



Centre for
International Cooperation
and Security

Final Project Report

Disarmament, Demobilisation and Reintegration (DDR)
and Human Security:
Post-Conflict Security-Building and the Interests of the Poor

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Project Partners:

The Institute for Security Studies (ISS), South Africa

Saferworld, U.K.

The O'Brien Centre, Philippines

The Overseas Development Institute, U.K.



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1. Introduction

This document provides a Final Report on the 'Disarmament, Demobilisation and Reintegration (DDR) and Human Security: Post-Conflict Security-Building and the Interests of the Poor' project undertaken by the Centre for International Cooperation and Security (CICS) of the Department of Peace Studies at the University of Bradford in partnership with: The Institute for Security Studies (ISS) in South Africa; The O'Brien Centre, in Bacalod City, Philippines; Saferworld UK; and The Overseas Development Institute (ODI) in London.

This applied research project began in March 2006 and finished in July 2008 producing:

- five Thematic Working Papers;
- three main Case Studies;
- seven Mini-case Studies;
- twelve Desk Reviews;
- a Literature Survey; and
- an international Workshop Report.

These documents and other background materials and resources can be found at the Project Website: <http://www.ddr-humansecurity.org.uk/>

2. Project Rationale

The design, development and implementation of peace-support missions and programmes for countries in or emerging from conflict are a major concern for the international community, especially for the main actors involved in such processes including, targeted beneficiaries, affected populations, non-governmental organisations, international and regional organisations and donor and host governments. Disarmament, Demobilisation and Reintegration of ex-combatants programmes and processes are now acknowledged to be key elements of such wider peace support efforts, and there is growing experience with their design and implementation. As DFID has recently highlighted in its report, '*Security for All: A Strategy for Security and Development*', conflict and post-conflict situations present critical issues for the security of the poor and poverty reduction, and improving security for the poor must be considered as an intrinsic element of poverty reduction efforts.

However, to-date, DDR programmes have rarely been conceived or implemented in ways which mainstream holistic consideration of the security needs and perspectives of the poor and most vulnerable. Therefore, during 2004-05, there had been intensive

international work to review experiences with DDR programmes and to develop policies, good practice guidelines and procedures. These include, the Stockholm Initiative on DDR, the UN Interagency Working Group on DDR whose aim was to develop the International DDR Standards (IDDRS), work by the UNDP and others.

This project has specifically built upon this recent work on DDR to examine and develop opportunities to design human security and pro-poor considerations into DDR programmes and processes. Indeed, participants in the SIDDR and UN IDDRS programmes acknowledge that this has only been partially done in their work. In addition, one of the emerging conclusions from recent international reviews of DDR programmes is that it is important to recognise their limits. They need to ensure delivery of core DDR objectives and to rely, substantially, on other programmes to address other pressing problems. Therefore, in addition to developing approaches to design pro-poor and human security considerations into DDR programmes themselves, this project also focused on ways in which the relationships between DDR and such associated and wider programmes can be designed to enhance their overall contribution to human security and to the needs and interests of poor people and vulnerable communities.

This focus has opened up critical and relatively neglected areas of policy and programme design. In relation to human security from violence, Safety, Security and Access to Justice (SSAJ), Small Arms and Light Weapons (SALW), Security Sector reform (SSR), violence reduction and other such programmes typically coexist with or follow DDR programmes. However, there is generally an inadequate linkage, co-ordination and coherence among them. This project has aimed to examine a range of experience and opportunities to develop guidance on ways in which these relationships can be designed and implemented to better enhance human security and efforts to address poverty and the needs of vulnerable groups. It is also hoped that it will help to overcome the present lack of interaction amongst the communities responsible for these various programming areas by creating links between key stakeholders in these fragmented stakeholder communities.

Finally, there are major gaps in international understandings and practices about the ways in which DDR processes fit into the longer term processes of ending conflict, supporting re-construction and building peace and particularly, the ways they might address priorities for human security and promoting the interests of the poor. During their implementation, understandings of the key roles that DDR can play in conflict prevention and security building are too often out of date or are too narrowly conceived. We have found that the long-term relationships and implications of DDR processes for wider SSR, weapons control, reconstruction and development strategies and goals are generally poorly thought through. This project has also sought to address such gaps.

3. Project Partner Organisations

The partner organisations involved in this project combined extensive and comprehensive expertise and experience on all of the key issues and areas addressed in this project, and relationships with key stakeholder communities.

The **Centre for International Cooperation and Security (CICS)** is an internationally recognised centre for applied research, consultancy services and training on a range of issues related to conflict, security and development, including DDR. It has a wide network of established partnerships and relationships with the primary or secondary stakeholders in the project, on all continents, as well as with the relevant institutions and research communities.

The **Institute for Security Studies (ISS)** is a regional security studies think-tank based in South Africa, with offices in Malawi, Nairobi and Addis Ababa. It engages on peace and security issues throughout Africa, and has well-developed experience and programme for applied research, training, and influencing on DDR, human security, peace processes and associated programmes.

The **O'Brien Centre**, in Bacolod City, Philippines, not only have extensive experience on studies and engagement with DDR and related processes in Mindanao, but also active engagement with similar policy and implementation work in communities across South East and South Asia.

Saferworld is an NGO that works with governments and civil society internationally to research, promote and implement new strategies to increase human security and prevent armed violence. It has offices in London, Nairobi, Kampala and Colombo, and programmes in East Africa, Europe (i.e., Eastern Europe, South Caucasus and Russia and South Eastern Europe) and South Asia.

The **Overseas Development Institute (ODI)** is highly regarded and internationally recognised research centre, and particularly brings in-depth expertise on pro-poor programming, livelihoods, social protection and service delivery in developing countries, including conflict prone and war-torn societies.

4. Project Beneficiaries

The direct beneficiaries of the project are members of the international and national policy and practitioner communities concerned with the design, development and implementation of programmes or missions to support peace processes, post-conflict stabilisation, peace-building and reconstruction and particularly, those concerned with DDR and associated processes and strategies. Therefore, the primary stakeholders include relevant units and agencies in the UK and other national governments, the United Nations (i.e., DPKO, DPA, DDA, UNDP, etc), relevant regional and international organisations (including EU, AU, ECOWAS, OAS, ARF, etc), and NGOs, both international and those national agencies in the affected regions. The project's focus on the poor will benefit those pursuing and supporting national and international poverty reduction objectives in countries emerging from conflict, at the same time, supporting the objectives of those working to reduce conflict and promote human rights. The ultimate target beneficiaries are the poor in contexts where DDR activity takes place.

The project has been designed to build on recent DDR work, including the results of the Stockholm Initiative on DDR (SIDDR) and the UN Inter-Agency Working Group (UN IAWG) on International DDR Standards. It includes examination of existing information and studies, detailed investigation of experience in selected countries

across the world and of international peace-support missions. Based on this empirical work, lessons learned, design principles and guidance documents have been produced to enhance human security and pro-poor considerations and the impacts of DDR and associated programmes. Emphasis has been placed on securing perspectives from the poor and others from the South. Surveys, interviews and some small workshops have been undertaken to focus on particular issues and geographical settings in 11 countries, each contributing to the development of the Thematic Working Papers.

The main elements of the project are the set of five Thematic Working Papers on design principles and good practice guidelines to support pro-poor DDR and related programmes, together with three Case Studies, seven Mini-case Studies and twelve Desk Reviews. This material is being put forward as a supplement to existing DDR guidance documents rather than an attempt to reinvent previous knowledge and experience. A dedicated website will be maintained by the project team after the project closes to ensure that the material is available for other interested parties as well.

5. Goals and Objectives

The primary goal of this project has been to improve understanding and influence DDR activities and programmes and their links with related stabilisation, peace-building and re-construction programmes towards approaches that more specifically and effectively address human security priorities and the needs and interests of the poor in affected countries. Its overall purpose and objectives have been to produce: (i) high quality evidence-based applied research analysis through a series of publications; and (ii) improved use and understanding amongst relevant policy and practitioner communities, of the impacts, lessons learned, good practices, and programme design, development and implementation principles of DDR and associated programmes to strengthen human security and promote the interests of the poor.

Within this framework, the project has enhanced the understanding and improved the policies and approaches of relevant international and national policy and practitioner communities through an examination of three Thematic Areas:

(A) DDR Programmes:

How the design and implementation of DDR programmes can and do affect human security and the interests of the poor; and, building on the Stockholm Initiative and UN IAWG on DDR, how DDR activities can be designed to contribute more to these pro-poor goals;

(B) DDR and Closely Related Programmes:

How the interrelationships between DDR and other related programmes, such as Security Sector Reform, Small Arms and Light Weapons control, Safety, Security and Access to Justice, Humanitarian Aid, Service Delivery, etc, have affected their overall contribution to human security and the interests of the poor; and, how such interrelationships can be designed and improved to strengthen human security and benefit the poor; and

- (C) DDR and Wider Associated Strategies:
How the ways in which DDR processes have been integrated into peace processes, post-conflict peace-building and reconstruction missions, have affected the opportunities and constraints for promoting human security and the interests of the poor; and, how changed approaches could better ensure that DDR programmes are embedded in post-conflict recovery programmes in ways that most effectively promote human security and the interests of the poor.

6. Project Methodology

As stated above, the project methodology followed three lines of research which examined the relationships between DDR and human security and the interests of the poor. These involved:

- (A) The design, development and implementation of DDR programmes;
- (B) The nature and effectiveness of relationships between DDR and related security and social support programmes in countries emerging from conflict; and
- (C) The ways in which DDR concerns and programmes are integrated into the development and negotiation of peace-agreements, and embedded in strategies and missions to support post-conflict peace-building and reconstruction.

The Project examined these three themes systematically in relation to both:

- The distinctive phases of emergence from conflict including post-conflict recovery and reconstruction; and
- The two key ways that DDR and associated programmes directly affect the human security of the poor through improvement of their security from violence ("freedom from fear") and through social support and poverty alleviation ("freedom from want").

Project Duration and Implementation:

The Project began in March 2006 and was implemented in three phases ending in July 2008. An emphasis has been placed on securing the perspectives of those in the South as well as the international policy community. Key project activities included examining and reviewing existing information and studies, combined with an in-depth investigation and analysis of experience in selected countries across the world. Outputs include a set of five Thematic Working Papers, three Case Studies, seven Mini-case Studies and twelve Desk Reviews detailing design principles and good practice guidelines to support human security concerns and programme objectives that reflect the interests of the poor. These and other background and resource material is available on the project website. In addition, project researchers have contributed to many national, regional and international expert workshops and policy and practitioner meetings across most regions of the world, to contribute to the development of more effective use of DDR and associated programmes and processes

to promote human security and address the needs of vulnerable communities (as well as of national and international security).

Key Activities and Outputs by Phase

Phase I: March – July, 2006

This first phase of the Project established working relationships and initiated cooperation and contact with key stakeholders. An initial review of DDR and related processes in terms of human security and the interests of the poor as presented in the literature, including policy documents and related independent analyses, was undertaken, supplemented by interviews with primary stakeholders, including participants in the UN and Stockholm DDR processes. The results of these reviews fed into a methodological statement that developed the analytical framework for assessing the impact of these programmes and processes on human security and the poor.

A Workshop at the end of Phase I in July 2006 brought together the Project Partners, leading practitioners and researchers to identify and examine issues and priorities for the Project following on from the SIDDR and UN IDDRS initiatives. Those discussions focused on how DDR could then be taken forward in a way that maximizes the benefits for the poor. Opportunities and challenges for better coordinating DDR with related programming (i.e., SSR, SALW, Transitional Justice, IDP Return, etc.) in the context of wider post-conflict recovery and peace-building strategies, as well as, issues, themes and priorities for DDR in relation to poverty and development, were examined.

Phase II: August, 2006 – March 2008

Phase II saw the completion of the central research elements of the Project. This work started with the completion of three detailed Case Studies constituting impact assessments of DDR projects and involving in-country field research.

The three main **Case Studies** focused on:

- (1) Liberia;
- (2) Sierra Leone; and
- (3) East Timor.

In addition, the project also commissioned a fourth paper to present an overview of the two West African Case Studies in order to compare and contrast the two cases thereby providing a more in-depth and cross-cutting analysis for examination.

- (4) West African Overview Paper.

During this phase, it was agreed that the three main Case Studies needed to be supported by a set of seven additional Mini-case Studies in order to supplement the twelve Desk Reviews of the significant DDR programmes.

The seven **Mini-case Studies** include:

- (1) Autonomous Region of Muslim Mindanao (ARMM);
- (2) Burundi;
- (3) Central African Republic (CAR);
- (4) Congo Brazzaville;
- (5) Nepal;
- (6) South Sudan; and
- (7) Uganda.

The twelve **Desk Reviews** looked at the following countries:

- (1) Afghanistan;
- (2) Angola;
- (3) Burundi;
- (4) Bosnia and Herzegovina (BiH);
- (5) Cambodia;
- (6) El Salvador;
- (7) Eritrea;
- (8) Haiti;
- (9) Ivory Coast;
- (10) Kosovo;
- (11) Mozambique; and
- (12) Niger.

This detailed field and desk research was used as the empirical basis for the five Thematic Working Papers investigating the central issues and key themes identified for the project.

The **Thematic Working Papers** have focused on the following critical topics:

- (1) DDR Programming:

A critical examination of the evolution of the DDR concept and programming including, the Multi-country Demobilization and Reintegration Programme (MDRP), the SIDDR, the UN IDDRS and the way forward for future DDR initiatives.

- (2) DDR and Security Sector Reform (SSR):

This paper examines the challenges and priorities for integrating and coordinating DDR and SSR programmes in countries emerging from conflict.

- (3) DDR and Arms Management and SALW Programmes:

This paper analyses the opportunities and main concerns for integrating and coordinating DDR with Arms Management and SALW programmes in a countries emerging from conflict..

(4) DDR and Post-conflict Stabilisation:

This paper scrutinizes the conceptual underpinnings and practical applications of reinsertion assistance as a transitional and interim support mechanism which links the demobilisation and reintegration phases in war-to-peace transitions. It examines experience and priorities for coordination between DDR and other programmes relating to human security (such as IDP return and freedom from want).

(5) DDR and Longer Term Development and Peace-building:

This paper looks at the inter-relationship between DDR and associated security programmes and the transition and/or development from post-conflict stabilisation towards longer-term peace-building and national or regional development processes.

Phase III: April – July 2008

The third phase of the project saw the final editing, updating and revision of the main project research elements by external reviewers and the project team.

The final outputs included the following:

- five Thematic Working Papers;
- three main Case Studies;
- seven Mini-case Studies;
- twelve Desk Reviews;
- a Literature Survey; and
- an international Workshop Report.

These documents and other key background materials and critical resources can be found at the Project Website: <http://www.ddr-humansecurity.org.uk/>

8. Beneficiaries and Stakeholders

The ultimate target beneficiaries of the Project are the poor in contexts where DDR and related activities take place.

The primary stakeholders are members of the international and national policy and practitioner communities concerned with the design, development and implementation of programmes or missions to support peace processes, post-conflict stabilisation, peace-building and reconstruction. These include:

- the United Nations system, especially DPKO, DPA, DDA, and UNDP;
- relevant Regional and International Organizations, including EU, AU, ECOWAS, OAS, and ARF;
- relevant national government institutions, ministries and agencies both in donor and host countries where DDR is taking place; and
- NGOs, both international and local in the affected regions.

Throughout the project, project partners and researchers have engaged with all of these types of beneficiary and stakeholder groups, through a combination of activities and events supported directly by this project and wider engagement in relevant workshop, meetings and processes.

The Project is designed to benefit those pursuing and supporting national and international poverty reduction objectives in countries emerging from conflict, while at the same time supporting the objectives of those working to reduce violent conflict and build peace.

Secondary stakeholders include the wider communities of policy-makers, researchers, opinion-formers, and civil society groups, operating both internationally and in affected regions, which are directly concerned with the impact and effectiveness of DDR processes and associated programmes.

9. Sustainability

One indicator of success will be whether the project positively influences debates in DDR and related processes and not only leads to beneficial outcomes on the ground but also results in changes in relevant national, regional and international guidelines and procedures on the design, development and implementation of DDR and associated programmes. The project addresses a relatively neglected area, but success in its goals could lead to enduring improvement in DDR understandings and design with long-term benefits for the poor and affected populations.

Similarly, the project has created linkages and shared understandings amongst policy and practitioner communities concerned with DDR, justice and security as they direct more informed support strategies for the poor and vulnerable communities.

It has been agreed that that Project Team and its wide network of partners and contacts across the world, including in affected regions, have a long-term commitment to the issues addressed beyond the end of this project. For example, the intention is to continue to maintain the Project Website after the project closes to promote uptake of the findings, generate new interest and evolve them further. A series of follow-on activities and publications are planned, to further disseminate findings. Finally, the findings and guidelines from the project will be integrated into the consultancy services and education and training courses of the Project Partners across the world.

10. Conclusion

The broad scope of the project, working as it did across a wide range of different sectors, posed conceptual and operational challenges in conducting the research and analysis. However, this breadth provided an important opportunity to explore new ground in achieving the goals and objectives of the project. The aim of the project has been to develop new research and analysis regarding the complex dynamics between DDR and human security concerns and the interests of the poor in post-conflict environments. These complex relationships were examined:

- (i) within current and evolving DDR practices themselves; and

(ii) in the cross-cutting, overlapping and sometimes mutually exclusive relationships which characterise the opportunities which exist between DDR and closely associated security-building strategies and wider ranging, post-conflict transitional assistance and national reconstruction and peace-building frameworks.

As stated earlier, the practice and understanding of the global DDR sector has been undergoing a period of critical examination and rapid conceptual development in recent years as international decision-makers, policy advisors, practitioners, host and donor governments, presumptive authorities and affected populations seek to understand and, hopefully, improve the performance of such assistance to increase the effectiveness and efficiency of DDR and related programmes.

No where is the evolution of DDR ‘thinking’ and practice more important than in clearly articulating its relationship with related security strategies and associated post-conflict peace- and security-building and reconstruction frameworks as they combine to strengthen, or weaken, the human security needs of affected populations, targeted beneficiaries and other vulnerable groups in countries emerging from conflict. Overall, this project has demonstrated that while there has been a plethora of international attention and focus on developing the conceptual framework for DDR programmes in recent years, the practical application of these ideas and concepts into concrete, realistic and sensible programme strategies, institutional arrangements, coordination frameworks, funding mechanisms and political agreements has still a long way to go in order to realise the goal of seeing DDR initiatives directly and indirectly achieving their own specific objectives, let alone strengthening human security and pro-poor goals.

One important consideration in this development is an acknowledgement of the difficulty of designing and implementing DDR programmes in an actual country or regional context as many of our case studies and working papers have demonstrated. Often, DDR Managers are having to work in a country context which is emerging from conflict and characterized by delicate political negotiations, an often flawed peace process, limited information, weak national governance, presumptive authorities, fragile economies, devastated livelihoods, rising expectations, widespread social trauma, grave insecurity and seriously damaged and/or very limited social structures. A additional consideration is that this ‘country or regional operation’ takes place within a complex and changing international context of overlapping political agendas, institutional competitions, differing points of view, weak management, poor coordination and communications, fragmented leadership, waning political will, short attention spans, rapid staff turnovers and scarce resources.

As such, a clear lesson from past experience and recent analysis is that trying to impose a ‘one size fits all’ approach on any specific DDR country mission will result in failure. The local context, in all of its complexity, has to be the lens through which specific DDR missions are conceived, designed, implemented, adjusted and finally, evaluated. In particular, we cannot forget the key role that the host government has to play in displaying real ownership and leadership of the stabilisation process and recovery strategy within a human security framework. Above all, it is important for the key stakeholders not to be unnecessarily locked into a perspective that limits the flexibility of DDR managers and higher level decision-makers to adapt the rich

mixture of peace and security policy-programme 'tools' available to them, to the actual needs of the local context, even when it is unclear how they can best be used in combination.

As our analysis demonstrates, in addition to the 'classical' DDR sequence and new interpretations which are emerging from around the world, the evolution of a more integrated DDR process will benefit the poor and enhance sustainable peace and human security of vulnerable groups and the wider community. Therefore, in order for more holistic thinking on DDR to be incorporated into DDR programming, it is crucial that three changes take place to current methods of operation. First, significant resources must be made available in a timely fashion. Second, a long-term and detailed planning process, based upon accurate intelligence, must be followed to provide credibility and integrity to the programmes in order to be more effective and efficient over time. Finally, a proper consultation process with host governments and affected populations must take place based upon the key principles of participation, ownership and empowerment.

In addition, as several of the Working Papers discuss, in some specific contexts, it may well be that a more integrated programme will not be effective due to the conflicting institutional patterns of resources, capabilities and interests involved in a particular operation. The universal challenges of inter-agency and multilateral communication, coordination and cooperation at various levels are well known to all. In these circumstances, we believe that there is a strong potential benefit in exploring the possibility of a more 'modular' approach to the wide range of programme and policy instruments available in different contexts. For example, it may well be that a more flexible combination of the various DDR, SSR and SALW programme elements could be combined into a unique package customised for the specific purposes of a particular time and place. In this way, it should be possible to create a more closely integrated and coordinated strategy which achieves a greater level of security and well-being for the poor and marginalised groups.

All of which goes to support the point made by the IDDRS and the SIDDR, that DDR cannot stand alone, a programme unto itself. DDR needs to take its place as one of several complimentary peace- and security-building strategies, all of which are coordinated within an overall national and regional framework of a broad peace-building strategy, recovery process and socio-development framework. The real question in the next few years for all actors concerned with DDR issues and human security concerns will be how to put into practice integrated and distinctive DDR programming which strengthens human security and reduces the vulnerability of affected populations.