality has been formalized in United Nations Security Council resolutions 1325 and 1820, and more recently re-affirmed by resolutions 1888 and 1889.

DDR processes form an invaluable window of opportunity to enhance women's inclusion in decision-making and political processes. Civil affairs and human rights sections, in addition to civil society organizations and NGOs specialized in gender and women's rights can support political reintegration efforts to include trainings on gender and women's inclusion in civil and political affairs. Women's participation and representation in public institutions ranging from public administration to justice and security sectors will not only enhance gender equality, but may prove critical in addressing the vulnerabilities that initially led many women and girls into forced recruitment or association with armed forces or groups.

GUIDANCE: WOMEN'S INVOLVEMENT IN POLITICAL REINTEGRATION

- Pay particular attention to female ex-combatants and Women Associated with Armed Forces and Groups (WAAFAG) as women and girls often face pre-conflict discrimination with regard to their exercise of civil and political rights, combined with a socio-cultural context that is often not conducive to their engaging in public life and decision making—even less so, after being associated with armed forces or armed rebel groups;
- Involve Civil Society Organizations and NGOs specialized in gender and women's rights as part of the negotiation exercises throughout DDR processes (i.e. ranging from CPA to defining eligibility criteria for ex-combatants). Female combatants and WAAFAGs are to be part of CPA before and after verification;
- Perceive all categories of gendered persons (women, men, girls and boys) not as survivors or victims, but as agents for change, and/or agents for renewed conflict;
- Include an 'intersectionality' approach in assessments for political reintegration to pre-empt women on women stigmatization and draw out Hidden Women issues;
- Be aware of the fact that political processes and inclusivity are intersecting in nature – government, civilian society, military, national defense – and identifying gendered strengths and assets secure peace dividends;
- Ensure to apply a political lens to monitoring and evaluation for gender as it is intersecting activity and process.

11.4.9. Youth participation

The special needs of youth should be addressed during political reintegration not only because this group may become a security threat, but also because they can act as a major force for positive change in contemporary politics. Youth are often more open to voting for new parties, less loyal to established traditions and more idealistic in their goals for their societies.

12. Linking reintegration to wider recovery and development

Many DDR programmes have failed in the past due to their narrow focus and short-term approach. To achieve sustainability and meet its goals to improve security, DDR must pave the way for post-conflict recovery and development to take root. Reintegration programmes shall therefore be conceptualized, planned, designed and implemented as part of, or at least in very close cooperation with, wider recovery strategies. Linkages shall include, but not be limited to the areas of post-conflict rehabilitation, resettlement of displaced populations, reconciliation efforts, human rights promotion, transitional justice, improved governance and security sector reform. To achieve coherence, when designing reintegration programmes, UN practitioners should coordinate, and where possible, jointly plan programmes with actors working in these areas.

In the case of reintegration, a number of UN agencies work in parallel to integrate various war-affected peoples including ex-combatants, returnees and IDPs, into the same labour market and communities. Information, such as number and profile of beneficiaries, therefore needs to be shared among UN agencies engaged in reintegration assistance. It should be the guiding principle from the earliest pre-mission assessment phase and continue throughout all stages of strategy development, programme planning and implementation. The use of Memoranda of Understanding (MoU) between agencies intervening in the same sector or on the same issue has proven an efficient mechanism for coordination.

DDR programme managers will need to ensure close coordination:

- *In the field*, where coordination among UN entities, national counterparts, receiving communities, NGOs, donors, governmental aid organizations, and other implementing partners should be established at the earliest stages of mission planning;
- *At Headquarters*, through integrated mission planning structures and processes (also see IDDRS 3.10 on Integrated DDR Planning: Processes and Structures) to ensure that coordinated, coherent and consistent direction and support is provided to field operators;
- *Between the field and Headquarters*, to ensure that lessons learned and policy development on DDR are built into field-level programming, particularly at the start of missions and DDR processes, as well as to ensure the participation of key stakeholders at the international level.

Programme managers should also focus on building strong local, national and international partnerships from the start. Partnerships are essential, both in direct, short-term programme implementation and in forming links to longer-term recovery, peace-building, governance and development programmes.

DDR managers should also ensure that relevant recovery and development frameworks are identified and guide their programmes, with specific attention to national recovery plans and poverty reduction strategy papers (PRSPs), the UN Development Assistance Framework (UNDAF), and the UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration. This is vital to ensure that DDR programming is linked to peace-building, transition, recovery and reconstruction strategies and that it will facilitate the involvement of the various UN and other international agencies. While all efforts should be made to coordinate closely with other actors implementing related programmes, DDR programme managers should also clearly identify those objectives

that the reintegration programme can deal with directly, and those in which it can only contribute.

COORDINATION DURING THE PLANNING AND IMPLEMENTATION STAGES

If national and sectoral frameworks and policies are at the planning stage, DDR managers should ensure that DDR programmes:

- Network with coordinating and participating agencies.
- Participate and provide inputs in wider recovery planning meetings and assessment missions.
- Ensure reintegration of ex-combatants and associated groups is adequately reflected in key national and sectoral frameworks and policy documents.

If national and sectoral frameworks and policies are at the implementation stage, DDR managers should ensure that DDR programmes:

- Continue to participate in wider recovery coordination meetings to identify areas for collaboration and partnership, including through strong local, national and international partnerships.
- Place reintegration programmes and plans of action within relevant national and sectoral frameworks and policies.
- Use the opportunities offered by reintegration programmes to provide concrete contributions toward the implementation of national and sectoral frameworks and policies.

Experience has shown that coordination is difficult to achieve, and that post-conflict governments often do not possess the organizational capacity to coordinate all of the program partners. This must be effectively communicated to donors so that they do not have unrealistic expectations on the ground for DDR programmes.

Annex A: Terms and definitions

Apprenticeship: Refers to any system by which an employer undertakes by contract to employ a young person and to train him or have him trained systematically for a trade for a period of which the duration has been fixed in advance and in the course of which the apprentice is bound to work in the employer's service. (*ILO Apprenticeship Recommendation no. 60, 1939*).

Business development services: Services that improve the performance of the enterprise, its access to markets, and its ability to compete. The definition of "business development services" includes a wide array of business services, both strategic and operational. Business development services are designed to serve individual businesses, as opposed to larger business community. (*Business Development Services for Small Enterprises: Guiding Principles for Donor Intervention, 2001*).

Cooperatives: Autonomous association of persons united voluntarily to meet common economic, social and cultural needs and aspirations through a jointly owned and democratically controlled enterprise. A cooperative is essentially a vehicle for self-help and mutual aid. Many cooperatives throughout the world have a commitment to a distinctive statement of identity formulated by the International Cooperative Alliance (ICA). (International Labour Conference, Recommendation 193, *Recommendation Concerning the Promotion of Cooperatives, Section 1 Paragraph 2, 2002*).

Decent work: Involves opportunities for work that is productive and delivers a fair income provide s security in the workplace and social protection for workers and their families; offers better prospects for personal development and encourages social integration; gives people the freedom to express their concerns, to organize and to participate in decisions that affect their lives; and guarantees equal opportunities and equal treatment for all. (United Nations System Chief Executives Board for Coordination (CEB) Toolkit for Mainstreaming Employment and Decent Work, 2007).

Employment: The employed comprise all persons about a specified age who during the reference period were either (i) at work or (ii) with a job or enterprise but not at work (i.e.) persons temporarily absent from work). Persons at work are defined as persons who during the reference period performed work for a wage or a salary, or for profit or family gain, in cash or in kind, for at least an hour. (*The Thirteenth International Conference of Labour Statisticians, 1982*).

Minimum working age: The Minimum Age Convention defines a range of minimum ages below which no child should be allowed to work and stipulates that: (a) the minimum age for employment should normally not be less than 15 years , but exemptions can be made for developing countries which may fix it at 14; (b) the minimum age for permitting light work should be not less than 13 years, but developing countries may fix it at 12; c) the minimum age for admission to hazardous work should not be less than 18 years, but under strict conditions may be permitted at 16. (*ILO Minimum Age Convention 138, 1973*).

Sustainable livelihoods approach: Approach that tries to ensure that households can cope with and recover from stresses and shocks, and maintain and improve their capabilities and assets now and in the future. (*IDDRS, 2006*).

Vocational (career) guidance: The OECD Career Guidance Policy Review defines it as “services and activities intended to assist individuals, of any age and at any point throughout their lives, to make educational, training and occupational choices and to manage their careers.” This definition includes making information about the labour market and about educational and employment opportunities more accessible by organizing it, systematizing it and having it available when and where people need it. It also includes assisting people to reflect on their aspirations, interests, competencies, personal attributes, qualifications and abilities and to match these with available training and employment opportunities. The term career guidance is replacing the term vocational guidance in high-income countries. Vocational guidance is focused upon the choice of occupation and is distinguished from educational guidance, which focuses upon choices of courses of study. Career guidance brings the two together and stresses the interaction between learning and work. (*Career Guidance – A Resource Handbook for Low- and Middle-Income Countries*, 2006).

Vocational training: The expression vocational training means any form of training by means of which technical or trade knowledge can be acquired or developed, whether the training is given at school or at the place of work. (*ILO Recommendation 57, 1939*) Training is not an end in itself, but a means of developing a person’s occupational capacities, due account being taken of the employment opportunities, and of enabling him to use his abilities to the greatest advantage of himself and of the community; it should be designed to develop personality, particularly where young persons are concerned. (*ILO Recommendation 117, 1962*) For the purpose of this Recommendation, the qualification of the terms guidance and training by the term vocational means that guidance and training are directed to identify and developing human.

Socialization to violence: In the case of combatants and associated groups, this socialization or conditioning process involves the development of violent behaviours that are, or that appear to be, essential for effective participation in the armed force or armed group, or more broadly essential for basic survival in an environment rife with armed violence. During armed conflict, many combatants witness and become victims of violence and severe abuse themselves and may enter into the early recovery period with significant psychosocial support needs. Systematic data on patterns of violence among ex-combatants is still fragmentary, but evidence from many post-conflict contexts suggests that ex-combatants who have been socialized to use violence often continue these patterns into the peacebuilding period. (UNDP Report, *Blame It on the War? The Gender Dimensions of Violence in DDR*, 2012).

Culture of violence: When socialization to violence reaches a level where it has become an integral part of a particular society and of individuals’ collective response mechanisms.

Behaviour change communication (BCC): An interactive process with communities (as integrated with an overall program) to develop tailored messages and approaches using a variety of communication channels (such as drama, music, radio, media, print, etc) to develop positive behaviours; promote and sustain individual, community and societal behaviour change; and maintain appropriate/non-violent behaviours and interactions between individuals and groups.

Behaviour change interventions (BCI): A combination of activities/interventions tailored to the needs of a specific group and developed with that group to help reduce violence by creating an enabling environment for individual and collective change.

Caregiving: A kind of interaction of a person with the world around him/her, including objects, plants, animals and particularly other human beings. This also includes self-care. In many cultures this ‘caring’ relationship or attitude can be defined as a “female” attribute or characteristic, and from whose domain men, from an early age, are encouraged to exclude themselves.

Interim stabilization measures: Stabilization measures that may be used to keep former combatants’ cohesiveness intact within a military or civilian structure for a time-bound period of time, creating space and buying time for a political dialogue and the formation of an environment conducive to social and economic reintegration. Such measures range from military integration to the formation of transitional security forces, to the establishment of civilian service corps, among other such arrangements ‘holding patterns’.

Annex B: UN policies, guidelines and frameworks relevant for reintegration

UN inter-agency policies, guidelines and frameworks

- i. Policy for Post-conflict Employment Creation, Income Generation and Reintegration (2008)
- ii. Operational Guidance Note for Post-conflict Employment Creation, Income Generation and Reintegration (2009)
- iii. CWGER Guidance Note on Early Recovery (2008)

UN agency policies, guidelines and frameworks

- i. ILO Guidebook for Socio-Economic Reintegration of Ex-Combatants (2009)
- ii. ILO Guidelines for Local Economic Recovery in Post-Conflict (2010)
- iii. Policy Framework & Implementation Strategy - UNHCR's Role in Support of the Return & Reintegration of Displaced Populations
- iv. UNICEF-ILO Technical Note on Economic Reintegration of Children Associated with Armed Forces and Groups (draft under production)

Endnotes

- 1 United Nations System Chief Executives Board for Coordination (CEB) Toolkit for Mainstreaming Employment and Decent Work, 2007.
- 2 Taken from the Prevention of *child recruitment and reintegration of children associated with armed forces and groups: Strategic framework for addressing the economic gap*, ILO (2007).
- 3 International Labour Organization. 2009. Guidelines for the Socio-economic Reintegration of Ex-combatants. Geneva, Switzerland, pp.23-29.

