

# 4.30 Reintegration

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# 4.30 Reintegration

## Summary

The reintegration of ex-combatants and persons associated with armed forces and groups is a long-term process that takes place at the individual, family and community levels and has social, psychosocial, economic, political and security dimensions. In settings where DDR takes place, economies have often been affected by conflict, posing significant challenges to creating sustainable livelihoods for former combatants and other conflict-affected groups. Social and psychological issues linked to identity, trust, social networks, trauma, community acceptance, and reconciliation must be addressed to ensure violence prevention and lasting peace. In addition, empowering ex-combatants to take part in the political life and governance 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 into armed groups or engagement in criminal or gang activities. Reintegration support addresses these socio-economic challenges and builds resilience to re-recruitment and a return to violence, necessary to enhance security and to achieve lasting peace.

As an important part of sustaining peace, reintegration support is provided as part of a DDR programme, or in the absence of such programmes, complementing DDR-related tools (such as community violence reduction) or following security sector reform in mission and non-mission settings. When reintegration support is preceded by the disarmament and demobilization phases of a DDR programme, efforts should be made to ensure a smooth transition between reinsertion and reintegration. When supported during ongoing conflict before peace agreements are negotiated and signed, the aim is to facilitate the sustainable reintegration of those leaving armed forces and groups whether designated as terrorist organizations by the UN Security Council, or not, and/or to contribute to dynamics that prevent further recruitment and sustain peace. Community-based reintegration plays an important role in these contexts, supporting communities of return, restoring social relations and preventing and/or mitigating perceptions of inequitable access to resources.

In any case, reintegration support is provided through time-bound programmes that cannot match the breadth, depth or duration of the reintegration process, which is part of local, national and regional recovery and development. Therefore, careful analysis is required to design and implement the most strategic and pragmatic programme weighing the benefits and challenges of the different reintegration approaches (individually targeted or community assistance or their combination) and components (economic, social, psychosocial, political) with adequate sequencing and timing. Best practice demonstrates that reintegration support should consider both individual targeted support as well as community-based support. How much of each type of support

depends on the context. A strong monitoring system is needed to continuously track if the approach or mix of approaches taken, and the components and intensity selected are yielding the desired effect. In cases where the latter is not evidenced, adaptive management tools must be implemented to redirect course towards expected results in a timely manner. A well-planned exit strategy, with an emphasis on capacity building and ownership by national and local actors, who will be supporting the reintegration process for much longer than the externally supported programme is crucial from the beginning.

Planning for reintegration support should be based on a broad range of conflict- and gender- and age-sensitive assessments conducted with sufficient time to allow for careful programme design. One of the most important aspects in designing reintegration support programmes is to address the needs of ex-combatants and persons associated with armed forces and groups without turning them into a real or perceived privileged group within the community. The reintegration support should therefore be planned in such a manner as to avoid creating resentment and bitterness within wider communities or societies or putting a strain on a community's limited resources. While best practice has shown that every programme should include both individual and community components, the balance of these will depend on the context. Approaching reintegration support from a community-based perspective to more effectively implement programmes and prevent tensions from forming between ex-combatants and communities is key.

To factor such complex interplay, comprehensively planning for reintegration support should be participatory, transparent and inclusive; taking account of the gender dimensions, differences between rural and urban settings; the rights of victims of crimes, and be linked to wider stabilization, recovery and peacebuilding. Reintegration programmes using individual approaches shall have eligibility criteria that are transparent, easily understood, unambiguous and verifiable. A long-term public information and strategic communications strategy to keep communities and former members of armed forces and groups apprised of the programme shall also be implemented before reintegration support begins and throughout the reintegration programme.

Programmes should not only focus on economic support but also address social, psychosocial and political aspects of reintegration that strengthen individual and community resilience. At an individual level resilience refers to the ability to adapt, rebound and strengthen oneself in the face of adversity and risk. For DDR participants, and often for conflict-affected communities, it is the ability to overcome traumatic experiences, establish social networks, and avoid negative coping mechanisms (such as substance abuse), to regulate their nervous system, to adopt non-violent approaches to conflict resolution, and to resist re-recruitment or recruitment in criminal groups or gangs. At a community level, resilience can affect, and be affected by, economic, social, psychosocial, and political factors. Economically, DDR practitioners should recognize that providing vocational training alone will not help former members of armed forces and groups to gain employment unless these training programmes are linked to broader employment creation and/or support to entrepreneurship initiatives based on economic opportunity mapping, and complemented by social and psychosocial support. Socially, DDR practitioners should be aware that former members of armed forces and groups may experience stigmatization, psychosocial and physical health

issues that may affect their ability to successfully reintegrate and thrive in their community. To address these issues, reconciliation initiatives, psychosocial support, and the strengthening of social support networks should be considered. Politically, reintegration support may be used to encourage the involvement and participation of former members of armed forces and groups in decision and policy-making processes. While aiding former armed groups to transform into political parties is beyond the scope of a reintegration programme, DDR practitioners may provide individuals and communities with civic and voter education, and information on civil and political rights.

## 1. Module scope and objectives

The objective of this module is to provide DDR practitioners with guidance on reintegration support either as a component of a DDR programme or as part of a broader DDR process. The guidance on reintegration support is also applicable to ex-combatants and persons formerly associated with armed forces and groups during ongoing conflict, when downsizing of security forces occurs, and when appropriate, for persons formerly associated with armed groups designated as terrorist organizations by the United Nations Security Council, a regional body or a Member State (host State or donor) (see IDDRS 2.11 on The Legal Framework for UN DDR). The module provides specific programmatic guidance that complements IDDRS 2.40 on Reintegration as Part of Sustaining Peace. IDDRS 2.40 provides the overarching strategic guidance on reintegration as part of the UN Approach to DDR whereas IDDRS 4.30 provides programmatic guidance on reintegration as a component of a DDR programme or not. The guidance in this module is applicable to both mission and non-mission settings.

Given the complexity of reintegration processes and the need for context-specific programmes, the guidance offered in this module is less prescriptive than in other IDDRS modules. The module provides guidance on reintegration approaches: targeted individual reintegration support, community-based reintegration support, and combined approaches. Guidance for each of these approaches is explored in detail in this module. Following discussion of the approaches to reintegration support and guidance on programme planning and design, the possible components of a reintegration programme are outlined, from economic, social/psychosocial, and political. The module also identifies linkages between reintegration support and wider stabilization, recovery and peacebuilding frameworks, and the women, peace and security (WPS) agenda.

Reintegration support is at the center of the humanitarian-development-peace nexus and should be designed as a contribution to achieving the Sustainable Development Goals, in particular SDG 8 *Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all*, in reintegration settings, SDG 16 on *Peace, Justice and Strong Institutions* and SDG 16.1 *Significantly reduce all forms of violence and related death rates everywhere*. Reintegration support also has the potential to contribute to achieving other SDG targets including: 4.1 and 4.7 on education and promoting cultures of peace; 5.2 and 5.5 on preventing violence against women and girls and promoting women's leadership and participation; 8.7 and 8.8 related to children associated with armed forces and groups and improving work place safety; SDG 10.2 on political, social and economic inclusion; and, finally, SDG 11.1, 11.2 and 11.7 on housing, transport and safe public spaces.

## 2. Terms, definitions and abbreviations

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

In the IDDRS series, the words ‘shall’, ‘should’, ‘may’, ‘can’ and ‘must’ are used to indicate the intended degree of compliance with the standards laid down. This use is consistent with the language used in the International Organization for Standardization (ISO) standards and guidelines:

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

**Reintegration** is the process through which ex-combatants and persons formerly associated with armed forces and groups transition sustainably to live as civilian members of society in communities of their choice. Reintegration takes place at the individual, family and community levels and has social, psychosocial, economic, political, and security dimensions. Reintegration processes are part of local, national and regional recovery and development, with the international community playing a supporting role if requested. Where appropriate, dependants and host-community members may be provided with reintegration support.

**Reintegration support** is made up by time-bound actions undertaken by all those actors assisting ex-combatants and persons formerly associated with armed forces and groups in their reintegration process. Reintegration support may encompass the creation of sustainable livelihoods for former combatants and conflict-affected groups, social and psychosocial services to increase acceptance, trust and reconciliation and empowering ex-combatants to take part in political life of their communities and country. Reintegration support may be provided as part of a reintegration programme when the pre-conditions for a DDR programme are in place or when these pre-conditions are not in place as part of a DDR process for members of armed groups who are not signatories of a Comprehensive Peace Agreement (CPA). Reintegration support is often provided through programmes funded by national budgets and/or voluntary contributions for a minimum of three years. In some settings, depending on the UN configuration and funding modalities, reintegration support and reinsertion assistance may not necessarily be distinguished and, according to local contexts, can be combined into a broader reintegration programme.

A **reintegration programme** is designed to facilitate the ex-combatants and persons formerly associated with armed forces and groups’ transition to live sustainably as civilian members of society in communities of their choice. However, because programmes are time bound and funding is limited, a reintegration programme cannot match the breadth, depth or duration of the reintegration process, nor 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 coher-

ently links with broader stabilization and peacebuilding, paving the way for recovery and development. Developing such linkages, approaches and components with adequate and careful consideration for sequencing and timing is key. A strong monitoring system is needed to continuously track if the approach or mix of approaches taken and components selected and their intensity are yielding the desired effect. In cases where the latter is not evidenced, adaptive management tools must be implemented to redirect course towards expected results in a timely manner. A well-planned exit strategy, with an emphasis on capacity building and ownership by national and local actors who will be supporting the reintegration process for much longer than the externally assisted reintegration programme is therefore crucial from the beginning

### 3. Introduction

Reintegration support can play an important role in sustaining peace (see IDDRS 2.40 on Reintegration as Part of Sustaining Peace). Reintegration support as part of a DDR programme is often provided to large numbers of DDR participants and beneficiaries as part of the implementation of a CPA. However, even when no peace agreement has been negotiated or signed, reintegration support may still be provided as part of an integrated DDR process to those individuals who decide to leave armed forces and groups. Reintegration support may also complement broader security sector reform or DDR-related tools, such as community violence reduction (see IDDRS 2.30 on Community Violence Reduction and IDDRS 6.10 on DDR and Security Sector Reform).

The reintegration of ex-combatants and persons formerly associated with armed forces and groups, whether male, female or with other gender identities, is often regarded as the most complicated component of DDR. Time-bound reintegration programmes cannot match the breadth, depth or duration of the reintegration process nor the longer-term local, national, and regional recovery and development process. However, they can play an important role in sustaining peace and in mitigating potential security challenges in fragile contexts. Careful assessment of conflict and security challenges, including the drivers of conflict and resolution (or lack thereof), combined with a robust understanding of the specific needs, concerns and capacities of male, female and non-binary ex-combatants and associated groups is essential to prevent further marginalization of DDR participants, to prevent and mitigate their re-recruitment into armed groups or engagement in gang or criminal activities.

Former members of armed forces and groups may experience economic, social, psychosocial, and political challenges when returning to civilian life. Economic challenges are usually considerable, since economies may have collapsed after periods of violence and insecurity, posing significant challenges to the livelihoods of former members of armed forces and groups and other conflict-affected groups. Social and psychological issues of identity, trust, trauma, reconciliation and acceptance have been shown to be crucial for reintegration processes, especially when the use of violence has become normalized. In addition, the participation of ex-combatants and persons formerly associated with armed forces and groups in the political life of their communities and countries can be challenging for some, but can also produce a range of benefits, such as providing civilians with a voice to address any former or residual conflict-related grievances in a socially constructive, non-violent manner. Reintegration

support addresses these socio-economic challenges and builds resilience to re-recruitment and a return to violence, necessary to enhance security and to achieve lasting peace.

When tailored to address the particular needs of individuals, reintegration support can help former members of armed forces and groups to overcome these challenges and reduce the likelihood that they will return to their former group, join a new one, or enter a criminal organization. When reintegration support is expanded to whole communities and integrated into local and national development efforts, it can also help address the root causes of armed conflict and reduce the likelihood of first-time recruitment among civilian community members.

Strengthening resilience is one of the most important aspects of supporting reintegration in both ongoing and post-conflict contexts.

Strengthening resilience is one of the most important aspects of supporting reintegration in both ongoing and post-conflict contexts. Resilience refers to the ability to adapt, rebound and strengthen functioning in the face of violence, extreme adversity and risk. For ex-combatants and persons formerly associated with armed forces and

groups, it is related to the ability to withstand, resist and overcome the violence and potentially traumatic events experienced during armed conflict. Resilience also refers to the capacity to withstand the pressure to return to an armed life. The provision of reintegration support – such as psychological support and life skills, formal education and vocational training – can contribute to individual resilience. Community resilience can also be enhanced by reintegration support, such as when this support enhances the capacity of communities to absorb former members of armed forces and groups.

This module recognizes the unique complexities of each reintegration programme context, and therefore, rather than offer prescriptive guidance, it provides a framework of approaches, which can be used according to the context. These include: targeted individual reintegration support, community-based reintegration support, and combined approaches. Guidance for each of these approaches is explored in detail in this module.

## 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 reintegration.

### 4.1 Voluntary

Participation in a reintegration programme as part of a DDR process shall be voluntary (See IDDRS 2.10 UN Approach to DDR).



## 4.2 People-centred

### 4.2.1 Unconditional release and protection of children

Children who were recruited by armed groups may have experienced significant harm and have specific needs. Furthermore, children who joined or supported armed forces or groups may have done so under duress, coercion or manipulation.

Children shall be considered primarily as victims, regardless of the nature of the armed groups. In the case of children who have been associated with armed forces or groups, the focus should be on creating an enabling environment for their reintegration and on ensuring their meaningful participation throughout the reintegration programme, addressing the trauma they have endured, highlighting their self-worth and ability to contribute to society and peace, and countering the drivers that resulted in their association with armed groups in the first place.

In order to not create tensions or stigma, opportunities for reintegration support shall also be provided to other children in the area (i.e., those who did not join armed forces and groups). The following principles regarding reintegration support to children apply:

- Children shall be treated as children and, if they have been associated with armed forces or groups, as survivors of violations of their rights. They shall always be referred to as children.
- In any decision that affects children, the best interests of the child shall be a primary consideration. International legal standards pertaining to children shall be applied.
- States shall engage children's families to support rehabilitation and reintegration.

See IDDRS 5.30 on Children and DDR for additional information and definitions.

### 4.2.2 In accordance with standards and principles of humanitarian assistance

Reintegration support shall be planned, designed and implemented in close collaboration and complementarity with related humanitarian and developmental programmes. Effort shall also be made to ensure that serious violations of international law, including international human rights and humanitarian law, by ex-combatants and persons formerly associated with armed forces and groups are dealt with through appropriate national and international justice and accountability processes, as required (see IDDRS 2.11 on The Legal Framework for UN DDR and IDDRS 6.20 on DDR and Transitional Justice). Mechanisms shall be designed to ensure that if, during a reintegration programme, evidence emerges that a participant has committed serious violations of international law this shall be referred to the relevant authorities for further investigation to ensure full accountability. In addition, where relevant, community-based reintegration programmes shall explore opportunities to contribute to broader transitional justice and reconciliation processes and mechanisms, including by contributing to the recognition of the rights of victims, for example with respect to reparation.

### 4.3 Gender-responsive and inclusive

Non-discrimination and fair and equitable treatment of participants and beneficiaries are core principles of the UN's involvement in reintegration support. Differences exist among the people who benefit from reintegration support – which include, but are not limited to, sex, age, class, religion, gender identity, and physical, intellectual, psychosocial and social capacities – all of which require specific responses.

Reintegration programmes shall be planned, designed and implemented in a gender-sensitive manner, ensuring the meaningful participation of diverse population groups throughout the programme cycle. Gender-sensitive reintegration support includes planning based upon sex-disaggregated data so that programmes can identify the specific circumstances and motivations to join armed groups, as well as the needs, ambitions and potentials of women, men, boys, girls, and individuals with other gender identities. In cases where women have self-demobilized or been excluded from DDR programmes by commanders, efforts should be made to integrate them into the DDR process and provide them with access to reintegration support, if they so choose. Female-specific reintegration support may also be tailored to assist those women who may fear being identified as former members of an armed force or group due to the risk of stigmatization.

Reintegration programmes shall be planned, designed and implemented in a gender-sensitive manner, ensuring the meaningful participation of diverse population groups throughout the programme cycle.

Reintegration programmes shall be gender transformative, meaning the programme actively works to transform harmful, gender inequitable norms, into positive ones, and address power imbalances, at every stage of reintegration support. By transforming harmful, inequitable gender norms and values into positive ones, DDR practitioners can support countries and communities to increase gender

equality, deconstruct violent or harmful versions of masculinities, promote and elevate women's role as leaders in their communities, prevent sexual violence and gender-based violence, transform negative beliefs, and improve the sexual and reproductive rights and health (SRHR) of all (see IDDRS 4.60 on Public Information and Strategic Communication in Support of DDR). DDR programmes provide unique opportunities to support such work and they have a mandate to do so.

In order to implement gender-responsive and transformative reintegration programmes, UN and government DDR practitioners, implementing partners and other stakeholders may need to receive training in gender-sensitive approaches and good-practices, as well as other capacity development support. Public information and sensitization campaigns concerning reintegration support may also benefit from collaboration with women's and men's organizations to address gender-specific needs. Careful thought to deconstructing violent masculinities/male warrior roles and to depicting women, men, and persons of different gender identities and expressions as respected community members is one critical opportunity to integrate gender transformation (see IDDRS 4.60 on Public Information and Strategic Communications in Support of DDR). Thoughtful engagement and equal leadership opportunities in information, education and communication work also is a gender transformative approach. Monitoring and evaluation for reintegration programmes shall also include gender-related indicators.

Where possible, gender-responsive budgets and careful tracking of spending and resource allocation on gender issues in reintegration programmes should be considered. For further information, see IDDRS 5.10 on Women, Gender and DDR.

#### **4.4 Conflict sensitive**

A conflict-sensitive approach involves ensuring a sound understanding of the two-way interaction between activities and context, and acting to minimize the negative impacts and maximize the positive impacts of intervention on conflict, within an organization's given mandate. The first principle that is usually applied in a conflict-sensitive approach is do no harm; however, conflict sensitivity goes beyond this. To do no harm and to support local capacities for peace requires:

- An awareness of both the intended and unintended consequences of reintegration programming;
- Continuous analysis of the conflict context and the programme, examining how reintegration support interacts with the conflict;
- A willingness to adapt, create options and, if needed, redesign programmes to improve quality;
- Careful reflection on staff conduct and organizational policies, to ensure that the behaviour of individuals and organizations meets the highest standards of ethics and professionalism.

Conflict analysis and risk mitigation measures shall be applied as key components of a conflict sensitivity approach, as well as integrated into monitoring and evaluation processes.

#### **4.5 Flexible, accountable and transparent**

**4.5.1 Flexible, sustainable and transparent reintegration programmes and funding arrangements**  
Reintegration support shall be context-specific and designed in a way that allows flexibility, tailored to specific circumstance. Reintegration programmes are funded by national budgets and/or voluntary contributions from donors. As it may be challenging to mobilize voluntary contributions (see section 8.4.6), funding arrangements shall remain flexible.

##### **4.5.2 Accountability and transparency**

Reintegration programmes shall be based on the principles of accountability and transparency. Public information and communications strategies and policies shall therefore be drawn up and implemented as early as possible. Public information allows affected participants and beneficiary groups to receive accurate information on the principles and procedures of reintegration programmes. Relevant entities of the UN system shall also remain transparent vis-à-vis the Government and its institutions in regard to activities and plans in support of reintegration, particularly if not fully agreed upon in advance.

## **4.6 Nationally and locally owned**

The primary responsibility for the implementation of reintegration support or the implementation of reintegration programmes rests with the national authorities and their local institutions, with the UN playing a supporting role if requested. It is essential that DDR practitioners do not act as substitutes for national authorities in programme management and implementation. Instead, they shall ensure that reintegration programmes include provisions for the capacity building of national authorities in contexts where this is necessary.

## **4.7 Regionally supported**

In some contexts, there may be regional dimensions to reintegration support, such as cross-border flows of small arms and light weapons (SALW); trafficking in natural resources as a source of revenue; cross-border recruitment, including of children; and the repatriation and reintegration of foreign combatants in their countries of origin. The planning, design and implementation of a reintegration programme shall therefore consider the regional level in addition to the individual, community and national levels (see IDDRS 5.40 on Cross-Border Population Movements).

## **4.8 Integrated**

Reintegration programmes both influence and are affected by wider recovery, peacebuilding and state transformational processes. DDR practitioners engaged in supporting reintegration programmes shall therefore work to forge partnerships and to work collaboratively with line ministries, other programmes and stakeholders to achieve policy coherence, sectoral programme integration and UN inter-agency coordination. In addition, the use of technical working groups, donor forums and rapid response modalities shall be used to further integrate efforts in the area of reintegration support..

## **4.9 Well planned**

### **4.9.1 Safety and security**

In some cases, it may not be safe for former members of armed forces and groups and their dependants to return to their home communities. This may be the case, for example, if armed forces and groups are still active in certain areas. Ex-combatants and persons formerly associated with armed forces and groups may fear retaliation by active armed forces and groups against themselves and their families. This possibility shall be monitored through a security and risk assessment (see section 7.4.3), and those affected shall be informed of the risks and appropriate responses should be provided to address the identified risks.

### **4.9.2 Planning, assessment, design, and monitoring and evaluation**

Well-planned reintegration processes shall assess and respond to the specific needs of its female and male and non-binary participants and beneficiaries, who might be children, youth, adults, elders, persons with chronic illnesses and/or persons with disabilities. Planning shall be conducted jointly with national institutions and in close

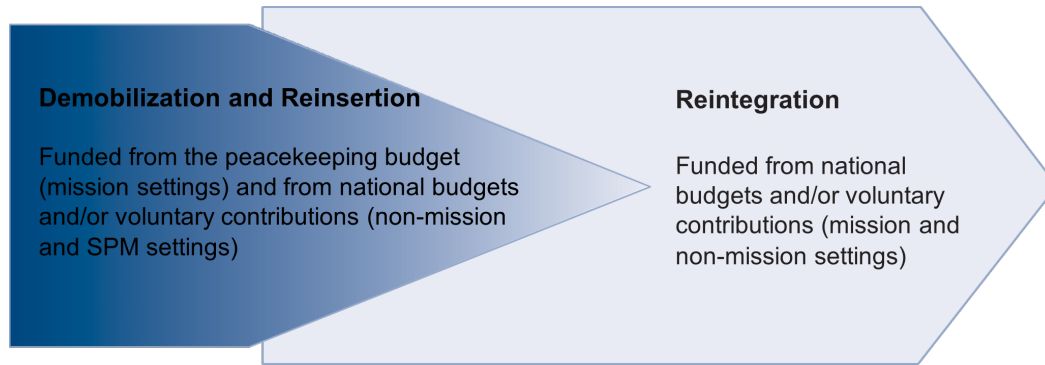
collaboration with related humanitarian and development programmes and initiatives implemented by the government and by national and international organizations. Representatives of ex-combatants and persons formerly associated with armed forces and groups shall also participate meaningfully in this stage to ensure that their needs, concerns and capacities are taken into account. The monitoring and evaluation of a reintegration processes shall not be a one-off effort conducted in an institutional silo, but shall form part of joint assessments and planning. For more information, see section 8.4.5 and IDDRS 3.50 on Monitoring and Evaluation..

## 5. Transitioning from reinsertion to reintegration

When a DDR programme is in place, reintegration support typically follows short-term reinsertion assistance that is provided as part of demobilization (see IDDRS 4.20 on Demobilization). Reinsertion assistance is not intended to act as a substitute for reintegration support, as it is designed to provide former members of armed forces and groups, whether male, female or with other identities with transitional assistance to meet their immediate needs for a period of up to one year. There are many different ways in which reinsertion assistance can be provided, including cash-based transfers, vouchers, in-kind support, public works programmes, vocational training and/or income generating activities. Community Violence Reduction (CVR) may also be used as stop-gap reinsertion assistance at the community level, while reintegration support is still at the planning and/or resource mobilization stage (see IDDRS 2.30 on Community Violence Reduction). Those planning the reintegration component of a DDR programme shall work in tandem with those planning the disarmament and demobilization phases to ensure a smooth transition. For example, it shall be ensured that the reintegration programme has sufficient resources and capacity to absorb the groups to be demobilized for a minimum of 3 years. DDR practitioners should also carefully consider the transition from reinsertion to reintegration support, especially when moving from targeted individual assistance to community-based programming (see section 6). One possible approach is to gradually reduce individual assistance over time, while community-based support is gradually introduced.

If reinsertion assistance is well designed, funded and implemented, it can demonstrate immediate peace dividends to communities and create conditions more conducive to reintegration programming. However, if reinsertion assistance is poorly designed, funded and implemented, it may negatively affect longer-term reintegration prospects. In mission settings with a DDR programme, peacekeeping budgets will cover up to one year of reinsertion assistance. In contrast, reintegration support will be provided through national budgets and/or voluntary contributions from donors. In these contexts, to the extent possible, reinsertion and reintegration support should be jointly planned to maximize efficiency and impact. In non-mission and special political mission (SPM) settings, reinsertion assistance and reintegration support are not necessarily distinguished because they are funded through national budgets and voluntary contributions to national programmes and UN agencies, programmes and funds' initiatives. They should therefore be planned and implemented as a single and continuous programme.

**FIGURE 1: TRANSITION FROM REINSERTION TO REINTEGRATION**



When a DDR programme is not in place, reintegration support may still be provided as part of a DDR process, either as stand-alone assistance or in combination with CVR and other DDR-related tools (see IDDRS 2.40 on Reintegration as Part of Sustaining Peace). In mission settings, CVR will be funded through the allocation of assessed contributions while reintegration support is funded through national budgets and voluntary contributions. DDR practitioners should therefore ensure that planning for both is linked. In non-mission settings, funding for both CVR and reintegration support will depend on the allocation of national budgets and/or voluntary contributions from donors. Therefore, in instances where CVR and support to community-based reintegration are both envisaged, they should, from the outset, be planned and implemented as a single and continuous programme. Where appropriate, early elements of reintegration support can be part of CVR programming.

## 6. Approaches to supporting reintegration

DDR practitioners shall employ a comprehensive approach to support the reintegration of ex-combatants and persons formerly associated with armed forces and groups, including: (1) targeted individual reintegration support, (2) community-based reintegration support, and (3) combined approaches.

Support should always include both individual and community perspectives, however, the combination of these approaches depends on the context, including the political dynamics and institutional capacity on the ground.

These approaches are not mutually exclusive. Rather, they can be used together, with appropriate timing and sequencing, in order to assist the reintegration process most effectively in a particular context. Support should always include both individual and community perspectives, however, the combination of these approaches

depends on the context, including the political dynamics and institutional capacity on the ground.

Reintegration support is likely to require a different approach in each situation, responding to specific needs and circumstances. Based on relevant data, and thorough analysis, DDR practitioners should support national partners and stakeholders to come to a consensus on what may be the most appropriate approach(es).

## 6.1 Targeted individual reintegration support

Targeted individual reintegration support provides individuals with concrete assistance based on clear and verifiable eligibility criteria. Economic support is geared towards enhancing the employability of ex-combatants and persons formerly associated with armed forces and groups and their access to productive assets and opportunities. It may, for example, include cash assistance in the form of grants or loans, technical advice, or training and mentoring. Advice and follow-up usually aim to keep each individual focused on their plan and help him/her adapt to the changing environment.

In addition, the assistance should include activities and means aiming to facilitate an individual's social reintegration, such as access to life or core work skills training and psychosocial assistance. Social and psychosocial reintegration support recognizes that individuals have undergone a conditioning or socialization to the use of violence, experienced and/or witnessed traumatic events, including sexual violence, that have led to nervous system dysregulation, often experienced shifts in gender roles and identities (including violent or militarized masculinities and femininities), and may use/abuse substances to cope with these experiences or their adjustment to civilian life. Reintegration support that is individually targeted may be provided as a continuation of individually targeted reinsertion assistance or may follow and build upon this support. Targeted individual reintegration support should ideally be needs-based to address specific issues related to literacy, disability, chronic illness, sexual violence recovery, discrimination, protection and/or psychosocial issues including those related to trauma. In this sense, targeted reintegration support is preferably provided based on the assessment of individual needs rather than the simple status as ex-combatant. It is important to note that some of these needs are not merely needs from a humanitarian perspective, but their fulfilment also helps individuals to more fully participate in society, engage in reconciliation processes, and take an active role in peacebuilding.

Best practice demonstrates that reintegration support should include both individual targeted support as well as community-based support.

### 6.1.1 Considerations for targeted reintegration support

Best practice demonstrates that reintegration support should include both individual targeted support as well as community-based support. How much of each type of support depends on the context. Armed groups may make individual reintegration support to their members a condition for agreeing to a peace process. If the provision of individual support has been included in a peace agreement, this should be adhered to, but should be complemented by community-based support as soon as possible.

Targeted individual reintegration support is resource intensive and often faces significant operational challenges, which may impede its effective implementation. The effectiveness of individual targeting is conditional upon the existence of minimum security conditions, to be determined on a case by case basis, proper assessment and treatment of individual needs, and the existence of institutional capacities to deliver individual assistance and monitor status. In the absence of such conditions and capacities, targeted reintegration support risks providing generic support since assistance is based on the status of former combatants instead of a careful treatment of individual needs.

It is therefore useful to identify the possible benefits and challenges of individually targeting (part of) reintegration support. Considering these pros and cons can ensure an informed decision-making process can take place which responds to the specific reintegration programme context.

Benefits of individual targeted support to former members of armed forces and groups are:

- Offsetting the risks that individuals are or could become threats to the security of their community: If the needs of ex-combatants are not addressed in a timely manner, for example through individual case management and continuous accompaniment, these individuals may become a threat to the security of their communities or society as a whole.
- Individually targeted support can enable the identification of the specific needs of ex-combatants and persons formerly associated, in a gender, age and disability sensitive manner.
- Individual targeting allows analysing individual aspects which impact the reintegration process, such as motivations to join the armed group, perception of security, levels of education, social environment, psychosocial profile, socio-economic opportunities in areas of return and others, which are critical for the delivery of effective reintegration support.
- Individual targeted support can enable monitoring the impact of the reintegration through assessing personal needs on a regular basis; this can be achieved through case management where weekly/monthly contacts with the individuals receiving assistance take place or through interviews with community members, local leaders and relevant entities.
- Individual targeted support provides a clear measure for success, namely how many of the supported individuals returned to violence or reintegrated successfully in their families and communities.

Challenges of a targeted individual support to former members of armed forces and groups are:

- Targeted individual assistance has the potential to encourage individuals to join armed forces and groups and commanders to allow their units to increase in size so that more members can benefit. This however may be addressed, for example, by adopting clear and unambiguous eligibility criteria, with clear cut-off dates and capping the number of individuals who are eligible for support (see section 6.1 in IDDRS 4.20 on Demobilization).
- Targeted individual assistance, especially where it is not accompanied with assistance to other conflict-affected groups, in contexts where there is no parallel community support, may contribute to feelings of resentment among community members and the broader population, seeing that ex-combatants receive support whereas victims and affected communities are left without assistance and/or reparation. Providing targeted economic support to ex-combatants may not always be the most effective way of dealing with the potential threat that former members of armed forces and groups may pose to the security of communities.



- Targeted economic assistance involves a higher risk that resources provided to support reintegration will be ‘taxed’ by the leadership of (former) armed forces and groups, similar risk applies to community-based reintegration in areas controlled by armed groups.
- In some circumstances, it is not practical or even possible for former members of armed forces and groups to be identified and verified, since their specific status is not always clear or undisputed. In other situations, ex-combatants and persons formerly associated with armed forces and groups may have spontaneously returned to their communities of origin or choice, making any official regrouping for verification counter-productive or dangerous. For e.g. former part-time combatants or those who played supporting roles in armed forces and groups, ex-female combatants and/or women formerly associated who more often return to communities without joining programmes to avoid more discrimination and stigmatization and those with disabilities and/or deemed unfit for combat after injury who may be left behind.
- There may be a risk of stigmatization or reprisal where former members of armed forces and groups are clearly identifiable as a result of the assistance. This is likely to apply to female combatants. Female ex-combatants and women formerly associated with armed forces and groups are often excluded by commanders and miss out on targeted individual reintegration support.

In cases where targeted individual assistance reaches the family unit via a male ex-combatant, the utilization of the assistance may not always be in the best interests of the family unit as a whole.

While there are benefits and challenges to using individual targeting, the biggest reason for using it is that it can effectively respond to the specific needs of DDR participants and when combined with community-based reintegration support it can provide a comprehensive approach to reintegration that supports the individual, family and community.

### 6.1.2 Cash in support of reintegration

Cash-based transfers include cash; digital transfers, such as payments made to mobile phones (“mobile money transfers”); and value vouchers. Value vouchers – also known as gift cards or stamps – provide access to commodities for a given monetary amount and can often be used in predetermined locations, including selected shops. Public works programmes, or cash-for-work projects in agricultural and natural resource sectors in rural areas, also create temporary opportunities for former members of armed forces and groups to receive cash as part of a reinsertion package.

When targeted individual support is to be included in a reintegration programme, cash-based transfers should be considered, as should synergies with cash-based transfers provided as part of transitional reinsertion assistance. For more detail on the pros and cons of cash-based transfers, refer to IDDRS 4.20 on Demobilization, section 7.

Within an organized crime–conflict context, DDR processes may also present the risk of reinforcing extortion schemes through the payment of cash/stipends to DDR participants as part of reinsertion assistance. Practitioners should consider the distribution of payments through the issuance of pre-paid cards, vouchers or digital transfers where possible, to reduce the risk that participants will be extorted by those engaged in criminal activities, including armed forces and groups (see Module 6.40 DDR and Organized Crime).

## 6.2 Community-based reintegration support

Community-based reintegration (CBR) is an approach that empowers people within communities to identify, plan and implement programmes with support from governments and DDR practitioners. In contexts of ongoing conflict, limited institutional capacity and lack of resources, the implementation of CBR projects may be favoured in order to build community resilience and increase its capacity to absorb former combatants. Furthermore, where individual targeted support is provided, CBR activities should be implemented as a valuable addition, selecting communities which are hot spots, those which see large numbers of DDR participants returning, including formally demobilized or self-demobilized combatants, or where there is potential of recruitment of community members, among the self-demobilized individuals.

CBR takes place at the community level and is community-owned, includes full community participation in decision-making processes, and focuses on the community as a whole rather than only pre-defined groups, which allows for a conflict-sensitive and inclusive approach to project identification. Within this approach, ex-combatants and persons formerly associated with armed forces and groups do not receive targeted

individual support, but benefit from the same support provided to other members of the community.

By empowering communities to take action and fulfil certain roles, this approach may allow delivering certain activities which would otherwise require the deployment of professional and experts external to the community. For instance,

depending on local capacities, local peace and development committees and civil society organizations can engage with former combatants, persons formerly associated with armed forces and groups and their dependents and support their reintegration.

CBR supports the capacity of the community to 'absorb' ex-combatants and persons formerly associated with armed forces and groups, whilst also attending to the needs of the overall community. Community members should define their own needs as part of a transparent, participatory process. CBR can, for example, include support to the rehabilitation of shared community goods, such as wells, classrooms, markets, bridges, health facilities, irrigation channels or other public infrastructure. It may also include psychosocial support and referral systems, employment centres, social skill building, conflict resolution mechanisms, or community associations that focus on engagement in civic life and civic responsibilities including voting.

While an advantage of CBR is that assistance is provided to ex-combatants and persons formerly associated with armed forces and groups as members of the community, a disadvantage is that CBR may not directly address their specific ex-combatants' needs. When their specific needs are not addressed it can lead to resentment, disenfranchisement, and lead to re-recruitment and compromise sustainable peace. In addition, while CBR enables prioritization, the selection of the most relevant areas and communities for support may exclude and marginalize others, which in turn may also cause inter-communal resentment and fuel tensions, unintentionally cause harm and jeopardizing local peace. Strong conflict and security analysis is key to mitigate this risk.

In contexts of ongoing conflict, limited institutional capacity and lack of resources, the implementation of CBR projects may be favoured in order to build community resilience and increase its capacity to absorb former combatants.

When considering a community-based reintegration approach, it is essential that DDR practitioners understand what other recovery and peacebuilding programmes may be addressing, including in the areas of reconciliation and transitional justice, including reparations, and natural resource management. Through meaningful community engagement, reintegration programmes will be better able to identify opportunities for ex-combatants, to address the harms and grievances affecting ex-combatants and victims, pinpoint potential stressors, identify priorities for victim and community recovery projects, and fully consider relevant transitional justice issues affecting victims and former members of armed forces and groups. 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. See 9.2.1 on Reconciliation in this module, and IDDRS Module 6.20 on DDR and Transitional Justice, and IDDRS Module 6.30 on DDR and Natural Resource Management.

### 6.2.1 Area-based interventions

CBR support should be focused on specific communities or geographical areas that are likely to receive large numbers of ex-combatants and persons formerly associated with armed forces and groups. Area-based interventions should aim to use locally-based resources and to work closely with local businesses, civil society, local business development service providers and local investors. The networks and economic flows that affect (or could affect) the defined territory shall be considered.

In conflict contexts, natural resource management is typically already a part of existing livelihoods and employment opportunities, in both formal and informal sectors. In area-based interventions there is a particularly unique opportunity to help improve sustainability and resiliency in these key livelihoods sectors including through partnership with both public and private businesses (see IDDRS Module 6.30 on DDR and Natural Resource Management).

### 6.2.2 Role of local peace and development committees

Local peace and development committees (LPDCs) can play a pivotal role in CBR. These are structures at the level of a district, municipality, town or village, which aim to encourage and facilitate joint, inclusive decision-making on peace and development processes within the specific context. When LPDCs are composed of all key stakeholders of the community – relevant official and/or traditional authorities, civil society representatives such as victims', religious and women's organizations representatives, and the private sector – they increase legitimacy in the decision-making around community-based projects. However, oftentimes LPDC's do not include stakeholders of all members of the community, are not gender inclusive and, frequently, marginalized segments of society, including victims, women, ethnic and religious minorities, and male, female, and non-binary ex-combatants or persons formerly associated with armed forces and groups, are not represented.

Therefore, DDR practitioners may need to work actively with LPDCs and community leaders to ensure projects defined by them have inclusive practices, which truly represent the needs of the community. UN-supported programmes also have a 20% minimum of support, which must be directed towards the specific needs of women and girls.

Such committees or similar structures – if existing – should play a fundamental role during the consultation, planning and implementation of CBR approaches. For example, they should be empowered to identify the infrastructure that needs to be rehabilitated, or services that need to be offered or improved at the community level, as well as assist in the prioritization and/or selection of those groups (ex-combatants and persons formerly associated with armed forces and groups, displaced persons, female heads of households, persons with disabilities, youth at risk, etc.) to be employed in these projects and services.

### **6.3 Combined approaches**

Elements of CBR and individual targeting can be combined into one reintegration programme, using the approaches listed below. Every program should have a combination of individual and CBR approaches, however, the balance between those will be different depending on the context.

#### **6.3.1 Dual targeting**

Providing reintegration support that simultaneously targets individual former members of armed forces and groups and members of their communities is known as dual targeting. An example is when a % of reintegration support is destined towards male, female and non-binary ex-combatants and persons formerly associated with armed forces and groups, the remaining % is destined towards conflict-affected community members. Proportions may vary according to the context. Experience has shown that targeting community members who have a similar profile to former members of armed forces and groups (such as unemployed youth), can have particularly positive results. Specific efforts should be made to include women and victims. As this approach involves targeting, the benefits and challenges listed above (in section 6.1.1) shall be assessed and considered during planning.

#### **6.3.2 Community-focused actions co-led by former members of armed forces and groups**

Through consultation and dialogue with community and civil society leaders, former members of armed forces and groups, whether male, female or with other gender identities, can identify, lead and implement activities which are best suited to the community and to their own skill sets. Such activities can provide ex-combatants and persons formerly associated with armed forces and groups with a sense of ownership over the reintegration achievements that take place at the community level. These activities can also help to build rapport between former members of armed forces and groups and community members.

#### **6.3.3 Focus on mid-level commanders**

In order to prevent mid-level commanders from becoming spoilers, reintegration programmes may have to devise assistance strategies that differ from those provided to the rank-and-file members of armed forces and groups. Such assistance strategies (sometimes known as “commander incentive programmes”) must be informed by an assessment of the particular needs and interests of mid-level commanders, as well as by an in-depth understanding of the drivers that may lead them to in fact become spoilers. Strategies may include preparation for nominations/vetting for public appointments, redundancy payments based on years of services, and guidance on investment options, expanding a family business and creating employment.

#### 6.4. Information, Counselling and Referral System

Regardless of the balance of approaches utilized, an effective way to address the specific needs of individuals is the establishment of an Information, Counselling and Referral System (ICRS). An ICRS can store data not only on the reintegration intentions of ex-combatants and persons formerly associated with armed forces and groups, but on the available services and reintegration opportunities identified during the economic and labour market opportunity mapping, services mapping and capacity assessment outlined below (see sections 7.1.2 and 7.1.3). It can equally therefore serve community members when using community-based approaches or dual targeting.

ICRS caseworkers should be trained in basic counselling techniques and refer those participating in the reintegration programme to services/opportunities including peacebuilding and recovery programmes, governmental services, potential employers and community-based support structures. Counselling involves the identification of individual needs and capabilities, and may lead to a wide variety of referrals, ranging from job placement to psychosocial assistance to voluntary testing for HIV/AIDS (see IDDRS 5.60 on HIV/AIDS and DDR). An ICRS may also be used to compile data on the recipients of reintegration support that is then used for monitoring and evaluation. Particularly when no entitlement-based economic assistance is being provided as part of a reintegration programme, an ICRS can play a crucial role. For further information on case management and an ICRS, see section 6.8 in IDDRS 4.20 on Demobilization.

### 7. Analysis and assessments for reintegration programming

Reintegration support should be based on a broad set of reliable conflict- and gender-sensitive assessments. These assessments should be conducted 9 – 12 months before the disarmament and demobilization phases of a DDR programme in order to allow adequate time for programme planning and design. The information should be revised and updated following the profiling of individuals during the demobilization phase, based on new data concerning areas of return, ages/gender, level of education and skills. The individual profiling should be contrasted with socio-economic assessment, serving as the basis for the design of projects based on individual needs and expectations as well as market dynamics and economic opportunities in the communities of return. These same assessments should also be conducted as early as possible when reintegration support is expected to follow DDR-related tools (such as CVR) or be provided as stand-alone support.

All assessments shall be disaggregated by sex and age, and include data on specific sub-groups such as foreign combatants, persons with chronic illnesses and persons with disabilities. Assessments should also be regularly updated and, where possible, conducted jointly with other relevant stakeholders. At a minimum, assessments should answer the basic list of key reintegration planning questions outlined in Box 1 below.

The questions in Box 1 below should be comprehensively answered and constantly reappraised during the planning and implementation of reintegration programming as this will help to enhance the programme's strategy and resource allocation. Those involved in the negotiation, planning and design of reintegration programmes shall also

be aware of existing policies, strategies and frameworks on reintegration and recovery to ensure adequate coordination. Opportunities to link reintegration programming to wider programming shall be carefully assessed. Partnerships with institutions and agencies leading related programming should be sought to ensure the most effective use of resources, ensure complementarity and to avoid duplication.

### BOX 1: KEY REINTEGRATION PLANNING QUESTIONS

When choosing which type of demobilization site is most appropriate, DDR practitioners shall consider:

- What reintegration approach or mix of approaches will be most suitable for the context in question? Individually targeted reintegration or community-based? Will dual targeting be recommended? Ex-combatant-led economic activity that also benefits the community?
- What role will the community play in reintegration? What are the community's perceptions, expectations and needs in the process? How will these be managed and supported?
- What kind of geographical coverage will the reintegration programme have? Will the focus be on rural or urban reintegration support or a combination of both?
- Which type of reintegration support should be offered (i.e., economic, social, psychosocial and/or political) and at which level of intensity?
- Which sectors of the local and/or national economy offer a potential of growth i.e., jobs creation?
- What strategy will be deployed to match supply and demand (e.g., employability/employment creation; psychosocial need such as trauma/psychosocial counseling services etc.)
- What are the most appropriate structures through which to provide reintegration support? Dedicated structures such as an information, counselling and referral service? Existing state structures? Other implementing partners?
- What are the capacities of these potential implementing partners?
- How can resources be maximized through partnerships and linkages with other existing programmes?

The information collected during the disarmament and demobilization phases, in particular profiling, will inform reintegration programming. In a similar manner, many of the assessments conducted to inform the design of reinsertion assistance and CVR programmes (if applicable) will be relevant to programming for reintegration support and should be consulted, such as:

- a conflict and security analysis;
- economic opportunity mapping, including labour market analysis (including private sector analysis) and review of the local economy's capacity to absorb cash inflation (if cash-based transfers are being considered);
- gender analysis;
- feasibility studies; and
- assessments of the capacity of potential implementing partners.

For further information on these assessments, see IDDRS 2.30 on Community Violence Reduction, IDDRS 3.11 on Integrated Assessments and IDDRS 4.20 on Demobilization.

## **7.1 Mainstreaming gender into analysis and assessments**

The planning and design of reintegration processes shall be based on the collection of data disaggregated by sex and shall ensure the inclusive and meaningful participation of diverse stakeholders. The gathering of gender-sensitive data will elucidate the unique and varying needs, capacities, interests, priorities, power relations and roles of women, men, boys, girls and non-binary individuals. The overall objective of integrating gender into analysis is to build efficiency and equity into reintegration programmes. By taking a more gender-sensitive approach from the start, these programmes can make more informed decisions and take action to ensure that women, men, boys, girls and non-binary individuals equally benefit from reintegration opportunities.

In both conflict-affected and peaceful environments, violent masculinities and femininities are shaped by socially constructed and perpetuated norms related to the use of violence. Understanding the motives for violence, social influences, and socialization into the use of violence is necessary so that reintegration programmes can be designed to identify and break the patterns that increase the likelihood of falling victim to and/or perpetrating violence. When planning for reintegration support, DDR practitioners should consider how gender roles may be renegotiated and how different population groups may participate equally in all programming. DDR practitioners should also identify entry points for improving the overall gender-responsiveness of reintegration programming, thereby improving resilience and helping to prevent the resumption of violence. For more information on gender-sensitive programming, see IDDRS 5.10 on Women, Gender and DDR.

## **7.2 Conflict and security analysis**

The nature of the conflict influences the objectives and expected results of DDR, including the type of reintegration support that is required. Conflict and security analysis shall be conducted in order to clarify the nature and drivers of the conflict, how it was resolved (if resolved at all), and to identify any potential social, economic or political challenges related to reintegration. An early conflict and security analysis, which includes information on available dispute mechanisms, will assist DDR practitioners to identify the impact, availability and effectiveness of land and property dispute mechanisms. This analysis can also provide critical information on the structure of armed groups, how former members of armed forces and groups are perceived by their communities (i.e., as heroes who defended their communities or as perpetrators of violent acts and human rights violations/abuses), and what expectations former members of armed forces and groups may have. Table 1 provides a list of questions that, at a minimum, should be considered as part of a conflict and security analysis. DDR practitioners may also consult the United Nations Development Group Conflict and Development Analysis Tool, which provides an agency-neutral approach to conflict analysis as an integral part of the UN Sustainable Development Cooperation Framework (formerly the UN Development Assistance Framework)<sup>1</sup>.

**TABLE 1: CONFLICT AND SECURITY ANALYSIS – POSSIBLE QUESTIONS**

<p><b>ROOT CAUSES</b></p>	<ul style="list-style-type: none"> <li>■ What are the root causes of the conflict (political, social, economic, environmental etc.?) What role did inequality and marginalization play in the conflict? What role did natural resources have? Have they been resolved or do they still exist?</li> <li>■ Was/Is the conflict between well organized and clearly defined warring parties? Or, was/is the conflict made up of many different groups with shifting alliances?</li> </ul>
<p><b>NATURE OF WAR AND PEACE</b></p>	<ul style="list-style-type: none"> <li>■ Is there a (national/local-level) peace agreement? What is the nature of this agreement(s)? Are all parties to the conflict included?</li> <li>■ Has one of the parties won?</li> <li>■ Was/Is the conflict a war of liberation?</li> <li>■ What types of serious human rights violations and abuses were committed during the war and who is considered responsible for them? What has the impact of such human rights violations been on the community?</li> <li>■ Will cross-border and multi-country reintegration support possibly be required?</li> <li>■ If there is only partial peace, how is this likely to affect reintegration support?</li> <li>■ How did the armed groups finance their activities and gain access to resources? Do the armed forces and groups have links to organized crime?</li> </ul>
<p><b>PROFILE OF COMBATANTS AND PERSONS ASSOCIATED WITH ARMED FORCES AND GROUPS</b></p>	<ul style="list-style-type: none"> <li>■ What was/is the structure of the armed group (number of mid- and high-level commanders, number of rank and file soldiers)? How did the group form? What type of training do members receive?</li> <li>■ Were/Are combatants official military personnel?</li> <li>■ Were/Are combatants part-time or full-time?</li> <li>■ Are there any foreign combatants or mercenaries in the armed forces or groups involved?</li> <li>■ Were/Are there individuals working with armed forces and groups in non-combat roles?</li> <li>■ Were/Are there any children (under the age of 18) with the armed forces or groups?</li> <li>■ Were/Are combatants forced into fighting through abduction or violent coercion?</li> <li>■ Has violence become a way of life for members of armed forces and groups?</li> <li>■ Do combatants and associated groups report symptoms, or demonstrate behavior, consistent with exposure to shock trauma incidents or consistent with post-traumatic stress symptomatology or other forms of trauma, depression, anxiety?</li> <li>■ Have female, male or non-binary members of armed forces and groups or associate groups experienced sexual violence or gender- based violence?</li> </ul>



**TABLE 1: CONFLICT AND SECURITY ANALYSIS – POSSIBLE QUESTIONS - CONTINUED**

<p><b>PROFILE OF COMBATANTS AND PERSONS ASSOCIATED WITH ARMED FORCES AND GROUPS</b></p>	<ul style="list-style-type: none"> <li>■ Have female, male or non-binary members of armed forces and groups or associate groups experienced sexual violence or gender-based violence?</li> <li>■ Has the armed force and group perpetrated different forms of sexual violence acts and or acts of gender-based violence?</li> <li>■ Are there allegations of serious human rights violations and abuses perpetrated by (members of) the armed group or forces?</li> <li>■ How long have combatants been involved in the conflict?</li> <li>■ Have combatants and persons associated with armed forces and groups been living outside their communities during the conflict?</li> <li>■ Have combatants lost social capital during the conflict?</li> <li>■ Have combatants lost access to means of production during the conflict?</li> <li>■ Have combatants been disconnected from their traditional support network during the conflict?</li> </ul>
<p><b>CONFLICT-AFFECTED COMMUNITIES</b></p>	<ul style="list-style-type: none"> <li>■ What is the relationship between armed groups and communities? Does the community perceive the armed groups as enemies who pose a threat to the security of communities or as providers of security?</li> <li>■ Were communities already marginalized and lacking development and/or was socio-economic infrastructure destroyed during conflict (i.e. health clinics, schools, community centers, markets, etc.)?</li> <li>■ What legacies of human rights violations and/or historical trauma may exist in the conflict-affected areas (e.g. economic marginalization, systematic discrimination on the grounds of race, ethnicity/religion/gender or other, commission of atrocity crimes including genocide and ethnic cleansing)?</li> <li>■ Who does the community perceive as perpetrators of human rights violations? Armed forces or armed groups or both?</li> <li>■ Which communities will more likely receive former members of armed forces and groups? Communities of origin? Resettlement communities? Rural, urban, why?</li> <li>■ Are there community committees that can be supported to play a role in the reintegration process? Or should they be established?</li> </ul>
<p><b>SECURITY SITUATION</b></p>	<ul style="list-style-type: none"> <li>■ Who are the security providers at the community level?</li> <li>■ What is the capacity of state security forces to enforce security?</li> <li>■ Are ex-combatants also at risk of security attacks?</li> <li>■ If present, what is the capacity of peacekeepers to enforce security?</li> </ul>
<p><b>ROLE OF GOVERNMENT</b></p>	<ul style="list-style-type: none"> <li>■ Does the government have political legitimacy?</li> <li>■ Will legitimacy be sought or reaffirmed through elections?</li> <li>■ If so, when will elections realistically take place?</li> </ul>

### **7.3 Recovery and peacebuilding assessments (RPBAs)**

An RPBA offers a standardized and internationally recognized approach to support Governments to identify the requirements for immediate and medium-term recovery and peacebuilding. RPBAs lay the foundation for the elaboration of a longer-term recovery and peacebuilding strategy and serve as a platform for joint analysis and planning. An RPBA typically produces an agreed upon strategic, prioritized and sequenced recovery and peacebuilding plan, a results matrix, and proposals for implementation and financing arrangements. DDR practitioners should endeavour to introduce reintegration support into all necessary dimensions – economic, social/psychosocial and political – of RPBAs, in countries where these assessments are being conducted.<sup>2</sup>

### **7.4 Reintegration assessments focused on members of armed forces and groups**

#### **7.4.1 Early profiling and pre-registration surveys**

Planning for reintegration support should be informed by an analysis of the preferences and needs of male, female and non-binary ex-combatants and persons formerly associated with armed forces and groups. When feasible, surveys should be conducted with a random and representative sample of members of armed forces and groups. The disarmament and demobilization phases constitute a key opportunity to compile useful information, before individuals return to host communities. The information compiled can be contrasted with socio-economic assessment and guide the design of reintegration programming. Interviews and surveys will establish the nature and size of the armed forces and groups for which reintegration support is to be designed. They should include information on the demographics of armed groups as well as the aspirations of their members and the areas they would like to go (or return) to. A minimum set of questions to be included in this survey can be found in Annex 1. Where possible, surveys should be supplemented by conflict-sensitive data on specific needs groups and additional research on the socio-economic, political and historical setting should be conducted, where possible, by scholars from the country or region. The collection of this data provides baseline information for the planning and design of a monitoring and evaluation plan. Early profiling and pre-registration surveys shall consider gender-sensitive procedures, so that women, men, boys, girls and non-binary individuals are able to accurately state their involvement and needs and other relevant information.

#### **7.4.2 Full profiling and registration**

If reintegration support is provided as part of a DDR programme, then profiling and registration data collected during disarmament and demobilization should also be used (see section 6.3 in IDDRS 4.20 on Demobilization). However, as this data can be gathered relatively late, is it better suited for making adjustments to the reintegration programme rather than for initial planning purposes.

#### **7.4.3 Identification and assessment of (potential) areas of return and resettlement**

The areas that former members of armed forces and groups may wish to return to will be identified using the aforementioned survey and/or profiling exercise. Once

identified, the opportunities and constraints for reintegration in these areas shall be assessed. This assessment should take place as early as possible and, at a minimum, should include:

- A risk and security assessment;
- Community perception surveys;
- Economic opportunity mapping;
- Social, psychosocial, and political opportunity mapping; and
- Services mapping and institutional capacity assessment.

These assessments should also be used as an opportunity to begin the process of sensitizing community members to the reintegration process.

#### *Risk and security assessment*

A comprehensive risk and security assessment should be conducted to inform the planning of reintegration programmes and to identify threats to the reintegration programme, its participants and beneficiaries, as well as DDR practitioners supporting the programme. The assessment should identify the tolerable risk (the risk accepted by society in a given context based on current values), and then identify the protective measures necessary to achieve a residual risk (the risk remaining after protective measures have been taken) that corresponds to the tolerable risk. Risks related to women, youth, children, dependants, and other specific-needs groups should also be considered. The risks associated with reintegration support may include:

- Former members of armed forces and groups may be reluctant to return to their home areas and participate in reintegration processes if these areas are still occupied by active members of their former group. This is because they may face retaliation, either against themselves or their family members, and/or social exclusion or targeting. This is particularly likely if those who have left are perceived as traitors by those who remain.
- If multiple armed groups are active, individuals may participate in a reintegration programme, only to then re-join an armed force or group (either their previous group or a new one), or a local criminal network;
- If former members of armed forces and groups are regarded as perpetrators of violent acts, community members may stigmatize and refuse to accept these individuals;
- When reintegration support is provided to a particular community or area as part of a CBR programme, this may create a backlash among communities/areas that are not recipients of such support;
- If CBR support is being provided in a conflict-affected country, this community may be drawn into ongoing conflict;
- CBR support may be inadvertently provided to communities that remain supportive of active armed forces or groups;
- If appropriate safeguards are not in place, reintegration support that is targeted towards individual ex-combatants and persons associated with armed forces and groups may be used by participants in the reintegration programme for purposes other than which it was intended, i.e., to feed the war and/or criminal economy.

These risks shall be identified, assessed, monitored and mitigated. They shall also be balanced against the opportunities that reintegration support may create in working towards a peaceful solution to conflict. Questions that DDR practitioners should consider in this regard are outlined in Table 2.

If reintegration support is being provided in settings of ongoing armed conflict where no DDR programme is in place, DDR practitioners shall seek to identify positive entry points for pilot reintegration programmes, such as pockets of peace not affected by military operations or other types of armed violence (see IDDRS 2.40 on Reintegration as Part of Sustaining Peace). In these contexts, supporting reintegration will be more challenging and rapid, reliable and integrated assessments are particularly important. If no framework for reintegration support is in place, then targeted reintegration support (see section 6.1) shall not be provided. Breaking out of silos and acting as One UN is particularly important as uncoordinated efforts could fuel conflict. In the event that ongoing conflict means that reintegration support is too risky and/or not operationally feasible, alternative means of support should be considered.

**TABLE 2: BALANCING RISKS AND OPPORTUNITIES**

RISKS	OPPORTUNITIES
<b>IMPACT ON PEACE-CONFLICT SPECTRUM</b>	
<ul style="list-style-type: none"> <li>■ What negative impacts may reintegration support inadvertently generate (economically, on gender dynamics, socially, etc.)?</li> <li>■ How to mitigate negative impacts such as sudden power balance shifts (e.g. marginalization of groups, intimate partner violence)?</li> <li>■ How to ensure geographical spaces are not occupied by non-signatory armed groups or other criminal groups?</li> </ul>	<ul style="list-style-type: none"> <li>■ How can reintegration support be used as a push for peace, particularly in the case of high war fatigue?</li> <li>■ How can it incentivize a political dialogue among key parties to the conflict, ensuring the participation of women and youth?</li> <li>■ How to frame reintegration to engage political actors in talking about the need for stabilization and reintegration?</li> </ul>
<b>TARGETING OF COMMUNITIES</b>	
<ul style="list-style-type: none"> <li>■ What are the security risks for given communities of returning members of armed forces and groups?</li> <li>■ What are the security risks returning members of armed forces and groups will face in different communities?</li> <li>■ How will female ex-combatants or WAAFG be perceived in communities – are there specific security risks for them?</li> <li>■ How might return adversely affect rural and urban environments?</li> </ul>	<ul style="list-style-type: none"> <li>■ Which new reintegration spaces can be opened for former members of armed forces and groups to overcome resistance by communities?</li> <li>■ What are the opportunities to strengthen resilience of communities to conflict?</li> <li>■ How to ensure reintegration support strengthens community capacities for peace?</li> <li>■ How to ensure women’s role as peace-makers in communities is harnessed and empowered?</li> </ul>

**TABLE 2: BALANCING RISKS AND OPPORTUNITIES -CONTINUED**

RISKS	OPPORTUNITIES
<b>INDIVIDUALS LEAVING ARMED GROUPS DURING ONGOING CONFLICT</b>	
<ul style="list-style-type: none"> <li>■ How to avoid perceptions that the reintegration programme is part of the military counter-insurgency strategy?</li> <li>■ How to deal with invisibility particularly in urban areas?</li> <li>■ How to develop reintegration support to individuals who voluntarily leave armed groups?</li> <li>■ How to prevent re-recruitment? How and when it is appropriate for reintegration support to provide exit pathways from armed groups?</li> <li>■ How to ensure children released from armed forces and groups access reintegration?</li> </ul>	<ul style="list-style-type: none"> <li>■ What opportunities exist to encourage participation in reintegration programmes?</li> <li>■ What are the different reintegration entry points for former members of armed forces and groups coming individually or in small groups?</li> <li>■ What opportunities exist to reach individuals associated with armed forces and groups such as women, youth and children?</li> <li>■ How to support former members of armed forces and groups to become agents of peace or mediators?</li> </ul>
<b>MANAGING INCENTIVES AND ASSISTANCE</b>	
<ul style="list-style-type: none"> <li>■ What are the risks involved if reintegration incentives and assistance are misused or re-routed to active armed groups?</li> <li>■ How to avoid the risk of different incentives and assistance and the ‘shopping around’ phenomenon particularly if reintegration support is fragmented?</li> <li>■ How to avoid continuous re-joining of armed groups just to access programme assistance?</li> <li>■ How to avoid women and other specific-needs groups from being excluded from reintegration incentives and assistance?</li> </ul>	<ul style="list-style-type: none"> <li>■ How to use incentives and assistance to overcome resistance in potential receiving communities, including those not directly affected by armed conflict in more peaceful parts of the country?</li> <li>■ How to use incentives and assistance to increase resilience of individuals and receiving communities?</li> <li>■ How to ensure incentives and assistance translate into sustainable reintegration opportunities that will avoid re-recruitment?</li> </ul>
<b>PUBLIC INFORMATION AND STRATEGIC COMMUNICATION</b>	
<ul style="list-style-type: none"> <li>■ How to deal with perverse communication strategies used by armed groups, including use of social media for recruitment?</li> </ul>	<ul style="list-style-type: none"> <li>■ How to use alternative narratives and successful reintegration stories for peace?</li> <li>■ How to support women’s and other specific-needs groups’ successful reintegration without further stigmatizing them?</li> </ul>

### *Community perception surveys*

Communities are not homogeneous entities and different individuals within the same community may have different opinions towards the return of former members of armed forces and groups. For example, those who have been hit hardest by the conflict may be more likely to have negative perceptions of returning combatants. Others may see members of armed forces and groups as victims of political actors while others may simply be happy to be reunited with family members. Community perception surveys shall be used to assess the strength of support for (or opposition to) the reintegration of former members of armed forces and groups in particular communities, and the various options and modalities through which this can be achieved. These surveys shall also be used to ensure that reintegration programming is tailored to the needs and desires of particular communities. Surveys may also be used to design appropriate strategic communication campaigns with the view of mitigating the negative impact of misinformation and disinformation and to transform attitudes in communities in such a way that it is conducive to safe and sustainable reintegration (see IDDRS 4.60 on Public Information and Strategic Communication in Support of DDR).

Community perception surveys shall consider a range of processes that facilitate and encourage participation and ensure that the views of vulnerable or marginalized groups, and groups who are at risk of discrimination, are adequately represented. This may, for example, require specific attention to victims, ethnic and religious minorities, women, youth, non-binary individuals etc. Where cultural barriers exist, such as the need to have female surveyors to survey female-identified community members, pre-planning is undertaken to ensure the proper human and financial resources are available to make this possible. Wherever possible, community perception surveys should be carried out by local institutions and/or civil society. Community members should be given the opportunity to freely express themselves, during interviews or focus groups. However, caution should be taken to ensure that expectations concerning the reintegration programme are not raised beyond a point that is realistically achievable.

All data collected shall be disaggregated at least by sex, age, ethnicity and disability.

#### **BOX 2: COMMUNITY PERCEPTION SURVEYS: SAMPLE INFORMATION**

- Background information on the composition of the community (demographics, main sources of livelihood, accessibility of natural resources etc.)
- Community perceptions of conflict and security
- Level of community interaction with former members of armed forces and groups
- Community perceptions of former members of armed forces and groups and their return
- Community perceptions of assistance to be provided to former members of armed forces and groups

### *Economic opportunity mapping*

DDR practitioners should participate, where possible, in developing a systematic, countrywide mapping that identifies existing and potential income generating opportunities and that builds upon RPBA (see section 7.3). Collaboration, complementarity and joint programming with development agencies and their monitoring activities is essential to this process. This mapping shall include an analysis of the functioning of:

- Markets (labour, capital, goods and services, supply and demand, etc.);
- Input factors (land, water, agricultural inputs, energy resources, infrastructure, technology and information etc.), including how inequities in the distribution of these factors may have played a part as a driver of conflict and/or existing grievances among communities; and
- Supporting factors (institutional capacity in formal and informal economies, financial markets, etc.)
- Risk factors (security, sustainability, feasibility, etc)

The analysis shall also capture:

- The overall economic situation of the country and of the areas where reintegration will take place;
- The sectors in which people are involved, the main occupations of the people in the areas where reintegration will take place, and whether these sectors/occupations present opportunities for former members of armed forces and groups;
- The most dynamic (or potentially dynamic) economic sectors with growth potential and the inputs required to make these sectors more efficient and equitable;
- The market-driven economic opportunities available to former members of armed forces and groups given their existing skill sets, and potential for the development and targeting of these skills sets towards employability;
- The potential for public-private partnerships;
- The existing infrastructure and services that allow economic activity to take place (for e.g., roads, communications, electricity supplies) and whether there is an opportunity for former members of armed forces and groups to work on infrastructure development;
- The bottlenecks that prohibit 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.);
- The existence of other recovery and development initiatives and possible linkages to these initiatives;
- The security situation;
- Potential financial service providers or training institutions available to support self-employment;
- Existing public employment services and labour market programmes, including job search assistance and matching services, labour market information, self-employment and entrepreneurship support, public employment programmes, subsidized employment through wage and/or hiring subsidies;
- Existing social assistance programmes such as unemployment benefits/allowances, transport and housing support;

- Access and cultural relationships to land and other natural resources;
- Historical access to employment and labour market opportunities and any associated tensions;
- 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 career guidance/counselling services).
- Other development programmes (both existing and planned) within the national recovery effort, as well as those planned by international development organizations.
- Political dynamics, including formal and informal leadership, power structures, relationships and group dynamics within receiving communities and among those who return;
- Regional dynamics:

Throughout this mapping exercise, consideration shall be given to the specific needs, capacities and experiences of diverse population groups. Local and traditional knowledge related to the ownership of land, resource use, and the management of natural resources (including agricultural practices in cultivation, animal husbandry, rangelands and fishing rights) should also be gathered.

#### *Social, psychosocial and political opportunity mapping*

DDR practitioners should participate, where possible, in developing a systematic, country-wide mapping that identifies existing and potential social, psychosocial and political opportunity mapping with due consideration of the following:

- Mental Health and Psychosocial Support services in urban and rural areas where the reintegration programme will take place as well as services available at the national level.
- Organizations or Government programmes providing life skill building in conflict resolution, civic education including voter rights and political engagement, interpersonal skills, social and emotional intelligence, nervous system regulation, mental health literacy, self-value and self-respect, critical thinking, problem solving and decision making, basic financial management
- Organizations or Government programmes providing awareness raising or behaviour change programmes in reproductive health, gender equality, gender identities, transforming harmful cultural norms, sexual and/or gender-based violence prevention, etc.
- Health services for sexual violence recovery, reproductive health including STIs, maternal health, and HIV/AIDS
- Social support services for people living with HIV/AIDS, trauma and drug abuse counselling and/or disability rehabilitation services.

#### *Services mapping and capacity assessment*

The capacity of government, civil society entities and service providers constitutes one of the most important aspects of successful reintegration support. It is therefore essential to collect data on levels of institutional capacities to ensure adequate funding for capacity development. Institutional capacity assessments shall start as early as possible



with an analysis of potential service providers, such as public and private vocational centers, business development services, relevant line ministries and NGOs, including organizational practices and absorption capacities.

### **7.5 Political assessments**

As support to political reintegration may form part of a reintegration programme, DDR practitioners should understand the political and historical context, the structures and motivations of armed forces and groups, barriers to political participation, and how the way the conflict ended may affect political dynamics. For more detail on how to conduct these assessments, see section 5 in IDDRS 2.20 on The Politics of DDR.

### **7.6 Managing data collected in assessments**

A management information system (MIS) is essential to capture, store, access and manage information on former members of armed forces and groups, communities of return, and available opportunities for training, education and (self)employment. An MIS also provides data for monitoring, feedback and evaluation and informs ongoing decision-making regarding programme adjustments. DDR practitioners shall consider the design and maintenance of an MIS, such as the generic Disarmament, Demobilization, Reintegration and Arms Management (DREAM) system, that can be adapted to the needs of each reintegration programme.

Data on former members of armed forces and groups should be captured in an MIS prior to the start of reintegration support activities. The design and construction of the MIS should capture data that can be used to build a profile of each participant. The collection of sex, age, ethnicity and disability disaggregated data, including information on specific needs, is essential. The data in the MIS should also be easy to aggregate in order to provide regular updates for broad indicators. The use of biometric identification as part of an MIS can minimize 'double dipping,' particularly when cash is being provided. If the reintegration programme also has an ICRS (see section 6.3.4), this should be closely linked to the MIS.

Data collection and management requires robust data protection mechanisms and procedures, compliant with applicable requirements of privacy and confidentiality. Information that identifies individuals or discloses an individual's personal characteristics should not be made public as a result of data dissemination. When personal data is released, this should only be done with the permission of the individual concerned or their appropriate representative.

## **8. Planning and design**

Planning for reintegration support shall be based on the aforementioned assessments. DDR practitioners should support Governments and national stakeholders to make decisions concerning the balance of reintegration approaches to be taken (i.e., targeted individual reintegration support, CBR or a combination of approaches). The advantages and disadvantages of different approaches shall be carefully weighed and mitigation

measures (when risks are involved) shall be developed. Technical working groups may be formed to prepare proposals regarding the possible mix and balance of various reintegration approaches. Possible financial requirements should also be discussed.

### **8.1 Participatory, inclusive and transparent planning**

Planning for reintegration support shall involve a broad range of stakeholders. A participatory, inclusive and transparent approach to planning will significantly improve the reintegration 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 and agency;
- Providing a forum for impartial information in the case of disputes or misperceptions about the programme;
- Ensuring local ownership;
- Encouraging reintegration support and other processes, such as peacebuilding and economic recovery, to work together and be mutually reinforcing;
- Encouraging communication and negotiation among stakeholders to reduce fear and to enhance reconciliation, trust and human security;
- Recognizing and supporting the capacity and voices of youth, women and persons with disabilities and/or chronic illnesses; and
- Recognizing new and evolving roles for women in society, especially in non-traditional areas such as security-related matters.
- Building respect for the rights of marginalized and specific needs groups; and
- Helping to ensure the sustainability of reintegration processes by developing the capacity of the community to provide services and establish community monitoring, management and oversight structures and systems.

DDR practitioners involved in the planning of reintegration support should ensure that participatory planning includes:

- Representatives from the national DDR commission (if one exists);
- Representatives from the national government (including relevant line ministries and local government);
- Representatives from the private sector;
- Employers and workers organizations;
- Representatives from the armed forces and groups, including their leadership and membership: This engagement will help to ensure that the range of expectations (of leaders, of mid-level commanders and the rank and file) are, where possible, met in the programme design;
- Community members: Ultimately it is communities that will, or will not, accept former members of armed forces and groups. Through community engagement, DDR practitioners will be better able to support the Government to identify opportunities for ex-combatants and persons formerly associated with armed forces and groups; to pinpoint potential obstacles to reintegration; and to identify priorities for community recovery projects. Families, traditional and religious leaders, women's/men's/youth groups, organisations of persons with disabilities and other

local associations should be consulted, and provided with support and training that allows them to actively participate in the planning process.

## **8.2 Planning for urban versus rural reintegration support**

When planning for reintegration support, the inherent differences between reintegration in urban and rural contexts shall be taken into account. Each bring their own opportunities and challenges. Reintegration support in urban areas can benefit from access to a wider range of services (e.g. schools, health clinics, jobs, security), whereas in rural areas, former members of armed forces and groups may have access to arable land and a supportive social network.

Although former members of armed forces and groups may find a job in the urban informal sector, it is often much harder to obtain employment in the urban formal sector because labour market competition is high and limited formal jobs are available. Access to formal jobs may also be hindered if former members of armed forces and groups have low skill and education levels and a lack of prior work experience. This is likely to be the case for individuals who joined armed forces and groups at a young age. Female ex-combatants and women formerly associated with armed forces and groups also tend to face greater difficulties entering formal labour markets because of a return to pre-conflict labour patterns, and because women are often associated only with informal work.

Male, female and non-binary DDR participants may also not have the same familial support networks in urban areas, particularly if they have chosen to resettle in an urban area rather than return home to a rural one. There may be many different reasons for this choice, for example, it may be difficult for ex-combatants to return home if they previously perpetrated violence against their community, or if their former armed group is still active in their home area. Cities may be appealing precisely because their higher population density means that ex-combatants find it easier to go unnoticed and to hide their ex-combatant identity. The skills that former members of armed forces and groups have, and may have gained during their group membership, may also have greater relevance and market value in urban settings than rural ones (for example, private security, mechanics, driving, etc.).

## **8.3 Linkages with planning for wider stabilization, recovery and peacebuilding**

In order to support the humanitarian-development-peace nexus, reintegration programme coordination should extend to broader strategies and actors. Reintegration programmes shall be conceptualized, planned, designed and implemented as part of, or at least in close coordination with, wider stabilization, recovery and peacebuilding strategies. Linkages shall include, but not be limited to human rights promotion, transitional justice and reconciliation efforts (see IDDRS 6.20 on DDR and Transitional Justice), the resettlement of displaced populations and durable solutions to displacement, improved governance and security sector reform. To achieve coherence, when designing reintegration processes, UN practitioners should coordinate and, where possible, jointly plan programmes with actors working in these areas.

In addition to former members of armed forces and groups, other conflict-affected groups (such as IDPs and refugees) may also be returning to the community. These groups are supported by a number of different UN agencies. From the earliest assessments and through all stages of strategy development, programme planning and implementation, information on the number and profile of individuals being supported should be shared. The use of Memoranda of Understanding between different agencies intervening in the same sector on the same issue is also an efficient means of establishing the terms of coordination and joint programming efforts.

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

If national and sectoral frameworks and policies are at the planning stage, DDR managers should ensure that DDR practitioners engaged in the planning of reintegration programmes:

- Network with coordinating and participating agencies.
- Participate and provide inputs in wider recovery planning meetings and assessment missions.
- Ensure that the reintegration of ex-combatants and persons formerly associated with armed forces and 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 practitioners engaged in reintegration programmes should ensure that they:

- 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 towards the implementation of national and sectoral frameworks and policies.

## 8.4 Design of reintegration programmes

A well-designed reintegration programme shall enhance basic security and support wider recovery and development efforts. When designing a reintegration programme, DDR practitioners should define strategies to address the following minimum elements:

### 8.4.1 Eligibility criteria

If reintegration support is provided as part of a DDR programme, the eligibility criteria established for reintegration may be broader than for disarmament and demobilization. Combatants and persons associated with armed groups carrying weapons and ammunition shall participate in disarmament (see IDDRS 4.10 on Disarmament). In addition to these groups, all other unarmed individuals considered members of an armed force or group shall participate in demobilization. Reintegration should be provided not only to ex-combatants, but also to persons formerly associated with armed forces and groups, including women and children among these categories and, where appropriate, dependants and host community members.

When the preconditions for a DDR programme are not present, or when combatants are ineligible to participate in DDR programmes, eligibility for reintegration support shall be decided by relevant national and local authorities, with support, where appropriate from relevant UN mission entities as well as UN agencies, programmes and funds. Eligibility for reintegration support in such cases should also take into account ex-combatants and persons formerly associated with armed forces and groups, including women, and, where appropriate, dependants and host community members. Children associated or formerly associated with armed groups should always be encouraged to participate in DDR processes with no eligibility limitations (see IDDRS 5.20 on Children and DDR).

If potential participants in reintegration programmes are to receive individually targeted assistance, they shall be screened in order to establish their eligibility. If a DDR programme is in place, screening should take place as part of a prior demobilization process (see IDDRS 4.20 on Demobilization). If evidence emerges to suggest that a particular recipient of individually targeted reintegration support has committed serious violations of human rights and/or serious crimes, including a terrorist offence, legal advice shall be sought for possible referral to competent entities for further investigation and potential prosecution. In accordance with national laws and international obligations, judicial entities may determine applicable sanctions, including exclusion from the reintegration programme, loss of certain access to assistance and/or participation in truth-seeking and reparation programmes. For more information on screening, refer to IDDRS 2.11 The Legal Framework for DDR and IDDRS 6.20 on DDR and Transitional Justice.

### 8.4.2 Public information and community sensitization

Reintegration programmes should include a long-term public information campaign to keep communities and former members of armed forces and groups apprised of the reintegration strategy, approach, timetable and resources available. Communication strategies should also integrate broader reconciliation and peacebuilding messages, as well as both support non-violent and gender equitable identities (see IDDRS 4.60

on Public Information and Strategic Communication as well as 5.10 on Women, Gender and DDR). Public information and communication strategies and policies shall be drawn up and implemented as early as possible. For more information on how to plan, design and implement public information campaigns, see IDDRS 4.60 on Public Information and Strategic Communication in Support of DDR.

#### 8.4.3 Capacity development

Reintegration programmes shall include steps to develop the capacity of national institutions, line ministries, training institutions and service providers through training in institutional development, financial management, and other technical and material assistance. This will help to ensure that the reintegration programme can be nationally owned and led, once external assistance has come to an end. Support should also be given to communities to (re)establish local forums and consultative committees that form the basis of decision-making processes that define and shape the focus of local reintegration support, and provide community oversight and ownership. Capacity building should not be limited to training and other avenues, such as on-the-job training, should be explored.

#### 8.4.4 Programme exit strategy

The reintegration of former members of armed forces and groups is inherently linked to long-term recovery and development processes. Therefore, externally-supported reintegration programmes should be transferred to and sustained by national institutions. To ensure that this transition runs smoothly, DDR practitioners responsible for the management of reintegration programmes shall outline a sustainability and exit strategy during initial planning, focusing on the transition between reintegration support and violence prevention, wider recovery efforts, peacebuilding, institution building and development processes.

#### 8.4.5 Monitoring and evaluation

Monitoring and evaluation for reintegration programmes has often been conducted within programme silos. As a result, it is difficult to systematically compare what happens within a reintegration programme with related programmes, including broader humanitarian, peace and development initiatives. An integrated approach to developing metrics should be considered and consolidated into higher level collectively defined reintegration outcomes. A standardized framework of core reintegration metrics can help to produce a much larger evidence base, and enhance opportunities for collective learning that feed directly into short iterative planning cycles and contribute to ongoing outcome and impact monitoring. Core reintegration metrics should capture the perspectives of the recipients of reintegration (and other related) support. For further information, see IDDRS 3.50 on Monitoring and Evaluation.

#### 8.4.6 Resource mobilization

The scope, commencement and timeframe of reintegration programmes are subject to funding availability. Implementation can be delayed as a result of the late mobilization or disbursement of funds. 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

**TABLE 2: MONITORING AND EVALUATION QUESTIONS: A CHECKLIST**

Objectives	<ul style="list-style-type: none"> <li>■ Have all concerned parties negotiated and agreed on the objectives and expected results?</li> </ul>
Context	<ul style="list-style-type: none"> <li>■ Have these objectives and results been specifically designed to fit the country context?</li> </ul>
Indicators	<ul style="list-style-type: none"> <li>■ Do the indicators directly relate to the output or outcome? Do they measure the right information?</li> <li>■ Have all stakeholder agreed on indicators for monitoring and measuring the impact of the reintegration programme?</li> <li>■ Are there indicators for both process and impact?</li> <li>■ Do the indicators capture both qualitative and quantitative aspects of reintegration?</li> <li>■ Do all indicators have a baseline and a target (where feasible)?</li> <li>■ Are the indicators disaggregated by sex, age, region, faction, etc.?</li> <li>■ Are the indicators gender-sensitive and do they measure the gender-responsiveness of the reintegration programme?</li> <li>■ Are the indicators objective? Do all stakeholders share an understanding of what each indicator is measuring?</li> <li>■ Are the indicators measurable?</li> <li>■ Are the indicators specific?</li> <li>■ Are there both short and long-term indicators?</li> <li>■ Can data for the indicators be obtained in a timely way and at reasonable cost?</li> <li>■ Is the data of sufficient quality and reliability on which to make decisions?</li> </ul>
Roles and responsibilities	<ul style="list-style-type: none"> <li>■ Who is responsible for monitoring and commissioning evaluations?</li> <li>■ How often will monitoring reports be submitted to stakeholders?</li> </ul>

allows the use of the assessed budget for DDR during peacekeeping activities. However, funding for reintegration programmes must still be mobilized from voluntary contributions. Due to the challenges faced when mobilizing resources, it is essential that funding arrangements remain flexible. For example, when DDR programmes are in place, past experience shows that a strict separation of funds for different programme components (i.e., for reintegration support only) reinforces an artificial separation between the different phases of DDR. Cooperation with interventions run by bilateral donors may help to fill this gap. Finally, ensuring that budgets are gender-sensitive is an important accountability tool for the UN system internally, as well as for the host country and population. For further information on funding and resource mobilization, see IDDRS 3.41 on Budgeting DDR.

The gap between the time when voluntary pledges are made and when they are received is approximately 8 – 12 months.

The UN system's previously fragmented approach to DDR resulted in uncoordinated resource mobilization and duplication of efforts. This has reduced donor confidence and willingness to provide funds.

Budgets for reintegration programmes are often based on the amount of a funding required by a single ex-combatant. This limitation negatively affects the quality of several services and hinders enlarged targeting principles and community projects. A lack of funding for gender-responsive activities continues to hinder the ability of programmes to address the gender dimensions of reintegration.

## 9. Reintegration components

Reintegration support should not only focus on job creation, but should focus on the many different ways through which individual and community resilience can be strengthened. Experience at the international level shows that programmes delivered in an integrated manner and as a package combining job search assistance, active labour market support, as well as social and/or political assistance are more likely to be successful.

### 9.1 Economic reintegration

Employment can contribute to peace by increasing social contact between different groups, by increasing the opportunity costs of engaging in violence, and by addressing the grievances that often arise from precarious work in exploitative conditions.<sup>3</sup> Ex-combatants in many contexts have also consistently identified an alternative livelihood and the ability to generate income as key factors in their successful reintegration.

Reintegration support should not only focus on job creation, but should focus on the many different ways through which individual and community resilience can be strengthened.

Many have also indicated that being able to provide for their family is particularly important in establishing their sense of identity, the level of respect they receive in communities, and to ensuring self-esteem.

Armed conflict often has severe implications for the availability of paid employment and the quality of jobs available. Armed conflict and persistent insecurity discourage foreign and domestic private investments in productive sectors that provide jobs and livelihoods, divert public investments towards the security sector and destroy public and private physical capital, including infrastructure and assets. Armed conflict also often increases mortality and disability rates, while depressing the overall skill level of the workforce, in particular for the most vulnerable segments of the population. Armed conflict can also increase informal, non-contractual and unregistered



work, particularly for youth and decrease social protections for workers. Illicit economies – built around continued armed conflict – may also thrive (see IDDRS 6.20 on DDR and Organized Crime). Even in post-conflict contexts, or pockets of peace in war torn countries, the economy may still be too weak to absorb former members of armed forces and groups.

Understanding the effects of the war economy on labour markets, private security and public sector activities is essential for successful support to economic reintegration. DDR practitioners should recognize that providing vocational training alone will not help former members of armed forces and groups to gain employment if the provision of training programmes is not a result of a thorough and in-depth assessment of the market and if they are not linked to broader programmes to generate employment, including private sector development. Training programmes should also reinforce former combatants' understanding of workers' rights and responsibilities to increase their employability and absorption in the workforce.

Economic reintegration support should therefore be part of a broader approach including three tracks. The first track may begin with the definition by local and/or national authorities of long-term development objectives to be pursued. This would inform targeted support to be provided to former members of armed forces and groups as well as receiving communities. This may, for example, include reinsertion assistance in the form of income generating activities, public works programmes, cash-based transfers and/or in-kind support, which is focused on consolidating security and stability and rebuilding social and economic infrastructure in line with the defined long-term development objectives.

This can be complemented with a second track, in which reintegration support is provided building on interventions of the first track to rebuild local communities through initiatives such as investing in local infrastructure, promoting local-level employment opportunities, and rebuilding local government capacity. This is critical and requires that an enabling environment for employment creation should be actively promoted as part of reintegration programming.

The third track moves beyond the remit of DDR practitioners, and aims to consolidate previous gains in order to achieve the defined long-term development objectives by supporting the creation of sustainable 'decent' work, through the development/revision of macro-economic and sector policies, institutional capacity building and the creation of a framework for social dialogue.<sup>4</sup> Once the long-term development objectives are defined, interventions in each of these tracks could be initiated simultaneously.

Research has also shown that there are positive shifts in household income usage when involving household members in economic decision-making. Frequency of communication between spouse and former armed force/group member regarding choice of reinsertion and reintegration assistance positively correlates with more successful economic reintegration. Therefore, DDR practitioners should consider how to involve families in household decision making in order to maximize the economic conditions of the household.<sup>5</sup>

### 9.1.1 Employability of former members of armed forces and groups

Many ex-combatants and persons formerly associated with armed forces and groups may have not had the opportunity to receive an education or to develop employable skills, particularly if they joined an armed force or group at an early age. To improve

their employment prospects, the options below may be considered. Specific guidance on children and youth is not provided here but may be found in IDDRS 5.20 on Children and DDR and IDDRS 5.30 on Youth and DDR.

### *Education*

Time spent with armed forces and groups results in a loss of educational opportunities. This in turn can create barriers to reintegrating economically. To address these gaps, DDR practitioners should consider adult education programmes as part of reintegration support. Providing adult education alongside other forms of support (such as vocational training and life skills) often provides former members of armed forces and groups with a better and broader basis for finding long-term employment.

### *Life skills*

DDR practitioners should include the development of life skills within reintegration support. These types of skills are critical for employability but also for other aspects of social and political reintegration (see sections 9.2 and 9.3). Examples of the types of life skills that could be developed are: self-value and self-respect, self-awareness and self-management, interpersonal skills, social and emotional intelligence, critical thinking, problem solving and decision making, adaptability and flexibility, resilience, civic education, non-violent coexistence, negotiation, and basic financial management.

### *Vocational training*

Vocational training can play a key role in the successful reintegration of ex-combatants and persons associated with armed forces and groups by increasing their chances of effectively participating in the labour market. Most armed conflicts result in the disruption of training systems and, because of time spent in armed forces or groups, many ex-combatants and persons associated with armed forces and groups do not acquire the skills that lead to a job. At the same time, the reconstruction and recovery of a conflict-affected country requires large numbers of skilled persons. Training provision needs to reflect the balance between demand and supply, as well as the aspirations of the participants and beneficiaries of the reintegration programme. It should therefore draw on previously conducted economic and labour market opportunity mapping (see section 7.1.2) and, if applicable, the profiling exercises conducted during prior demobilization (see IDDRS 4.20 on Demobilization). Economic sectors, which can absorb labour, should be exploited, while DDR practitioners should avoid training too many individuals for one particular sector, making it impossible for the local market to absorb.

DDR practitioners should develop strong networks with the local business community in their areas of operation as early as possible to engage them as key stakeholders in the reintegration process and to enhance employment options post-training. This could include the development of apprenticeship programmes (see below), entering into Memorandum of Understanding's (MOU) with local chambers of commerce or orientation events bringing together key business leaders, local authorities, service providers and reintegration programme participants and beneficiaries.

Employers' organizations are an important partner, as they may identify growth sectors in the economy, and provide assistance and advice to vocational training agencies. They can also help to identify a list of national core competencies or curricula and create a system for national recognition of these competencies/curricula. Employers'

organizations can also encourage their members to offer on-the-job training to former members of armed forces and groups by explaining the benefits to their businesses such as increased productivity and competitiveness, and reduced job turn-over and recruitment expenses.

Systematic data on the labour market and on the quantitative and qualitative capacities of training partners may be unavailable in conflict-affected countries. Engagement with the business community and service providers at the national, sub-national and local levels is therefore vital to fill these knowledge gaps in real-time, and to sensitize these actors on the challenges faced by ex-combatants and persons formerly associated with armed forces and groups. DDR practitioners should also explore opportunities to collaborate with national and local authorities, other UN agencies/programmes and any other relevant/appropriate actors to promote the restoration of training facilities and institutions and the capacity building of trainers.

If former members of armed forces and groups have little or no experience of decent employment, vocational training should include a broad range of training options so as to provide individuals with choice and control over decision-making that affects their lives. Specifically, consideration should be given to the type of training that females would prefer, rather than the inclusion of training for traditional female roles in work (e.g. secretarial, beauty therapy, hairdressing, tailoring, etc.).

The level of training should also match the need of the local economy to ensure greater probability of employment, while training modalities should be developed to most appropriately reflect the learning needs of individuals who may have been deprived of much of their schooling. As former members of armed forces and groups may be experiencing trauma, psychosocial support should be available during vocational training to those who need it. Vocational training modalities – such as part-time or evening classes - should also be considered to cater to those with dependants (particularly young women with children).

Individuals require learning strategies that allow them to learn at their own pace. Learning approaches should be interactive and utilize appropriate new technologies. This may include digital resources and eLearning, as well as mobile skills-building facilities. The role of the trainer involved in these programmes should be that of a facilitator who encourages active learning, supports teamwork and provides a positive adult 'role model.' Traditional supply-driven and instructor-oriented training methods should be avoided.

Where possible, and in order to prepare individuals with limited or no previous work experience for the highly competitive labour market, vocational training should be paired with apprenticeship and/or 'on-the-job' training opportunities. Trainees can then combine the skills they are learning with practical experience of norms and values, productivity and competition in the world of work. In instances where the labour market has very limited absorptive capacity, vocational training should be accompanied by the provision of access to micro-finance and start-up grants or tools to facilitate micro business and self-employment activities (see below).

Ex-combatants and persons formerly associated with armed forces and groups can experience further frustration and hopelessness if they do not find a job after having been involved in an ineffective or poorly targeted training programme. These feelings can make re-recruitment more likely. One of the clearest lessons learned from past

DDR processes is that even after training, former combatants struggle to succeed in economies that have been damaged by war. Businesses owned by former combatants regularly fail because of intense competition with highly qualified people already running the same kinds of businesses, limited experience in business start-up, management and development, and because of the very limited cash available to pay for goods and services in post-war societies. To address these issues, reintegration programmes should more effectively empower their participants by combining several skills in one course, e.g., driving can be combined with basic car repair skills; and home economics with tailoring, pastry or soap-making. This is because the possession of a range of skills greatly improves employability. Also, providing easy-to-learn skills such as mobile phone repair makes individuals less vulnerable and more adaptable to rapidly changing market demands. Together the acquisition of business skills and life skills (see above) can help individuals to become more effective in the market.

Training ex-combatants and persons formerly associated with armed forces and groups in areas they might identify as their preference should be avoided if the jobs they choose are not required in the labour market. Training and apprenticeship programmes should be adapted to people’s abilities, interests and needs, to enable them to complete the programme, which will both boost their employment prospects and bolster their self-confidence. Where possible, vocational training should be accompanied by high quality employment counselling, career guidance and labour market information.

**TABLE 3: MAIN FEATURES OF VOCATIONAL TRAINING PROGRAMMES**

Labour market driven	Learner centred
Teaching multiple skills	Oriented towards concrete job opportunities
Competency-based	Supported by life skills training
Taught by good role models	Assessment to industry standards
Recognition of prior learning	Practical work experience (on the job or apprenticeship)

### *Apprenticeships*

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 incentivizing employers with up-skilling courses or other subsidized services to take on apprentices for a defined period. Apprenticeships should be carried out according to local traditions and norms regarding access, cost-sharing arrangements, duration and conditions for graduation, when appropriate. Skill assessment and certification mechanisms should be established to provide legitimacy to those with existing skills (including recognition of prior learning – RPL) 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. In addition, since funding may not be sufficient within a reintegration programme to cover all training during apprenticeships, linkages to microfinance programmes should be established.

#### *Micro and small business training and start-ups*

Reintegration programmes should use existing employment opportunities wherever possible, as the risk of failure is lower than if ex-combatants and persons formerly associated with armed forces and groups try to start new microenterprises. However, if the labour market has weak absorptive capacity, many reintegration programme participants will need to rely on the informal economy for employment. Therefore, 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 (see below), it may be necessary to focus on creating new micro-enterprises. If micro-finance 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 important, as many programme participants may need coaching and mentoring.

The success of micro-finance projects involves a certain level 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. Business skills training may be complemented by social education on a range of context-appropriate topics, including reproductive health, HIV, peacebuilding, conflict resolution, problem solving and decision making, gender equality, and general sessions that work to build self-esteem and self-confidence.

Reintegration programmes should also ensure that 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 the businesses and services needed in a particular area. It is also important to ensure that the same businesses do not get support from multiple international organizations. Finally, linkage arrangements between micro-enterprises as suppliers to small, medium and larger scale firms, should be sought out.

If the main approach towards funding the creation of micro-enterprises is micro-grants, they should be provided to ex-combatants and persons formerly associated with armed forces and groups only after they have drawn up a clear start-up business plan and should be paid in instalments with diligent follow-up. Reintegration programmes should ensure that relevant service providers are in place to advise the new entrepreneurs on financial management, for example through an ICRS (see section 6.3.4). Instalments may be given in kind (equipment, supplies, training, etc.), avoiding large cash payments, which are difficult to monitor effectively. But this should be balanced against the disadvantages of complicated and time-consuming procurement processes. Training and technical assistance services are also essential to the success of start-ups, together with direct, on-the-ground supervision and monitoring.

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

**TABLE 4: LIVELIHOOD AND INCOME GENERATION: BASIC PRINCIPLES**

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 and persons formerly associated with armed forces and groups try to start new microenterprises.
Offer employment incentives	Reintegration programmes can help to expand the opportunities available to ex-combatants and persons formerly associated with armed forces and groups by offering wage, training and equipment subsidies or in-kind donations to businesses.
Labour rights	Labour rights (and human rights more broadly) should be upheld and respected. No ex-combatant or person formerly associated with an armed force or group should be subjected to forced or compulsory labour in either the private or public sector, or to discrimination in respect of employment and occupation..
Specifically designed support	When developing micro-enterprises, reintegration programmes should offer ex-combatants and persons formerly associated with armed forces and groups 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.

## 9.1.2 Creation of an enabling environment for employment

### *Income generating activities*

A national enabling environment for job creation and decent work is essential. Enabling policies and programmes should be initiated early and supported by DDR practitioners engaged in the planning of reintegration support. The following are key factors for creating an enabling environment for employment at the policy level<sup>6</sup>:

- 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 and persons formerly associated with armed forces and groups.

- Reviewing and supporting national policies and legislation to create an enabling environment for the 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.
- Recognizing potential limitations within the conflict and post-conflict context when supporting particular national policies.
- Identifying priority economic sectors with the potential for rapid expansion and job creation.

### *Private sector employment*

Building partnerships with the private sector is important to create opportunities to absorb those receiving reintegration support into the labour market. Job referral and training provided as part of the reintegration programme may be dependent on the private sector and existing business ventures. Partnership with the private sector can also help to increase the sustainability of reintegration support, for example by linking newly created small businesses into the value-chain of established companies. In some instances, private sector entities may be reluctant to engage with former members of armed forces and groups. To counteract this, the following options can be considered to encourage private sector engagement in reintegration programmes:

- Create incentives for private companies and employers' associations to facilitate the development of micro and small-scale vendor industries that provide services. This could create jobs for former members of armed forces and groups as well as community members.
- Consider options whereby private sector actors are provided with incentives in primary and secondary infrastructure contracts, on the condition that they are contractually obliged to hire a fixed number of workers from target groups (i.e., ex-combatants, persons formerly associated with armed forces and groups, etc.).
- Stimulate public-private partnerships in areas most suitable to community-based reintegration (infrastructure, basic services). Reintegration programmes can seek to facilitate the linkages that make these partnerships possible.

Reintegration programmes should aim to place qualified ex-combatants and those previously associated with armed forces and groups in existing businesses. However, this may be difficult since business owners may not be willing (due to negative perceptions of former members of armed forces and groups) or able (due to stark economic realities) to employ them. To be sustainable, DDR practitioners should support governments and development partners to strengthen labour market institutions such as public employment services in collaboration with other providers to develop and implement integrated active labour market programmes. Programmes could include hiring, wage, training and equipment subsidies. These subsidies should be:

- Targeted at the most vulnerable ex-combatants and persons formerly associated with armed forces and groups and designed to meet their needs;
- Wage subsidies should be partial and last for a fixed period of time with incentives for employment retention;
- 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 participants and beneficiaries;

- Newly hired ex-combatants and those previously associated with armed forces and groups should not take the jobs of workers already employed;
- By combining wage subsidies with appropriate training, employers should be encouraged to use the subsidies to provide long-term employment for ex-combatants and those previously associated with armed forces and groups.

In many conflict-affected 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 business development services. Business development services incorporate a wide array of business services, both strategic and operational, and are designed to improve the performance of individual small enterprises, their access to markets and their ability to compete.<sup>7</sup>

DDR practitioners engaged in reintegration should also support Governments to create legal frameworks that ensure that fundamental principles and rights at work (labour rights) are respected and that 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 instances where livelihoods and recovery depend on the extraction of natural resources, it is especially important to be sure that the terms of the contracts are fair to communities and local peoples, and that private companies are contractually obliged to consider human security and local economic development.

#### *Access to information, technology and capital*

Reintegration programmes may promote the use of (and access to) appropriate technologies - such as cellular phones, SMS market information services and radios - to access information about commodity market changes, changes in the supply or demand for goods including the daily price fluctuation, shifting weather patterns, agricultural good practices, fluctuations in food prices and other relevant information. Efforts should be made to link with NGOs, UN agencies, or private sector actors who can support such access to technology and information.

In addition to technology and information, access to 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 reintegration programme and in the early recovery context. This capital should be supplied along with proper training programmes and business education skills.

#### *Land tenure*

Property rights, land tenure and access to land are important to economic reintegration in both rural and urban contexts. Land distribution, for example, can inform reintegration programmes of potential tensions and grievances that may (re-)emerge and lead to further disputes or conflicts. While reintegration programmes cannot produce



land reform mechanisms, they can incorporate awareness of the linkages between land and livelihoods. 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.

Most reintegration programmes are likely to face a myriad of land tenure systems and legal procedures involving traditional, indigenous, religious, colonial or other legacies. Armed conflict also impacts land tenure security and access to land, including through violence, land grabbing, forced displacement, destruction of land records, etc. DDR practitioners engaged in reintegration programming should seek to understand how rights have been affected by the conflict and explore how reintegration programmes can assist in enhancing land tenure security, including by supporting 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 recovery and reconciliation opportunities by addressing root causes of conflict (e.g. through involving both ex-combatants and community members in finding solutions through mediation and arbitration that are rights-based, acceptable to all and in line with cultural norms). Support for legal aid in land disputes should be coordinated with relevant international and national actors. Special attention should be paid to access to land by women, widows, child-headed households, disabled individuals and other groups with specific needs.

In many instances, women suffer discrimination when it comes to access to land. Reintegration programmes should aim to support women's access to land and tenure security to promote gender equality and women's human rights, but also because their productivity in the agricultural sector is important for increased food security. 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.

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

## 9.2 Social and psychosocial reintegration

Former combatants and those formerly associated with armed forces and groups may face a number of personal challenges during their reintegration, including:

- separation from the social support networks that they relied on while members of an armed force or group;
- stigma and rejection by communities of return;
- psychosocial needs, including trauma-spectrum disorders;
- physical health issues, such as living with a disability or a chronic illness;
- losses or shifts in gender identities and norms.

In addition to these issues, while individuals are members of armed forces and groups they may be socialized to the use of violence and develop internalized norms that condone violent activity. Violence may be carried from the battlefield to the home and the community, where it can take on new forms and expressions. While the majority of former members of armed forces and groups are male, and violence between these males is often more visible, female ex-combatants also appear to be more vulnerable to violent behaviour than other civilian women. If socialization to violence is not addressed, and alternative behaviours and norms are not adopted, former members of armed forces and groups can find it difficult to socially reintegrate into civilian life.

Compounding these issues, former members of armed forces and groups may also find it difficult to renegotiate their societal and gender roles within both the public and private spheres. Male ex-combatants and persons formerly associated with armed forces and groups may return home to discover that women have taken on traditional male responsibilities in their absence, such as the role of the 'breadwinner' or 'protector', challenging men's place both at home and in the community. Equally female former members of armed forces and groups may return home only to find that they are expected to revert to traditional gender roles, despite the fact that they may have taken on different non-traditional gender roles during their time with their armed force or group. Non-binary individuals may be stuck between different gender norms unable to fully identify with the socially prescribed norms.

If former members of armed forces or groups are unable to deal with these issues and associated feelings of frustration, anger or sadness, this may result in self-directed violence (suicide, drug and alcohol abuse), interpersonal violence (sexual and gender based violence, intimate partner violence, child abuse, rape and murder) or group violence against the community (such as burglary, rape, harassment, beatings and murder). Social exclusion and marginalization also often undermine economic reintegration, as former members of armed forces and groups may find it difficult to hold down a job or to participate in training programmes or apprenticeships. Experience has shown that social reintegration is not only as important as economic reintegration, but that it can also be a pre-condition and a catalyst for employment and economic security. Progress towards social reintegration can be tracked through qualitative tools such as focus groups or key informant interviews in communities.

DDR practitioners should consider the following interventions in order to support social reintegration:

### 9.2.1 Reconciliation

Reconciliation among all groups is perhaps the most fragile and significant process within a reintegration strategy, and is likely to involve transitional justice measures (see IDDRS 2.11 The Legal Framework for UN DDR and IDDRS 6.20 on DDR and Transitional Justice). Reconciliation is a complex notion that may be understood differently depending on the context. It is important to see reconciliation not only as an end goal, but also as a dynamic and often long-term and dynamic process. It cannot be declared or imposed but requires committed work involving all relevant stakeholders. It requires dealing with legacies of past human rights violations (transitional justice), but also building trust and shared visions for the future, personal security, positive relationships, breaking down of cultures of fear and suspicion, and a transformation

of the structural conditions that gave rise to conflict in the first place. Therefore, those involved in reintegration programmes should explore communities' needs and expectations with respect to reconciliation and seek to identify – always in consultation with communities and all relevant stakeholders – entry points for the reintegration process to contribute to broader reconciliation. This should be undertaken in partnership and coordination with other recovery, peacebuilding and reparation initiatives, in particular transitional justice programmes.

This may include reflection on how cultural traditions and indigenous practices may play a role in reconciliation processes. However, it is critical to ensure the victim-centredness of such initiatives and avoid processes and ceremonies that retraumatize or stigmatize victims, or that pressure them into “forgiveness” or accepting terms they are not comfortable with (e.g., by staging public encounters between victims and perpetrators). All reconciliation initiatives should be fully human rights-compliant and ensure that the dignity and safety of victims are respected, especially when dealing with survivors of sexual and gender-based violence.

In addition to focused ‘reconciliation activities’, reintegration programmes should aim to mainstream and encourage reconciliation in all programmatic components. To achieve this, these programmes should promote meaningful community participation and seek to benefit the community as a whole, including other conflict-affected groups (see section 6.3 on community-based reintegration support). 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 transform negative stereotypes, promote peaceful coexistence and build trust.

### 9.2.2 Strengthening social capital and social acceptance

Social capital is a term that points to human relationships as a resource or form of capital just as valuable as human and monetary capital.<sup>8</sup> If community members have shared norms and values this facilitates the development of trust between different individuals and enables collaborative action and community reconciliation. During armed conflict, social capital often breaks down as members of armed forces and groups join a new social unit and communities are polarized. Conflict-affected communities are often left with low levels of trust and damaged social capital. Former members of armed forces and groups may also lose their military support networks at the same time that they encounter rejection from communities. Without the development of new and pre-existing social capital, former members of armed forces and groups may be less likely to secure sustainable livelihoods.

DDR practitioners should seek to foster social capital through life skills training and activities that may contribute to reconciliation (see sections 9.1.1 and 9.2.1). Community development projects that employ former members of armed forces and groups, and engage a wide range of community members in decision making can also help to rebuild trust and contribute to reconciliation. Public information and sensitization campaigns can also be used to build social capital and social acceptance by ensuring that stakeholders are aware that reintegration programmes are not designed to reward former members of armed forces and groups, but to allow them to become valuable members of the community.

### 9.2.3 Social support networks

Social support networks are key to the adjustment of ex-combatants and persons formerly associated with armed forces and groups to civilian life. 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 culturally appropriate version of Narcotics or Alcoholics Anonymous (N/AA) to widows support groups. Socially-constructive support networks, such as peer groups, men's and women's groups, in addition to groups formed during vocational and life skills training, should be encouraged and supported with information, training and guidance, where possible and appropriate. Families should also be supported, as part of reintegration programmes, to adjust to the return of relatives who are former members of armed forces and groups.

#### *Ex-combatant associations*

When associations have mixed memberships – consisting of former members of armed forces and groups and community members – they can contribute to the development of social capital and social reintegration.<sup>9</sup> Associations often provide their members with a way to cope with vulnerability and unexpected shocks. For example, if members pay monthly dues these can be used to cover expenses that association members are unable to meet such as medical fees, funeral expenses or school tuition. Associations can be used to facilitate economic reintegration if association members are able to access micro-credit (see section 9.1.1), or if association members pool resources. While keeping ex-combatants together may run the risk that these individuals can be remobilized, remobilization depends on more than mere togetherness. A variety of additional factors are important such as the character of the armed force or group, the political context and the role of elites who may serve as recruiters. The risk of remobilization will need to be carefully analyzed against the opportunities that maintaining networks of former members of armed forces and groups present in terms of social, political and economic reintegration.<sup>10</sup>

### 9.2.4 Psychosocial services

If former members of armed forces and groups have psychological needs (such as post-traumatic stress, anxiety and/or depression), this may hinder their ability to establish and sustain social relationships to contribute to income generation and more broadly, to reintegrate into civilian life. Individuals who show outward signs of psychiatric distress, such as aggression or irritation, may face stigmatization from community members that may hinder their reintegration. DDR practitioners engaged in the provision of reintegration support shall therefore consider psychosocial support as a way to reduce suffering and allow former members of armed forces and groups to become proactive and full civilian members of society.

Psychosocial care provided as part of a reintegration programme should be coordinated and harmonized between different providers, such as Universities, NGOs, religious based initiatives and public health structures. Careful consideration should also be given to how such support can be made more available to victims and community members more broadly, including to avoid resentment. As a first step, DDR practitioners shall assess the capacity of existing support providers and identify gaps. Simultaneously DDR practitioners shall also undertake an assessment to better

understand local cultural and religious traditions and resources to addressing traumatic experiences and mental health needs. Working in consultation with national and local experts on mental health and trauma recovery services, reintegration program shall develop a referral system for DDR participants to existing service networks, and work to strengthen those programmes to promote longer term sustainability. Where those services do not exist in the country, or are weak, it may be necessary to develop a referral system, building on other medical referral systems, to serve communities and DDR participants.

A variety of trauma resolution approaches have been proven effective in the treatment of psychological stress related to trauma, including mental health literacy or psychosocial education on the nervous system and dysregulation due to acute stress, combined with somatic-based approaches to learn to identify and successfully work with triggers and promote nervous system health, and talk therapy-based approaches (including narrative exposure therapy, eye movement desensitization, have been proven effective in the treatment of traumatic practices.

Counselling services should be open and accessible to all trauma-affected members of society, including children, adults, youth, victims, perpetrators, civilians and former members of armed forces and groups. They must also be culturally acceptable (i.e., there must be a culturally acceptable age and gender match between those providing and receiving support). Interventions should be scientifically-based and follow IASC Guidelines on mental health and psychosocial support (MHPSS).

Impact evaluation should also be conducted in order to develop evidence-based best practice models, to assess the recovery of selected individuals pre- and post-treatment and, among other indicators, to assess the recovery of occupational functioning and the impact of psychosocial support on social cohesion in the community. Parallel to these evaluations, a measure of supervision (by master counsellors or clinical practitioners) and peer sharing should be established between community, district practitioners and researchers at the national level.

Where appropriate, if local capacity is limited, local staff may be trained in standardized diagnostic procedures, such as screening with close consultation with mental health providers, and manualized, evidence-based interventions, such as Narrative Exposure Therapy (NET) in combination with Interpersonal Therapy (IPT). NET in particular has been shown to be particularly effective in addressing trauma-related psychological stress in both conflict and post-conflict settings.<sup>11</sup> It can also be taught to non-medical, lay personnel with various cultural backgrounds. If mental health professionals from existing health structures are available, they should also be trained (if necessary) and involved in a referral structure.

Sensitization and public awareness programmes on mental health and related psychosocial issues should be developed and informed by the work of local staff. These programmes should sensitize the community to the symptoms experienced by those who suffer from mental illness and impairment of associated functioning. This will involve strong efforts to destigmatize the conditions faced by psychologically-affected individuals (see Module 4.60 on Public Information and Sensitization). These programmes should also provide information on access to care.

In some countries, psychological suffering is explained and treated using traditional methods. If individuals have participated in traditional rituals to be equipped with special combat powers, it may be important for them to be cleansed of these powers

once they have left their armed force or group. Some psychologists and psychiatrists recommend including traditional rituals or cooperating with traditional healers in psychosocial projects. What has been established in the scientific literature is that traditional rituals cannot be considered sufficient treatment, especially for those individuals with severe mental health issues.<sup>12</sup>

Severely psychologically-affected former members of armed forces and groups should be identified as early as possible through a screening process conducted by trained local staff. When reintegration support is preceded by formal demobilization, this type of screening shall take place during demobilization (see section 6.4 in IDDRS 4.20 on Demobilization). For further information on these issues, see IDDRS 5.70 on Health and DDR.

### 9.2.5 Medical and physical health issues

Former members of armed forces and groups are likely to suffer a range of health problems that can affect both their own reintegration prospects and receiving communities. Immediate health care assistance shall be provided as soon as individuals join a DDR process and continued throughout the reintegration programme (see IDDRS 5.70 on Health and DDR). The reintegration programme should ensure that ex-combatants and persons formerly associated with armed forces and groups are not a distinct target group for medical assistance, but receive care along with members of their communities of return. Linkages should be made to private and public national and/or community health care facilities. Support should also be given to the main caregivers in receiving communities.

#### *HIV/AIDS*

The conditions that exist during violent conflict increase the risk of infection for HIV and other sexually transmitted infections and can have a devastating impact on access to information, care and treatment (see IDDRS 5.60 on HIV/AIDS and DDR). In addition, a growing body of evidence shows that the immediate post-conflict context, in which reintegration may take place, may increase the risk of transmission due to the reopening of borders and other formerly inaccessible areas, increased mobility and the return of displaced populations. Receiving communities may perceive ex-combatants and persons formerly associated with armed forces and groups as HIV-positive and react with discrimination or stigmatization. In many cases, these negative reactions stem from fear created by misinformation about HIV and AIDS. Discrimination against or stigmatization of (potentially) HIV-infected individuals should be countered with appropriate sensitization campaigns during the reintegration programme.

HIV initiatives should start in receiving communities before reintegration begins, and should be linked wherever possible with broader recovery and humanitarian assistance provided at the community level, and to National AIDS Control Programmes. They should seek to build awareness, focus on health seeking behaviour, and ensure community access to sexual health services. In instances where formal demobilization or other DDR-related tools precede reintegration, peer education and training and awareness can begin. With the right engagement and training, ex-combatants and persons formerly associated with armed forces and groups have the potential to become agents of change by assisting their communities with HIV prevention and awareness activities.

### *Persons with disabilities*

War leaves behind large numbers of injured people. Former members of armed forces and groups with disabilities shall be included in reintegration programmes and treated equally to other reintegration participants and beneficiaries. DDR practitioners shall ensure that barriers to the inclusion of disabled individuals in all aspects of reintegration support be addressed, including by ensuring that those providing care to disabled individuals are provided with access to reintegration support. For further information on reintegration support and disability, see IDDRS 5.80 on Disability-Inclusive DDR. It is important to take into consideration the ways in which gender dynamics in the community and home intersect with disabilities, including women and girls often have the added burden of caring for persons with disabilities, and both men and women face unique challenges vis a vis how their gender identities are affected by their disabilities.

### *Reproductive health*

The provision of reproductive health services, including maternal health and the engagement of fathers and STI prevention and response programmes, should begin as early as possible in the DDR process and be continued throughout reintegration. The intersectionality of gender identities, health seeking behavior, violence and sexuality, etc. shall be considered in the design and delivery of programme support and awareness raising campaigns. Peer education campaigns can combine elements of HIV/AIDS care and prevention, reproductive health, gender identities and norms, and sexual violence prevention, using a strong platform to engage both male and female DDR participants and those with other gender identities, as well as community members and leaders in behavior change work. Planning for maternal health, including, that pregnant women who have been with armed forces and groups may not have seen a doctor during their pregnancy and therefore may require urgent referral to services and/or more regular access to care once returning to civilian life. Preferential or subsidized access to reproductive care may be required and should be considered by DDR practitioners.

### *Sexual violence recovery services*

Sexual violence is often a tool of war utilized against women and girls, but can also be used against men and boys. Therefore, services should be culturally appropriate to ensure appropriate, confidential, and trauma-informed care is available to, and customized to the specific needs of, all genders. Access to sexual violence recovery services, including pep kits, sexual assault evidence collection kits, fistula repair, psychosocial support, and access to justice services, should be available to male, female, and non-binary individuals. Given female survivors may return to communities with children born out of wedlock or as a result of sexual violence, targeted culturally-appropriate, information and behavior change campaigns should be undertaken to mitigate potential stigma against them or their children.

All ICRS providers should provide informational materials and counselling support to appropriately refer sexual violence survivors in a gender-responsive manner. Sexual violence prevention programmes should be included as part of any reintegration programme. Post-conflict, rises in sexual and gender-based violence, particularly intimate partner violence, is common.

The socialization or conditioning to violence, combined with nervous system dysregulation, untreated trauma, negative coping mechanisms such as the use of drugs or alcohol, inability to attain social status according to one's gender identity or local customs, can all be drivers to increases in violent acts. Prevention programming should focus at the community level, engaging leaders and all members of society through public information and behavior change communication programmes, such as peer education, radio dramas, small group training or discussion groups, community events, etc. Targeted support for stress management and emotional regulation should also be provided in tandem with broader community support. Reintegration programmes should also provide social skill building, training, and other support to mitigate harmful gender identities and norms that may link violence with gender identity expressions.

### 9.2.6 Gender identities and norms

Due to the intersectionality of gender identities and norms in all aspects of the reintegration process, reintegration support should include culturally appropriate training/discussion or other community mobilization activities on gender and work to actively shift harmful norms. Gender training should begin in demobilization with sensitization sessions, but should be addressed in more depth in reintegration support. Reintegration support should be based on gender-responsive assessments with community members and ex-combatants and associated groups. They should include programmatic and public information components which engage individuals and communities in discussion around cultural norms and gender identities, frustrations, or challenges in achieving those norms, the intersectionality with proclivity to use violence, violent or militarized gender identities, and linkages to sexual health, to enable broader dialogue.

Peer education action-oriented groups, which provide training and sensitization can support deeper ownership and broader community reach. Public information campaigns and programme support should foster non-violent, healthy expressions of masculinities and femininities. This can be part of peer education programming around gender-based and sexual violence prevention, fatherhood and parenting campaigns, reproductive health, or other innovative programming. Good practice from implementing social reintegration programme components adapted from the development context for reintegration programmes) have demonstrated the importance of addressing these issues given their link to both sustainable peace and security, as well as the importance of adapting them to be culturally appropriate.

## 9.3 Political reintegration

Political reintegration is the involvement and participation of ex-combatants and persons formerly associated with armed forces and groups in decision- and policy-making processes at the national, regional and community levels. It is important to differentiate between *political reintegration* and the *political nature* of reintegration processes. DDR as a whole is inherently political and is often part of a political strategy to induce armed forces and groups to exchange violence for dialogue and a negotiated peace agreement (see IDDRS 2.20 on The Politics of DDR). While political reintegration is related to this strategy, its goals are more specifically focused on engaging programme participants



and beneficiaries in the political processes of their communities and countries at both the individual and group levels. Overarching political strategies and political reintegration may however be linked. For example, warring parties may push their members to run for political office, encourage integration into the security services so as to build a power base within these forces, or opt for cash reintegration assistance, some of which is used to support political activities. The notion of individual choice should therefore be encouraged so as to counter attempts to co-opt reintegration for political ends.

### 9.3.1 Group level political reintegration

Aiding former armed groups to transform into political parties is essential to ensuring that grievances and visions for society continue to be expressed in a non-violent manner. While efforts to build political platforms, including political parties lie beyond the scope of DDR, DDR practitioners may develop partnerships with actors that are already engaged in this field.<sup>13</sup> The latter could develop projects to assist armed group members who enter into politics in preparing for their new roles. The decision to seek such partnerships shall be based on a thorough analysis of the political context and of the armed group in question. This is because the elevation of some armed groups into political parties may only serve to entrench and legitimize groups that are corrupt, do not enjoy public support and undermine the political system over the long-term (see section 5 of IDDRS 2.20 on The Politics of DDR).

### 9.3.2 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 governing their country without fear of intimidation, discrimination, retaliation or violence. To support individual level political reintegration, DDR practitioners may include the following activities within reintegration programmes:

- Public information and sensitization campaigns on civil and political rights: Former members of armed forces and groups and their communities of return should receive sensitization related to political reintegration and the accompanying peace process (if one exists).
- Restoring legal identity and access to social security benefits/allowances: Reintegration programmes should support access to social security benefits through access to identity cards, social security documents, and voter and property registration.
- Civic and voter education: This may include the provision of education (or referrals to educational opportunities) on the nature and functioning of democratic institutions at the national, regional and/or local levels. If a peace process is in place, civic education on this process should be considered. At the local level, human rights education on the practical application of rights, such as the right to participate in public affairs (by voting in free and fair elections but also outside of electoral processes) and the exercise of fundamental freedoms such as the rights to freedom of opinion and expression and to peaceful assembly (including the right to dissent and protest) may be particularly effective.

Female ex-combatants and women formerly associated with armed forces and groups may face discrimination in regard to the exercise of their civil and political rights, combined with a socio-cultural environment that is not conducive to their engagement in public life and decision making. DDR practitioners should therefore pay specific attention to the needs of women, include an ‘intersectionality’ approach in assessments for political reintegration, and include gender in monitoring and evaluation for political reintegration (see IDDRS 5.10 on Women, Gender and DDR). The specific needs of youth, persons with disabilities and persons with chronic illnesses should also be addressed.

DDR practitioners should closely coordinate reintegration programming with relevant line ministries and the principal UN entities involved in early and longer-term support to the restoration and strengthening of civil rights and governance. They should also coordinate and liaise with donors, multilateral organizations, NGOs, and other relevant organizations and civil society organizations dedicated to political party assistance and electoral support. If support to political reintegration is being provided within the context of a peacekeeping mission, then DDR practitioners should make use of the assets and capacities of this mission. DDR practitioners should also consider the involvement of specialized organizations, including advocacy groups, organizations for persons with disabilities and ex-combatant associations in the planning and brainstorming process for political reintegration programming. In particular, ex-combatant associations can serve as critical parts of civil society, articulating and advancing the political ideas of ex-combatants. The benefits and risks of working through ex-combatant associations should be evaluated on a case-by-case basis (see section 9.2.3).

## Annex 1: Sample survey questions for reintegration programme participants

Demographic composition	<ul style="list-style-type: none"> <li>■ What are the ages, sex, and ethnicities within the group(s) to be reintegrated?</li> <li>■ 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?</li> <li>■ What language(s) do participants speak?</li> </ul>
Military and personal background	<ul style="list-style-type: none"> <li>■ Which armed force or group did the individual belong to?</li> <li>■ What was his/her position in the armed force or group?</li> <li>■ How long did the individual remain with the armed force or group?</li> <li>■ What were the main motivations for joining the armed force or group?</li> <li>■ What is the individual's marital status?</li> <li>■ How many dependants does he/she have?</li> <li>■ Does the individual plan to be reunited with his/her family/social group upon reintegration?</li> </ul>
Education and qualifications	<ul style="list-style-type: none"> <li>■ What is the individual's level of education? Literacy?</li> <li>■ What skills and work experience does he/she have, including those skills/experiences acquired while a member of an armed force or group?</li> <li>■ What was his or her rank/grade in the armed force or group?</li> </ul>
Areas of return/choice	<ul style="list-style-type: none"> <li>■ What are the participants' communities of origin?</li> <li>■ Where do they plan to (re)integrate? (e.g., what is their community of choice)?</li> <li>■ Do they have land to return to?</li> <li>■ Do they have a house, livestock, or any other assets to return to?</li> <li>■ What is the primary livelihood of the people in the area where they will return?</li> <li>■ How will they access food and energy for their basic needs?</li> </ul>
Expectations	<ul style="list-style-type: none"> <li>■ What are their expectations or concerns about the reintegration process and their return to civilian life?</li> <li>■ How do they anticipate being received in their communities of return/choice?</li> <li>■ What are the expectations of the community about returning former members of armed forces and groups?</li> </ul>
Security risk	<ul style="list-style-type: none"> <li>■ Do any returning former members of armed forces and groups pose a long-term security threat? How and to whom?</li> <li>■ Do returning former members of armed forces and groups face any security risks (i.e., from active armed groups, retaliation from community members etc.)?</li> <li>■ What effect will these risks have on the sustainability of the reintegration process?</li> </ul>

## Endnotes

- 1 <https://undg.org/document/conflict-and-development-analysis-tool/>.
- 2 For additional information on RPBAAs, see Joint Recovery and Peacebuilding Assessments – A Practical Note to Assessment and Planning.
- 3 PBSO/ILO/UNDP/World Bank Comprehensive Review
- 4 For further information on this three-track approach see the UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration
- 5 World Bank project appraisal document from the TDRP to the DRC for the reinsertion and reintegration project 2015 – p. 18.
- 6 These factors are taken from The ILO Guidelines for the Socio-Economic Reintegration of Ex-Combatants.
- 7 Business Development Services for Small Enterprises: Guiding Principles for Donor Intervention, 2001.
- 8 Leff, Jonah. 2008. “The Nexus between Social Capital and Reintegration of Ex-Combatants: A Case for Sierra Leone.” *African Journal on Conflict Resolution* 8 (1): 18–20.
- 9 Lemasle, N. 2012. From conflict to resilience: Ex-combatant trade associations in post-conflict. Lessons learnt from the Republic of Congo and the Democratic Republic of Congo. World Bank. Available at: <http://www.tdrp.net/PDFs/DRC%20ROC%20Excombatants%20trade%20associations%20Jan%202012.pdf> [Last accessed 27 August 2016].
- 10 Wiegink, Nikkie 2015. Former Military Networks a Threat to Peace? The Demobilisation and Remobilization of Renamo in Central Mozambique
- 11 Maedl et al. 2010 Psychological rehabilitation of ex-combatants in non-western, post-conflict settings, *Trauma Rehabilitation After War and Conflict*, pp. 177-213
- 12 Ibid. p. 202
- 13 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

## **NOTE**

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