1.10 Introduction to the IDDRS

Contents

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Background

Since the late 1980s, the United Nations (UN) has increasingly been called upon to support the implementation of disarmament, demobilization and reintegration (DDR) programmes in countries emerging from conflict. In a peacekeeping context, this trend has been part of a move towards complex operations that seek to deal with a wide variety of issues ranging from security to human rights, rule of law, elections and economic governance, rather than traditional peacekeeping where two warring parties were separated by a ceasefire line patrolled by blue-helmeted soldiers.

The changed nature of peacekeeping and post-conflict recovery strategies requires close coordination among UN departments, agencies, funds and programmes. In the past five years alone, DDR has been included in the mandates for multidimensional peacekeeping operations in Burundi, Côte d'Ivoire, the Democratic Republic of the Congo, Haiti, Liberia and Sudan. Simultaneously, the UN has increased its DDR engagement in non-peacekeeping contexts, namely in Afghanistan, the Central African Republic, the Congo, Indonesia (Aceh), Niger, Somalia, Solomon Islands and Uganda.

While the UN has acquired significant experience in the planning and management of DDR programmes, it has yet to establish a collective approach to DDR, or clear and usable policies and guidelines to facilitate coordination and cooperation among UN agencies, departments and programmes. This has resulted in poor coordination and planning and gaps in the implementation of DDR programmes.

1. Towards a common UN approach to DDR

In response to this fragmented approach, six UN agencies, departments, funds and programmes came together in 2004 to draft a series of integrated DDR standards (IDDRS), i.e., a set of policies, guidelines and procedures for UN-supported DDR programmes in a peacekeeping context. Following workshop discussions and extensive consultations with country-level practitioners from the UN, member states, regional organizations, non-governmental organizations and the World Bank, the IDDRS were further developed and a second draft was tested in 2005.

The Inter-Agency Working Group on DDR, which was formally established by the Executive Committee on Peace and Security in March 2005 with a mandate to improve the UN performance in DDR, now counts 15 UN departments, agencies, funds and programmes as its members.[1] This first edition of the IDDRS has been jointly developed and approved by all 15 Working Group members.

2. What is DDR?

The objective of the DDR process is to contribute to security and stability in post-conflict environments so that recovery and development can begin. The DDR of ex-combatants is

a complex process, with political, military, security, humanitarian and socio-economic dimensions. It aims to deal with the post-conflict security problem that arises when ex-combatants are left without livelihoods or support networks, other than their former comrades, during the vital transition period from conflict to peace and development. Through a process of removing weapons from the hands of combatants, taking the combatants out of military structures and helping them to integrate socially and economically into society, DDR seeks to support ex-combatants so that they can become active participants in the peace process.

In this regard, DDR lays the groundwork for safeguarding and sustaining the communities in which these individuals can live as law-abiding citizens, while building national capacity for long-term peace, security and development. It is important to note that DDR alone cannot resolve conflict or prevent violence; it can, however, help establish a secure environment so that other elements of a recovery and peace-building strategy can proceed.

The official UN definition of each of the stages of DDR is as follows:[2]

DISARMAMENT

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

DEMOBILIZATION

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

REINSERTION

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

REINTEGRATION

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

3. The integrated DDR standards

The IDDRS have been drafted on the basis of lessons and best practices drawn from the experience of all the departments, agencies, funds and programmes involved to provide

the UN system with a set of policies, guidelines and procedures for the planning, implementation and monitoring of DDR programmes in a peacekeeping context. While the IDDRS were designed with peacekeeping contexts in mind, much of the guidance contained within these standards will also be applicable for non-peacekeeping contexts.

The three main aims of the IDDRS are:

- to give DDR practitioners the opportunity to make informed decisions based on a clear, flexible and in-depth body of guidance across the range of DDR activities;
- to serve as a common foundation for the commencement of integrated operational planning in Headquarters and at the country level;
- to function as a resource for the training of DDR specialists.

3.1. IDDRS levels and modules

The standards consist of 23 modules and three submodules divided into five levels:

- Level one consists of the introduction and a glossary to the full IDDRS;
- Level two sets out the strategic concepts of an integrated approach to DDR in a peacekeeping context;
- Level three elaborates on the structures and processes for planning and implementation of DDR at Headquarters and in the field;
- Level four provides considerations, options and tools for carrying out DDR operations;
- Level five covers the UN approach to essential cross-cutting issues, such as gender, youth and children associated with the armed forces and groups, cross-border movements, food assistance, HIV/AIDS and health.

3.2. Technical language

The UN uses the concept and abbreviation 'DDR' as an all-inclusive term that includes related activities, such as repatriation, rehabilitation and reconciliation, that aim to achieve sustainable reintegration.

Following a summary, a table of contents and a description of the scope and objectives, each IDDRS module also contains a section on terms, definitions and abbreviations. In the IDDRS series, the words 'shall', 'should' and 'may' are used to indicate the intended degree of compliance with the standards laid down. This use is consistent with the language used in the International Organization for Standardization[3] 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; and
- c) 'may' is used to indicate a possible method or course of action."
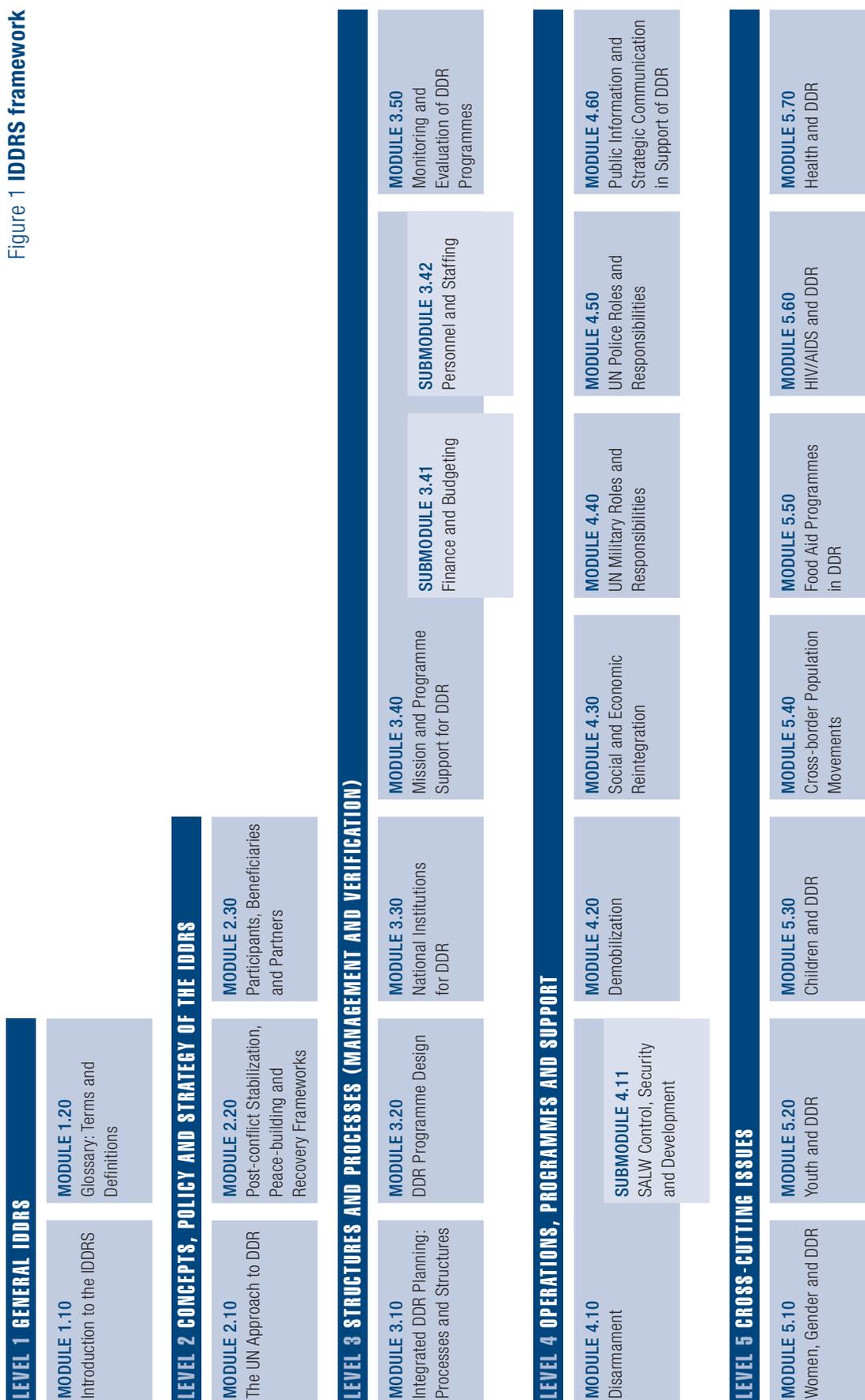
A complete list of terms and definitions used in the IDDRS is provided in IDDRS 1.20.

3.3. How to use the IDDRS

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

Figure 1 **IDDRS framework**

LEVEL 1 GENERAL IDDRS

MODULE 1.10
Introduction to the IDDRS

MODULE 1.20
Glossary: Terms and Definitions

LEVEL 2 CONCEPTS, POLICY AND STRATEGY OF THE IDDRS

MODULE 2.10
The UN Approach to DDR

MODULE 2.20
Post-conflict Stabilization, Peace-building and Recovery Frameworks

MODULE 2.30
Participants, Beneficiaries and Partners

LEVEL 3 STRUCTURES AND PROCESSES (MANAGEMENT AND VERIFICATION)

MODULE 3.10
Integrated DDR Planning: Processes and Structures

MODULE 3.20
DDR Programme Design

MODULE 3.30
National Institutions for DDR

MODULE 3.40
Mission and Programme Support for DDR

SUBMODULE 3.41
Finance and Budgeting

SUBMODULE 3.42
Personnel and Staffing

MODULE 3.50
Monitoring and Evaluation of DDR Programmes

LEVEL 4 OPERATIONS, PROGRAMMES AND SUPPORT

MODULE 4.10
Disarmament

SUBMODULE 4.11
SALW Control, Security and Development

MODULE 4.20
Demobilization

MODULE 4.30
Social and Economic Reintegration

MODULE 4.40
UN Military Roles and Responsibilities

MODULE 4.50
UN Police Roles and Responsibilities

MODULE 4.60
Public Information and Strategic Communication in Support of DDR

LEVEL 5 CROSS-CUTTING ISSUES

MODULE 5.10
Women, Gender and DDR

MODULE 5.20
Youth and DDR

MODULE 5.30
Children and DDR

MODULE 5.40
Cross-border Population Movements

MODULE 5.50
Food Aid Programmes in DDR

MODULE 5.60
HIV/AIDS and DDR

MODULE 5.70
Health and DDR

Since the topics covered in the different modules are interlinked, cross-references are provided throughout the IDDRS where more information on a particular issue can be found in another IDDRS module. Cross-references are clearly marked in the margins of the text.

3.4. Supplementary publications and resources

The Inter-Agency Working Group on DDR has published two supplementary publications to the IDDRS: the *Operational Guide to the IDDRS* and the *DDR Briefing Note for Senior Managers*. The *Operational Guide* is intended to help users navigate the IDDRS by briefly outlining the key guidance in each module. The *Briefing Note for Senior Managers* is intended to facilitate managerial decisions and includes key strategic considerations and their policy implications. Both these publications are available at the UN DDR Resource Centre (http://www.unddr.org), which serves as an online platform on DDR and includes regular updates of both the IDDRS and the *Operational Guide*, a document database, training tools, a photo library and video clips.

3.5. Updates and feedback

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

Feedback and comments on the IDDRS are actively encouraged and should be sent to the Secretariat of the Inter-Agency Working Group via the DDR Resource Centre web site.

Endnotes

1. Department of Disarmament Affairs, Department of Peacekeeping Operations, Department of Political Affairs, Department of Public Information, International Labour Organization, International Organization for Migration, the Joint United Nations Programme on HIV/AIDS, United Nations Children's Fund, United Nations Development Programme, United Nations Development Fund for Women, United Nations Institute for Disarmament Research, United Nations Population Fund, United Nations High Commissioner for Refugees, World Food Programme, World Health Organization.

2. Note of the Secretary-General to the General Assembly on the administrative and budgetary aspects of the financing of the United Nations peacekeeping operations, A/C.5/59/31, 24 May 2005.

3. A worldwide federation of national bodies from over 130 countries. Its work results in international agreements, which are published as ISO standards and guides. ISO is a non-governmental organization and the standards it develops are voluntary, although some (mainly those concerned with health, safety and environmental aspects) have been adopted by many countries as part of their regulatory framework. A list of ISO standards and guides is given in the *ISO Catalogue*, at http://www.iso.ch/infoe/catinfo/html.

    The IDDRS have been developed to be compatible with ISO standards and guides. Adopting the ISO format and language provides some important advantages, including consistency of layout, use of internationally recognized terminology, and a greater acceptance by international, national and regional organizations who are accustomed to the ISO series of standards and guides.