3.42 DDR Personnel and Staffing Capacities

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Summary

DDR is a complex process implemented in highly varied and security-sensitive contexts, requiring a broad palette of skills and competencies. The nature of DDR demands diverse capacities in DDR teams and in the staff of local counterparts and implementing partners. In this module, it is not feasible to outline all capacities that may be required in any given DDR context, but it is possible to indicate the core competencies of which DDR policymakers and practitioners should be aware when identifying the personnel and staffing required for any particular DDR process. The security, logistical and administrative capacities that may or may not be required during DDR are not addressed in this module. Depending on the context, these capacities might sit in the UN, in national institutions, with civil society organizations or with private companies.

1. Module scope and objectives

The aim of this module is to provide DDR policymakers and practitioners with an overview of the human capacities required to implement DDR processes.

The scope of the module covers all DDR measures – jointly constituting a process – presented in IDDRS 2.10 on The UN Approach to DDR: DDR programmes, DDR-related tools, and support to reintegration in all relevant contexts, including in UN mission and non-mission settings, as well as in contexts where preconditions for DDR programmes do not exist.

2. Terms, definitions and abbreviations

Annex A contains a list of the abbreviations used in this 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 words 'shall,' 'should,' 'may,' 'can' and 'must' are used to indicate the intended degree of compliance with the standards laid down. This use is consistent with the language used in the International Organization for Standardization (ISO) standards and guidelines:

- a. 'shall' is used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard;
- b. 'should' is used to indicate the preferred requirements, methods or specifications;
- c. 'may' is used to indicate a possible method or course of action;
- d. 'can' is used to indicate a possibility and capability;
- e. 'must' is used to indicate an external constraint or obligation.

Capacity-building means the process of developing and strengthening the skills, instincts, abilities, processes and resources that organizations and communities need to survive, adapt and thrive in a fast-changing world.

3. Introduction

The success of DDR depends to a great extent on the timely selection and appointment of qualified, experienced and appropriately trained personnel deployed in a coherent organizational set-up, with clear and definite roles and responsibilities. Skills and personnel requirements in DDR change over time because of the highly varied nature of DDR, the diverse implementation contexts and the varying operational timeframes.

There is no one-size-fits-all ideal team or organizational structure for DDR, but rather there are capacities required to support flexible implementation that complies with good practice. The human capacities required to operationalize DDR can vary considerably. There is no one-size-fits-all ideal team or organizational structure for DDR, but rather there are capacities required to support flexible implementation that complies with good practice.

The capacities outlined in this module should be considered iterative and not prescriptive, as aspects of the overall human capacity required for any DDR process will vary depending on many factors, including but not limited to the context, existing domestic dynamics and timeline for the intervention. Any DDR team must be flexible, avoid duplication, and anticipate and address deficiencies and short-term capacity gaps that may arise. Where capacities are met through staff appointments, such appointments shall comply with UN human resource policies that are consistent with broad principles provided by the General Assembly under the Charter of the United Nations.

4. Guiding principles

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

4.1 Unconditional release and protection of children

DDR planning shall prioritize the immediate release of children associated with armed forces and groups, irrespective of the status of peace negotiations and/or the development of DDR programmes and DDR-related tools. While child protection agencies have dedicated staffing to support the unconditional separation of children from armed groups and forces and their further support until the successful reunification with families and social reintegration, all stakeholders must identify staff with adequate expertise and resources to support the unconditional release of children and their hand-ing over to child protection agencies in line with their role in the DDR process.

4.2 Gender responsive and inclusive

Gender inclusiveness shall inform gender balance in team composition. This principle extends to staff teams, policies and procedures, including the Secretary-General's gender parity strategy.

4.3 Context specific

DDR shall be flexible and context specific in order to address national, regional and global realities. DDR should consider the nature of armed groups, conflict drivers, peace opportunities, gender dynamics, the presence of children associated with armed forces and groups, and community dynamics. All UN or UN-supported DDR interventions shall be designed to take local conditions and needs into account. The IDDRS provides DDR practitioners with comprehensive guidance and analytical tools for the planning and design of DDR rather than a standard formula that is applicable to every situation. By implication, staffing and personnel capacity shall be tailored not only to the particular DDR process intervention, but also to the specific context in which that process is being implemented. Where possible and relevant, the DDR staffing and personnel strategy shall complement building the capacity of domestic institutions, including those leading DDR and ensuring national ownership of DDR.

4.4 Accountability and transparency

In order to build confidence and ensure legitimacy, and to justify financial and technical support by international actors, DDR shall be predicated on the principles of accountability and transparency. DDR takes place in wider frameworks of recovery and reconstruction, and therefore DDR interventions must be flexible and adaptable. Principles of accountability and transparency shall apply to staffing, personnel and associated costs and be accounted for in assessments of financing and budgeting.

4.5 Nationally and locally owned

Staffing and personnel shall be viewed through the perspective of supporting national institutions with responsibility for DDR to lead the DDR process. Where relevant, this includes ensuring sufficient personnel and skills to build the capacity of domestic institutions with responsibility for DDR, supporting them to lead DDR, and, where needed, building the capacity of domestic implementing partners.

4.6 Well planned

Given that DDR is implemented in fragile security environments, both risks and operational security and safety protocols should be decided on before the planning and implementation of activities. These should include the security and safety needs of UN and partner agency personnel involved in DDR operations, DDR participants (who will have many different needs) and members of local communities. Security and other services must be provided either by UN military and/or UN Police or national police and security forces (see IDDRS 4.40 on UN Military Roles and Responsibilities and IDDRS 4.50 on UN Police Roles and Responsibilities). Security concerns shall be included in operational plans, and clear criteria, in line with the UN Programme Criticality Framework, shall be established for starting, delaying, suspending or cancelling activities and/or operations, should security risks be too high.

5. Personnel capacities for DDR

The following is an overview of the main capacities, abilities and skills required to plan and implement DDR processes. While not exhaustive, the list is intended to provide an overview to guide DDR practitioners and policymakers as they consider the kinds of skills and capacities that should be contained within their DDR teams.

While not intended to be an exhaustive list, these capacities may be sourced via UN rosters including DDR rosters and specialized entity rosters. Other development partners, including bilateral and multilateral donors as well as international non-governmental organizations, non-governmental organizations, think tanks, research institutions and academia, may provide access to skilled personnel. Finally, external consultants can provide expertise for most aspects of DDR.

5.1 Overarching/cross-cutting/basic capacities

Specialist or critical capacities that will be required during DDR processes and of which DDR policymakers and practitioners should be aware include:

- Conflict, social and economic research and analysis. The capacity to conduct rapid, insightful, up-to-date and locally attuned analysis is necessary throughout DDR interventions, as is the capacity to collaborate across DDR actors inside and outside the UN family to produce and validate this analysis (see IDDRS 3.11 on Integrated Assessments for DDR).
- Ability to leverage security sector reform (SSR). DDR teams should understand the interrelation of DDR and SSR, including how the success of one is often dependent upon the success of the other. DDR practitioners should understand the fundamental correlations between the two, including how ex-combatants are managed, and be capable of leveraging the gains of SSR to improve the outcomes of DDR (see IDDRS 6.10 on DDR and Security Sector Reform).
- Political acumen. DDR influences and is influenced by the political context in a wide range of ways (see IDDRS 2.20 on The Politics of DDR). DDR (and SSR) can rebalance the conflict environment and contribute to the transformation of conflict, but cannot create political consensus or create a suitable environment for political agreement. DDR teams must understand the relationship of DDR and politics but not assume DDR can create a path to political resolutions.
- Gender expertise. Gender identity is not confined to a binary (girl/woman, boy/ man), nor is it static; it exists along a continuum and can change over time. There is considerable diversity in how individuals and groups understand, experience and express gender through the roles they take on, the expectations placed on them, their relations with others and the complex ways that gender is institutionalized in society. Gender must be mainstreamed across DDR interventions, from plan-

ning to monitoring and evaluation. Integrating gender in DDR requires that DDR processes take account of the specific needs of girls, women, men and boys with respect to both biological/sex differences and sociocultural gender differences. All DDR processes should be carried out in a manner that promotes gender equality and should be grounded in a rights-based approach. Staff at all levels should be able and willing to challenge harmful sociocultural norms and stereotypes related to gender. Taboos related to sexuality and other aspects of human life may negatively impact on gender responsiveness and on certain aspects of DDR (see IDDRS 5.60 on HIV/AIDS and DDR) and so must be anticipated and dispelled. For gender, safeguarding and the capacity to recognize signs of abuse and ensure access to appropriate redress is a cross-cutting capacity necessary in UN DDR teams. DDR practitioners should be able to clearly distinguish between the practical and strategic needs of women, including as they participate in conflict and DDR (see IDDRS 5.10 on Women, Gender and DDR).

- Child protection expertise. Child-sensitive DDR processes require specialized expertise across all aspects of DDR (see IDDRS 5.20 on Children and DDR). DDR practitioners shall work closely with child protection actors to mainstream child protection and child safeguarding in the design, planning and implementation of DDR processes for children associated with armed forces and groups, and facilitate their access to specialized reintegration support to include (re)accessing education; alternative livelihoods; medical and mental health services, including reproductive health services and sexual violence recovery services; and other services that promote life skills and help children establish a meaningful role in society.
- Youth expertise. Youth include those falling into the legal categories of children (up to 18 years of age) and adults. From the planning and programming perspective, and with the understanding that all requirements specific to children are fulfilled in relation to those who fall under this category (see IDDRS 5.20 on Children and DDR), DDR practitioners should take into account the specific category of youth associated with armed forces and groups having particular needs (e.g., a complete education that starts in childhood and continues all the way to young and older adulthood). Specialized youth expertise is required across all aspects of DDR interventions (see IDDRS 5.30 on Youth and DDR).
- Health care expertise. Technical expertise on health care needs, including mental health, is required throughout DDR interventions and may be provided by domestic experts or via the contributions of international partners. Basic first aid capacity may also be required. For DDR practitioners, capacity is required to facilitate and/or lead cooperative decision-making between service providers and relevant stakeholders, including public-sector actors, in order to deliver health care. This involves managing the diverse health practitioners and implementing partners involved in delivering that care. It also includes coordinating expertise in domestic violence and sexual and gender-based violence (see IDDRS 5.70 on Health and DDR).
- Expertise on disability and chronic illness. Technical expertise on disability (including hidden disabilities) and persons with chronic illness (physical and psychological) is required throughout DDR interventions and should inform all aspects of DDR, from design to monitoring and evaluation. This includes coordi-

nating expertise in both physical and mental disabilities, and trauma in former members of armed forces and groups and in communities (see IDDRS 5.80 on Disability-Inclusive DDR and IDDRS 5.60 on HIV/AIDS and DDR).

- Public information (PI) and strategic communication (SC). PI and SC play a crucial support function in DDR interventions. PI and SC capacity is required from the design phase of DDR to the implementation of a wide range of activities and tools. PI and SC capacity should include understanding communication channels used in target communities; understanding the accessibility of communication channels, language, literacy and cultural factors; designing, managing and utilizing rigorous testing; and monitoring and evaluation. PI and SC capacity should complement expertise in community engagement (see IDDRS 4.60 on Public Information and Strategic Communication in Support of DDR).
- **Community engagement**. Community engagement is a strategic process and requires the capacity to directly involve local populations in all aspects of decision-making and implementation; strengthen local capacities, community structures and local ownership; and improve transparency, accountability and optimal resource allocations. It requires the capacity to manage partnerships with a broad range of local civil society actors as well as with intermediaries who work in the sphere of peacebuilding.
- Data management. The capacity to understand, collect and manage data, as well as coordinate data management processes and systems, is central to planning, implementing, monitoring and evaluating DDR processes. Also, it is an important aspect of institutional capacity-building targeting national institutions (see IDDRS 3.50 on Monitoring and Evaluation of DDR).
- Monitoring and evaluation (M&E). The capacity to conceptualize and integrate M&E throughout DDR from design to exit is critical. It includes the technical ability to design monitoring and evaluation frameworks and the capacity to manage and integrate M&E back into current and future interventions (see IDDRS 3.50 on Monitoring and Evaluation of DDR).
- Logistics planning and management. Logistics is the process of planning, implementing and controlling the efficient and cost-effective flow and storage of raw materials, goods, equipment and personnel from the point of origin until the completion of an activity, in accordance with the end user's requirements. The capacity to plan and manage logistics includes being able to consider logistical aspects throughout the various stages of the procurement process. It contributes to efficient procurement processes and reduces the risk of additional costs and delays that may ultimately hinder the success of DDR and have an impact on stabilization (see IDDRS 3.40 on Logistical Support for DDR).
- Programme/project management. DDR programme/project management denotes a complex set of skills required to shepherd a DDR process from start to finish. It involves a broad skills base, including the abilities to identify the steps for any type of DDR intervention, define clear goals, apply concepts and techniques to develop accurate project estimates and schedules, identify and assess the risks, make risk response/contingency plans, communicate effectively, set priorities, control expenses and report on results (see IDDRS 3.20 on DDR Programme Design).

- Budgeting. At a basic level, budgeting skills are required to create a plan or estimate of the expected financing needs, incomes, sources and expenditures associated with a given DDR process. Budgeting skills include the ability to prepare cash flow forecasts and asset purchases, as well as conduct a sensitivity analysis that clearly identifies areas where a small percentage change can have significant overall financial impact (see IDDRS 3.41 on DDR Budgeting and Financing).
- Mediation and dialogue expertise. Mediation is a third party-assisted/initiated and/or led communication between representatives of (conflict) parties so that they can directly talk to each other, discuss issues, reach agreement and make decisions together. Dialogue is an open-ended communication between (conflict) parties that is facilitated or moderated by a third party, and it contributes to fostering mutual recognition, understanding, empathy and trust. Capacity may be required to identify when, where, how and with whom to use these two approaches when working with conflict-affected communities and other actors.
- Capacity-building. Capacity development may include supporting line ministries and service providers of other institutions, such as vocational training and educational institutions, that deliver aspects of a particular intervention. Capacity-building involves beginning with an assessment based on the requirements of the intervention and proceeding to provide technical, institutional or other supports with the subsidiary impact of supporting the creation of sustainable capacity in social sectors and civil society, for example, in education providers. Skills required include commissioning and utilizing institutional assessments and designing, delivering and managing capacity-building interventions tailored to the recipient institution.

5.2 Preparing for DDR

DDR is preceded by a period of preparation, planning and design. It may involve a combination of activities that are analytical, strategic and political in nature. The level of expertise available in situ will vary depending on whether a special political mission, a peacekeeping operation or a UN country team is present and whether, within that entity, there are units or individuals with appropriate skills (which will depend on mandates or the country team setup). These may include staff with skills for mission planning, budgeting, recruitment, logistics and information technology, security and public information.

Typical capacities that may be needed in preparing for DDR and of which DDR policymakers and practitioners should be aware include:

Strategy and policy capacity. Pre-DDR may require input into national DDR strategy and capacity-building of national institutions to formulate a DDR strategy and/or policy. Aligning the design of DDR interventions with national domestic DDR strategy and policy is important, as is aligning DDR interventions with SSR at strategic, operational and institutional levels (see IDDRS 6.10 on DDR and Security Sector Reform). DDR takes place in complex environments, with new threats and circumstances. At a strategic level, it is important that there is capacity to understand and interface with other socioeconomic, political and security reforms

and actors, and to take these factors into consideration when designing and implementing DDR in the context of wider recovery and development frameworks.

- Analytical and assessments capacity. Analytical work carried out in preparation for DDR includes post-conflict needs assessments, gender analysis, mapping armed groups and conflict actors, socioeconomic mapping of areas likely to host reintegration activities, institutional capacity assessment, civil society assessment and security assessment (see IDDRS 3.11 on Integrated Assessments for DDR).
- Intervention preparation and institutional preparedness. Pre-DDR requires the capacity to design and plan, including from financial management and logistics perspectives, the DDR intervention that will be operationalized in any given context. This includes the capacity and expertise to plan for longer-term processes (such as reintegration) and the peacebuilding objective of DDR.

5.3. Disarmament

Disarmament as part of a DDR programme is the collection, documentation, control and disposal of arms, ammunition and explosives voluntarily handed over by combatants, persons associated with armed forces and groups, and sometimes the civilian population. Disarmament aims to reduce the number of illicit arms, ammunition and explosives in circulation and/or prevent their diversion to unauthorized users (see ID-DRS 4.10 on Disarmament). Disarmament may include or be separate from transitional weapons and ammunition management (WAM) (see IDDRS 4.11 on Transitional Weapons and Ammunition Management).

Typical capacities that may be needed in disarmament and of which DDR policymakers and practitioners should be aware include:

- Planning. Disarmament requires the ability to create and implement a DDR WAM plan. This includes being able to identify the legal framework for the plan, conducting an assessment to inform the plan, determining beneficiaries, developing operational procedures, creating a monitoring plan for WAM activities, and conducting public information and communications activities.
- Negotiation and mediation. Depending on the mandate, disarmament may require the ability to draft provisions of agreements and provide negotiation advice.
- **Analysis.** Disarmament requires the ability to conduct and utilize rapid mapping of armed groups and identification of entry points for programmatic engagement.
- **Technical and planning capacity.** Disarmament and transitional WAM are highly technical processes, both of which involve skills in logistics, collection, storage, destruction and security.
- Implementation. This may include a weapons survey, registering weapons and ammunition, marking DDR weapons, storing DDR weapons and ammunition, and disposing of DDR weapons and ammunition.
- Policy and institutional capacity-building. Assisting national Governments with WAM policy and institutional capacity may be necessary once the proper national institutional structures for management of weapons and ammunition as they relate to the chain of supply of State-owned munitions as well as small arms in private ownership are identified. National institutions will be required to co-

ordinate national policy, monitor implementation and report in relation to WAM in all areas, including physical security, stockpile management, and registration of ownership, and the UN may be mandated to assist in any of these areas. DDR practitioners need the ability to work at the polity and strategy levels in cooperation with Government, design and run capacity assessments (possibly including an assessment of the domestic legislative context), and deliver or source appropriate capacity-building activities.

5.4 Demobilization and reinsertion

Demobilization as part of a DDR programme is the separation of members of armed forces and groups from military command and control structures and their transition to civilian status. The first stage of demobilization includes the formal and controlled discharge of members of armed forces and groups in designated sites. The second stage of demobilization, called reinsertion, is transitional assistance offered for a period of up to one year and prior to reintegration support (see IDDRS 4.20 on Demobilization). Such transitional assistance for children may be provided while they are in an interim care centre.

Typical capacities that may be needed in demobilization and reinsertion and of which DDR policymakers and practitioners should be aware include a wide range of skills to design and implement the many steps during which members of armed forces and groups relinquish weapons and equipment, leave their units, exchange their uniforms for civilian clothes, undergo medical screening and administrative processing, indicate their desire for future education and training, identify reintegration pathways and opportunities, and receive information and new identification documents or discharge papers. Key capacities include:

- Management of demobilization sites. Irrespective of whether a semi-permanent or temporary demobilization site is used (see IDDRS 4.20 on Demobilization), the capacity to handle the day-to-day management of the site is essential. The provision of security in and around demobilization sites will typically be undertaken by the military, while matters related to law and order will be undertaken by the police (see IDDRS 4.40 on UN Military Roles and Responsibilities and IDDRS 4.50 on UN Police Roles and Responsibilities). In the context of site management, logistical capacities will be required. These include planning and delivery of services as well as lodging, catering, etc. Site management shall also have the capacity to assess and meet the specific needs of women, persons with disabilities, persons with chronic illnesses, and children associated with armed forces and groups.
- Screening, verification and registration. There are many technical steps in the DDR process, but the screening, verification and registration of members of armed forces and groups can have political, technical and logistical challenges. Appropriate structures, guidance and skills are required to carry out these early steps in DDR, including the identification and separation of children associated with armed forces and groups from adult combatants. During screening, criteria are applied to determine who is eligible for demobilization support and who is to be filtered out. Whether or not an individual meets these eligibility criteria should be

verified (see IDDRS 4.20 on Demobilization). It is important in this respect to ensure that there would be no impunity for those responsible for terrorist acts, abuses and violations of international human rights, and violations of humanitarian law. Once verified, eligible beneficiaries proceed to registration. At this stage, their data is captured and there may be official programme identification documents or cards that will serve to indicate eligibility for certain programme entitlements and benefits, including onwards referral including through information, counselling and referral systems (see IDDRS 4.20 on Demobilization).

- Knowledge of management information systems/information counselling and referral systems. A management information system (MIS) is the use of information technology to record, store and process data to produce information that decision-makers can use in their day-to-day decisions. An information, counselling and referral system (ICRS) is the use of information technology, including MIS, to record, store and process data as it relates to the profile and needs of DDR participants. The data can be mapped to available social, economic, medical or psychological services and opportunities. Demobilization is the phase where MIS should be integrated with the purpose of not just screening the demobilized but also delivering counselling and referral to a wide range of assistance and opportunities, from psychosocial to economic (see also IDDRS 5.60 on HIV/AIDS and DDR and IDDRS 5.70 on Health and DDR). DDR staff may be requested to deliver, install and train relevant national staff in the MIS and ICRS. MIS should be integrated with DDR M&E (see IDDRS 3.50 on Monitoring and Evaluation of DDR).
- Medical and psychological expertise. Technical expertise on health care needs, including non-medical/first aid expertise and mental health, is required throughout DDR interventions (including demobilization) and may be provided by domestic experts or via the contributions of international partners. For DDR practitioners, capacity is required to deliver cooperative decision-making for health action and manage diverse health practitioners and implementing partners. This includes coordinating expertise in domestic violence and sexual and gender-based violence (see IDDRS 5.10 on Women, Gender and DDR and IDDRS 5.70 on Health and DDR).
- Management of short-term education, training, and employment opportunities and/or cash transfers. Reinsertion allows for short-term interventions in these areas prior to reintegration. As with reintegration, economic expertise may be required for short-term interventions from design to evaluation and include the management and implementation of cash transfers, vouchers or in-kind support. Skills may include the ability to conduct and utilize institutional assessments/ service provider mapping, value chain development and economic opportunity mapping, including for public works programmes. Also, staff may need the ability to manage delivery of training and education to beneficiaries, including via partnerships with local service providers and educational institutions.

5.5 Reintegration

Reintegration as part of a DDR programme is often a complex and longer-term aspect of DDR, one where activities are implemented in highly complex social and economic contexts. Planning and implementing reintegration activities involves competency in economic aspects, social dynamics, transitional justice, political aspects, psychosocial support, clinical treatment and medical health support, as well as reconciliation, access to justice/transitional justice and participation in the political process (see IDDRS 4.30 on Reintegration).

Typical capacities that may be needed to support reintegration and of which DDR policymakers and practitioners should be aware include:

- Strategy, planning, management and coordination. Reintegration programmes can be complex. The capacity to strategize and plan should include identifying the relationships and integration with other recovery programming being implemented in country and, if possible, mainstream strategies and services. This is at the national, local and community levels. This expertise includes understanding the economic, social and political contexts of communities that will host reintegration activities and utilizing an assessment of domestic institutional capacity around all sectors impacted during reintegration.
- Social and political reintegration expertise. Social reintegration expertise is relevant for all stages of any social reintegration intervention, from design to evaluation. Social reintegration must be context specific and cognizant of social and cultural norms, as well as local and national social and political systems. Experts must be able to identify practical solutions to these challenges based on their understanding of local sociocultural norms and realities.
- Economic reintegration expertise. Economic reintegration expertise is relevant for all stages of any economic reintegration intervention, from design to evaluation. Economic reintegration expertise must include the capacity to conduct, manage and utilize integrated assessments such as market assessments, institutional assessments/service provider mapping, value chain development and reintegration opportunity mapping. This may also include the ability to manage delivery of training and education to DDR participants and beneficiaries, including via partnerships with local service providers and educational institutions.

Annex A: Abbreviations

- ICRS information, counselling and referral system
- M&E monitoring and evaluation
- MIS management information system
- PI public information
- SC strategic communication
- SSR security sector reform
- WAM weapons and ammunition management

NOTE

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

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