

Disarmament, Demobilization and Reintegration (DDR) in Peace Agreements and UN Peacekeeping Mandates

Introduction

Although there is no blue print for Disarmament, Demobilization and Reintegration (DDR) programmes, there is a common view that the inclusion of coherent and detailed DDR programs in peace agreements and in the United Nations (UN) peacekeeping mandates is crucial for the implementation of the programmes and hence of great importance to achieve lasting peace.

This working paper will try to identify how the UN started to include the DDR concept in its documents related to Peace and Security (Secretary General reports, Security Council resolutions and Security Council Presidential statements); the inclusion of the concept in Peace Agreements and; how it was tackled in one of the most recent PKO, Haiti. Finally, some conclusions and questions will be drawn.

1.- Evolution of DDR in UN documents:

We can look at how the UN approached DDR in its documents in two different ways: from a doctrinaire point of view, and from a more empirical one.

a.- Doctrine

In November 1999, the President of the Security Council (SC) made a statement on behalf of the Council (S/PRST/1999/34) under the item "Maintenance of Peace and Security and post-conflict peace-building" requesting the Secretary General (SG) to submit a report containing analysis, observations and recommendations regarding DDR.

The SG submitted his report (S/2000/101) "The Role of UN Peacekeeping in DDR." in February 2000. This exhaustive report included chapters on: Evolution of DDR at UNPKO; Definitions of disarmament, demobilization and reintegration; Supporting DDR in a PK environment, including planning phase, demobilization, disarmament and reintegration and; Ensuring an effective response.

DDR is defined as follows:

"Disarmament is the collection of small arms and light and heavy weapons within a conflict zone. It frequently entails the assembly and cantonment of combatants; it should also comprise the development of arms management programmes, including their safe storage and their final disposition, which may entail their destruction. Demining may also be part of this process.

Demobilization refers to the process by which parties to a conflict begin to disband their military structures and combatants begin the transformation into civilian life. It generally entails registration of former combatants; some kind of assistance to enable them to meet their immediate basic needs; discharge, and transportation to their home communities. It may be followed by recruitment into a new, unified military force.

Reintegration refers to the process that allows ex-combatants and their families to adapt, economically and socially, to productive civilian life. It generally entails the provision of a package of cash or in-kind compensation, training, and job-

and income-generating projects. These measures frequently depend for their effectiveness upon other, broader undertakings, such as assistance to returning refugees and internally displaced persons; economic development at the community and national level; infrastructure rehabilitation; truth and reconciliation efforts; and institutional reform. Enhancement of local capacity is often crucial for the long-term success of reintegration.”

This report was addressed and welcomed by the SC in its President’s Statement S/PRST/2000/10 of 23 March 2000.

The above two documents could be considered as the corner stone of DDR within United Nations Security Council and the following ones as based on them..

Resolutions:

S/RES/1318 (2000) on ensuring an effective role for the SC in the maintenance of international peace and security, particularly in Africa.

S/RES/1325 (2000) on women and peace and security.

S/RES/1353 (2001) on the strengthening co-operation with troop-contributing countries.

S/RES/1366 (2001) on the role of the SC in the prevention of armed conflicts.

S/RES/1379 (2001) on children and armed conflict.

S/RES/1460 (2003) on children and armed conflict.

S/RES/1539 (2004) on children and armed conflict.

Presidential statements:

S/PRST/2003/12 on Security Council mission.

S/PRST/2004/1 on small arms.

S/PRST/2004/7 on cross-border issues in West Africa.

S/PRST/2004/33 on civilian aspects of conflict management and peace-building

S/PRST/2004/40 on women and peace and security.

S/PRST/2004/46 on protection of civilians in armed conflict.

S/PRST/2005/7 on small arms.

S/PRST/2005/8 on children and armed conflict.

S/PRST/2005/9 on cross-border issues in West Africa.

Implementation:

Regarding specific conflicts it is interesting to note that in 2004 twelve SC resolutions addressed the issue of DDR. The resolutions and the conflicts were the following:

S/RES/1522 (2004) RD Congo.

S/RES/1528 (2004) Cote d’Ivoire

S/RES/1536 (2004) Afghanistan.

S/RES/1537 (2004) Sierra Leone.

S/RES/1545 (2004) Burundi.

S/RES/1561 (2004) Liberia.

S/RES/1562 (2004) Sierra Leone.

S/RES/1563 (2004) Afghanistan.

S/RES/1565 (2004) RD Congo.

S/RES/1571 (2004) Haiti.

S/RES/1579 (2004) Liberia

S/RES/1584 (2004) Cote d’Ivoire

2.- DDR in Peace Agreements

DDR in peace agreements was addressed in various conflicts seized by the SC. This can be assessed in “DDR in Peace Agreements and UN Peacekeeping Mandates”, “Inclusion of DDR in peace agreements, processes and mandates” and “DDR” which reviewed the following conflicts: Mozambique, 1993; Angola, 1994; Guatemala, 1994; Sierra Leone, 1999; The Democratic Republic of Congo, 1999; Liberia, 2003; Cote d’Ivoire, 2004.

3.- HAITI (2004-....)

a) Establishment and evolution of the Mission from DDR point of view:

Haiti is one of the latest and biggest operations established by the SC in recent years. For this reason it is interesting to see how the issue of DDR has and is been dealt within UN documents.

After several months of virtual civil war between factions, including the resignation of President Aristide, designation of President Mr. Boniface Alexandre and relentless violence, the SC decided to act, once more, to re-establish peace and security.

The SC, in its resolution 1529 (2004), of 29 of February 2004, requested de SG in consultation with the Organization of American States to present recommendations to establish a force, and decided to establish a Multinational Interim Force in Haiti. The SG presented his report S/2004/300, of 16 April 2004, suggesting a mandate for a MINUSTAH; within its suggested mandate it was included the following references to DDR:

“...to assist the transitional Government, particularly the Haitian National Police, with comprehensive and sustainable DDR programmes for all armed groups, including women and children associated with such groups, as well as weapons control and public security measures;”

“The civilian police would also support other components of the Mission in selected DDR activities...”

“In order to provide assistance for the planning and implementation of a national DDR strategy, the Mission would include a DDR unit, which would work closely with all components of the Mission, particularly the military, civilian police and human rights, as well as UN agencies, funds and programmes the Mission would integrate and build upon ongoing DDR technical expertise and in-country resources. In order to accomplish its task, the DDR unit would participate in the development and implementation of the initial plans to disarm armed groups and in the formulation of a comprehensive DDR strategy, including reintegration efforts and arms control.”

Resolution 1542 (2004), of 30 April 2004, established the mandate under Chapter VII, and in its operative paragraph 7 stated: “...to assist the Transitional Government, particularly the Haitian National Police with comprehensive and sustainable DDR programmes for all armed groups, including women and children associated with such groups, as well as weapons control and public security measures.”

SG interim report S/2004/698 of 30 August 2004 addressed a whole chapter (IV) to DDR. Then in its paragraph 57 of its Observations Chapter the following reference

was made: “Disarming armed groups and training a professional national police must be an integral part of these efforts. I urge the Transitional Government, as a matter of priority to establish a national commission on DDR. This is the first step towards a comprehensive, sustainable and equitable DDR programme. I call upon all concerned to lay down their arms and to refrain from violence in order to allow the political process, including the electoral process, to unfold free from undue pressure. Within the limits of its Mandate MINUSTAH will not fail to help the Haitian authorities to address these formidable challenges.”

S/PRST/2004/32 , of 10 September 2004: “The SC stresses the urgency of disbanding and disarming all illegal armed groups. It calls upon the Transitional Government to complete without delay the establishment of the required structures and the adoption of the required legal framework for the implementation of DDR programme. It notes that MINUSTAH will assist the Transitional Government in these efforts.”

“The SC reiterates its support for the establishment of a Core Group to maintain the mobilization of the international community, to increase the consultation and effectiveness of the assistance for Haiti., and to contribute to the definition of a long term development strategy aimed at the promotion of lasting peace and stability in that country.

SG interim report S/2004/908 of 18 November 2004.

Chapter IV Preparations for DDR “The Transitional Government has not yet established a National Commission on DDR, as urged in my previous report, nor has it adopted the required legal framework. MINUSTAH initiated consultations on a comprehensive DDR programme with all relevant partners. This resulted, among other things, in the establishment on 27 October of an Ad Hoc Committee on DDR, comprising representatives of the Ministries of Justice and the Interior. MINUSTAH and the UNDP, to prepare the draft decree that will enable the Prime Minister to create the National Commission.”

“MINUSTAH is integrating the present UNDP programme on DDR into its overall structure. It is also exploring the extension to other areas of the UNDP-run project in the Carrefour-Feuilles district of Port au Prince aimed at mobilizing and sensitizing communities for DDR. It is envisaged that the lessons learned in pilot project will facilitate early entry into other volatile quarters of the city.

Chapter XIV Structure of the Mission. “In the light of the lack of capacity of the Transitional Government, there is a need to augment the capacity of MINUSTAH to implement DDR projects in the community. Specifically, MINUSTAH would need to undertake operational activities, such as training, prepositioning of equipment, establishment of registration centres, surveys and assessments and community-based projects. MINUSTAH would also require strengthening of its capacity to monitor and evaluate the community-based projects and to support the Transitional Government in developing the legal and institutional framework for DDR, including small arms control and other security sectors-related legislation.

Observations. “The recent violence has again underlined the need to remove all illegal weapons from the streets effectively, including through a comprehensive and community-based DDR programme. I welcome the establishment of an ad hoc Committee on DDR which will help to prepare for the creation of the National Commission, which I hope will be established as a matter of priority. I also encourage the Transitional Government to include all segments of Haitian society in the development of that institution to ensure a truly national ownership of the DDR process.

Res. 1576 (2004), of 29 November 2004, extended its mandate. In its preambular paragraph. 7 “Stressing, in that context, the urgency of conducting DDR programmes, and urging the Transitional Government to establish, without delay, the National Commission on DDR.”

S/PRST/2005/1, of 12 January 2005: “...the SC encourages the Transitional Government to create without delay the National Commission on DDR to address all armed groups, particularly former members of the military in a comprehensive manner. It notes that any compensation

b) Preliminary assessment

The presence of DDR concept in the management of Haiti situation is quite significant. DDR is part of its mandate and from the operational point of view it falls under de coordination of the humanitarian affairs and development, important “pillar” of the Mission structure. There is a DDR Unit which deals with military, civilian police and human right issues.

After little less than a year of Mission deployment, DDR has only been implemented at local level under UNDP programme. The National Commission on DDR has not yet been created but, apparently, it is about to be.

Without ignoring the differences between both situations it is interesting to note that a similar approach on DDR was given in the Cote d’Ivoire’s conflict.

4) Discussion:

An examination of the 1990/2000 conflicts in the Agenda of the SC shows that DDR concept is progressively included in peace agreements and in the mandates of UN/Regional Organization peacekeeping missions. This process kicked off in 2000 with SG report on “The role of UN Peacekeeping in DDR”. In the light of DDR experience do UN pronouncements need to be improved? And if yes how?

Although in many cases plans established by peace agreements differ from what happens in the ground, the presence of a UN Mission or Force should be able to track the real situation. Do we think that SG reports and SC resolutions or Presidential Statements should better reflect the situation in the field. Is this the case?

Is there a connection between handling of DDR in Peace Agreements, SG reports and SC decisions with success in the field or the said success is more due to political will of the parties and the SC?

Several UN agencies and other organizations have responsibility or mandate on DDR (UNDP, UNHCR, FAO, UNICEF, WHO, WFP, World Bank, etc.). Their participation appears essential for success. Do we need to expelled out their specific mandates in the above-mentioned UN pronouncements?

The issue of reintegration within DDR is essential. Should it be address more specifically in UN pronouncements or should it fall more in development and social activities, thus in the field of UN agencies and other organizations?