

DDR Technical Assessment Mission

Preparation

In order to ensure the maximum amount of information is gathered from meetings in the mission area, considerable preparatory work **should be** done before embarking on the assessment mission.

Background Information will include developing a good understanding of the following:

- ✓ **UN approach to DDR** issues
- ✓ **Overview of the regional conflict map**; neighbouring States political, commercial and security interests etc.
- ✓ **Country Situation**, including its small arms situation¹
- ✓ **Existing work being performed by the UN country team** and other partners, such as the World Bank and non-governmental organizations
- ✓ **Existing provisions for DDR** within current security arrangements or peace agreements signed between parties to the conflict
- ✓ **Experience of previous DDR operations** (if any) and the role of regional organizations and interested Member States.

Meetings: Staff members on a DDR assessment visit **should** plan with meet with representatives from:

- ✓ the conflict parties at the political and the military level
- ✓ members of the government
- ✓ civil society (such as political parties, church groups, women's organizations, local non-governmental organizations)
- ✓ regional mediators or regional organizations, including monitoring bodies
- ✓ interested member states supporting the peace process (Groups of Friends etc)
- ✓ members of the UN country team and international organizations
- ✓ major international non-governmental organizations

Conduct of the DDR Assessment Mission

The aim of the assessment mission is to develop an in-depth understanding of the key DDR related areas, in order to enable the efficient, effective and timely planning and resource mobilization for the DDR programme. The DDR staff member(s) of a DDR assessment mission **should** focus developing a good understanding of the following areas:

- ✓ Legal framework, i.e. peace agreement, for the DDR programme
- ✓ Target groups of the DDR programme

¹ A good source for this information is the Small Arms Survey Report.

- ✓ DDR planning and implementation context
- ✓ International, regional and national implementing partners
- ✓ Modalities for implementing the different phases of the DDR programme
- ✓ Public information strategy for disseminating information of the DDR programme
- ✓ Military/Police and security-related DDR tasks
- ✓ Administrative and logistics support requirements

Legal Framework

In most post-conflict situation, a peace agreement provides the legal framework for the implementation a DDR programme. Many of the terms and conditions of the DDR programme: who is to be disarmed, by whom, time schedule for disarmament, the nature of programme (disengagement, cantonment, type of reintegration assistance) and institutional arrangements (national and international) to guide and implement the programme **should be** specified in the peace agreement.

The assessment mission **must** ascertain if the agreed terms and conditions contained in the legal framework are sufficient or realistic to facilitate successful implementation. If an assessment mission is conducted before any legal framework is established, effort **should be** made to ensure that there is clarity and agreement on the key DDR issues.² Much of the required information may not be contained within peace agreement. Therefore, the JAM is an important tool to gather more information in order to structure a UN approach to support the mission DDR programme.

Assessing the Planning and Implementation Context

A key aspect of the assessment mission is to understand the opportunities and challenges posed by the unique political/diplomatic, military and socio-economic context in the post-conflict society, and ascertain their implications for the planning and implementation of the DDR programme.

Political/Diplomatic

Political will. A genuine commitment of the parties to the process is critical to DDR success. Commitment on the part of the former warring parties, as well as the government and the community at large, is vital to ensure that there is national ownership of the DDR programme. Often, the fact that parties have signed a peace agreement indicating their willingness to be disarmed may not always represent actual intent (at all levels of the armed groups) to do so. A thorough understanding of the (potentially different) levels of commitment to the DDR process will be important in determining the methods by which the international community may apply pressure or offer incentives to promote cooperation. Different incentive (and disincentive) structures are required for senior, middle and lower level members of an armed group. It is also important that political and military commanders (senior and middle level) have sufficient command and control over their rank and file to ensure compliance to DDR provisions agreed and incorporated within the peace agreement.

² See DPKO guideline on DDR and Peace Process. This guideline specifies the critical DDR components that UN staff participating in peace process should attempt to get agreement on.

Inclusive National Framework. An inclusive national framework to provide the political and policy guidance for the national DDR programme is central to two tenets of a successful programme: ***national ownership*** and ***inclusiveness***. DDR programmes have in the past been less successful when driven entirely by the regional or international actors without the commensurate local involvement to move the process forward. However, even when the DDR programme is nationally driven, it is important to ensure that the framework for DDR brings together a broad spectrum of society to include the former warring parties, government, civil society (including children and women's advocacy groups), the private sector, as well as regional and international guarantors of the peace process.

Transition problems and mediation mechanisms. Post-conflict political transition processes are fraught with difficulties. Problems in any one area of the transition process are often projected into the DDR programme with serious implications.³ A good understanding of these linkages and potential challenges **should** engender the required preventive action to keep the DDR process on track, as well as provide realistic assessment of future progress of the DDR programme. This assessment may preclude the start of any DDR activities until problematic issues that may dilute commitment to the DDR programme have been addressed. For this reason, mechanisms **must be** established in the peace agreement to mediate the inevitable differences that will arise between the parties, in order to prevent them from impinging on the planning and implementation of the DDR programme

Third party support. Third party political, diplomatic and financial support are often one such mediation mechanism that can alleviate some of the tensions of post-conflict political transitions. Third party actors, either influential member states, regional or international organizations can also focus its attention on the broader dimensions of the DDR programme, such as the regional dimension of the conflict, cross border trafficking of small arms, foreign combatants, displaced civilians, as well as questions of arms embargos and moratoriums on the transfer of arms or other sanctions.

Security

Security situation: A good understanding of the overall security situation in the country where DDR will take place is essential. Conditions and commitment often vary greatly between the capital and the regions, as well as between regions. These variables will impact on the approach to DDR. The prevailing security situation is one indicator of how soon and where DDR can commence, and should be assessed for all stages of the DDR programme. The ability to disarm and demobilize combatants but

inability to guarantee their safety when they return to their areas of reintegration will also be problematic.

Security and enforcement capacity for DDR: The capacity of local authorities to provide the security umbrella; for political and military commanders and disarmed combatants, undertake voluntary and/or coercive disarmament must be carefully assessed. A lack of national capacity in these two areas will have significant resource implications for the peacekeeping force. UN military, civilian police and support capacities **may be** required to perform this function in the early phase of the peacekeeping mission, while concurrently developing indigenous capacities to eventually take over from the peacekeeping mission. If this security function is

³ In Liberia, the dispute over the allocation of ministerial positions resulted in the walkout of junior members of the three factions in the first meeting of the National Commission of Disarmament, Demobilization and Reintegration (NCDDR) in 2003, while uncertainty and disagreement over elections delayed the start of the DDR programme in Cote d'Ivoire.

provided by a non UN multinational force, the structure and processes for joint planning and operations **must be** assessed to ensure that such a force and the peacekeeping mission cooperates and coordinates effectively to implement (or support the implementation of) a coherent DDR programme

Building confidence: Ceasefires, disengagement and voluntary disarmament of forces are important confidence building measures that, when undertaken by the parties, can have a positive effect on the DDR and the wider recovery programme. The international community should, wherever possible, support these initiatives. Additionally, mechanisms **should be** put in place to investigate violations of ceasefires etc in a transparent manner

Socio-Economic

Overall socio-economic condition: The post-conflict socio-economic condition of the country is a major factor in determining the modality of DDR programme to be implemented. The level of unemployment, state of the (formal and informal) economy, the agricultural sector (i.e. access to land, rights and the ability of the country to feed itself), condition of infrastructure, the capacity of state institutions to deliver basic services, combined with the length of the conflict, are all factors when considering the specifics of demobilization (length and types of programme) and socio-economic (reconciliation, justice issues and types of economic assistance) reintegration programme

Local Participation: The role of the receiving community is central to the successful reintegration of ex-combatants. Therefore, close consultation **must** take place with all levels of the local community regarding the possible implications of the DDR programme for these communities, and the type of support (economic, reconciliation etc) required to facilitate the reintegration of ex-combatants. This issue of returning ex-combatants for the communities must be assessed together with the overall impact of all returns including internally displaced persons (IDPs) and refugees.

A development approach: DDR programmes can only succeed if there is a strong linkage with a national recovery programme, which provides not only for political and economic development, but also a restructuring and reform of the States' security sector and the fostering of national reconciliation. An assessment **should** ascertain if these factors are being considered and who will be supporting this aspect of post-conflict peacebuilding.

Weapons Control Regime

Weapons control regime: The weapons control regime is another key element that impacts on a DDR programme. Constitutional and legislative guarantees for weapon ownership, import/export of small arms, regulation of indigenous gun industry and

private security firms must be considered in terms of how it supports or limits the effective implementation of a DDR programme. Equally important are the national administrative infrastructure and enforcement capacity to implement the weapons control regime

Arms embargoes: The assessment mission **must** consider the illicit supply of small arms and light weapons coming into the post-conflict zone. This often perpetuates through porous borders and weak border policing capacities. Arms embargoes **should be** considered as one tool available to address illicit trafficking of small arms and light weapons, thus supporting both DDR and the wider national recovery programme.

Defining DDR Target Groups

The character, size, composition and location of the target groups are some of the required information often absent in the legal framework, but which is critical to the development and implementation of a DDR programme. In consultation with the parties and other implementing partners on the ground, the assessment mission **should** develop a detail picture of:

- **WHO** will be disarmed, demobilized and reintegrated
- **WHAT** weapons are to be collected, destroyed and disposed
- **WHERE**, the geographical concentration of the target groups and the reintegration, resettlement or repatriation area of those disarmed and demobilized
- **WHEN** will (or can) disarmament, demobilization and reintegration take place, in what sequence for which target groups, including the priority of action for the different target groups

It is often difficult to get this information from the former warring parties. Therefore, the UN **should** develop other, independent sources such as; member states or local or regional agencies, in order to acquire information. Community-based organizations are a particularly useful source of information on armed groups.

Potential targets for disarmament include government forces, opposition forces, civil defence forces, irregular armed groups and armed individuals. These generally include:

- ✓ Male and Female Combatants, and those associated with the fighting groups, such as those performing (voluntarily or coerced) support roles or have been abducted
- ✓ Child (boys and girls) soldiers, and those associated with the fighting groups
- ✓ Foreign combatants
- ✓ Dependents of combatants

The end product of this section of the assessment of the armed groups should be a detail listing of the key features of the armed groups.

DDR Planning and Implementation Partners

The assessment mission **should** document the relative capacities of the various potential DDR partners (UN family, other international, regional, and national actors) in the mission area who can play a role in implementing (or supporting the implementation of) the DDR programme.

- **UN funds, agencies and programmes.** UN agencies **may be** capable of performing certain functions. This **must** be verified against available (and

future) resources in theatre.⁴ The assessment report **should** reflect this survey of the existing relative capacities for further discussion at headquarters level among UN agencies. UNDP **may** already be running a DDR programme in the mission area. This, along with support from other members of the DDR Inter Agency forum, **will** provide the basis for the **integrated DDR unit**, and expansion of the DDR operation into the peacekeeping mission, if required.

- **International and regional organizations.** Other international organizations, such as the World Bank, and other regional actors that **may be** engaged in DDR prior to the arrival of the peacekeeping mission. Their role **should** also be considered in the overall planning and implementation of the DDR programme

- **Non-governmental organizations.** The non-governmental organizations are typically the major implementing partners of specific DDR activities as part of the overall programme. These NGOs cut across a wide spectrum of expertise from child protection and gender issues to small arms; they tend to have a more intimate awareness of local culture, and are an integral partner in a DDR programme of a peacekeeping mission. The assessment mission **should** ascertain the major NGOs that can work with the UN and the government and involve them in the planning process at the earliest opportunity.

Support requirements

Following a review of the scope of the problem and an assessment of the relative capacities of other partners, the assessment mission **must** determine the DDR support (finance, staffing and logistics) requirements, both in the pre-mandate and establishment phases the peacekeeping mission.

Finance. Estimate the amount of money required for the overall DDR programme; what portions are required from the assessed budget and what is to come from voluntary contributions. In the pre-mandate period, examine the potential of quick impact projects (QIPs) as tool to stabilize ex-combatant groups or communities before the formal start of the DDR.

Finance and Budgeting processes are detailed at [IDDRS 03.41](#)

Staffing. Estimate the require civilian staff, civilian police and military requirements for the planning and implementation, and propose a deployment sequence for these staff. The establishment of the integrated DDR unit **will** include personnel representing

mission components directly related to DDR operations; military, police, logistics support, public information, etc. (Integrated DDR personnel and staffing issues are detailed at [IDDRS 03.42](#))

Estimate the material requirements for DDR, in particular weapons storage, destruction machines, disposal, as well as requirements for the demobilization phase of the operation, including transportation (air and land)

Mission and Programme Support Logistics matters are addressed at [IDDRS 03.43](#)

⁴ Please see for example the DPKO-UNHCR letter of agreement on DDR, which is Annex E. See also ECHA paper.

Structure and content of the Joint Assessment Report

Structure: The assessment mission report **should** be submitted in the following format: Section II on the approach of the UN; forms the input into the Secretary General's report to the Security Council.

- ✓ **Preface**
 - Maps
 - Introduction
 - Background
 - Summary of the report

- ✓ **Section I: Situation**
 - Armed groups
 - Political context
 - Socio-economic context
 - Security context
 - Legal context
 - Lessons Learnt from previous DDR operations in the region and country
 - Implications and Scenarios for DDR programme
 - Key guiding principles for DDR operations
 - Existing DDR programme in country

- ✓ **Section II: Approach of the United Nations**
 - DDR Strategy and priorities
 - Support for national processes and institutions
 - Approach to disarmament
 - Approach to demobilization
 - Approach to socioeconomic reintegration
 - Approach to children, women and disabled in the DDR programme
 - Approach to public information
 - Approach to weapons control regimes(internal and external)

 - Approach to funding of the DDR programme
 - Role of the international community

- ✓ **Section III: Support Requirements**
 - Budget
 - Staffing

- Logistics

✓ ***Suggested Annexes***

- Relevant Security Council Resolution triggering assessment mission
- Terms of Reference of the Multidisciplinary Assessment Mission
- List of Meetings Conducted
- Summary of Armed Groups
- Additional information on weapons flows in the region
- Information on existing disarmament and reintegration activities
- Lessons Learnt and Evaluations on Past Disarmament and Demobilization Programmes
- Proposed Budget, Staffing Structure, and logistics requirements