

DDR experiences in DRC and Burundi

This panel was chaired by Ms Anaiah Bewa, Executive Director of COR, based in the DRC. The speakers were Mr Henri Boshoff, Senior Researcher at the ISS, Mr Onana Renner, previously Deputy Director DDR for MONUC, Col Prosper Zena, SALW Expert and Advisor to the DRC National Commission on DDR, and Col Leonidas Nijimbere, Executive Secretariat of the National Programme for DDR, Burundi.

Mr Boshoff noted that implementation response is slow in all the SSR sectors in the DRC. The current SSR programmes thus have no significant impact on broader human security in the DRC. The donors and organisations are motivated by diverse interests and agendas. There is no international consensus on how to coordinate the international community and thus no master plan. Boshoff suggested that one could ask whether MONUC truly is a neutral player.

Boshoff also noted that violence continues in the east of the DRC. Although the AU has reengaged, one still needs to ask who will intervene in the conflict in the east.

Furthermore, Boshoff noted that, in the case of Burundi, the first phase of DDR has been completed but that it remains an unfinished process.

Col Nzekani spoke to the links between DDR and SSR in the DRC. He began by sketching a picture of the current status quo, where 3,8 million people are dead because of the conflict and another 3 million need urgent attention.

Thus far, 18 integrated brigades and 12 battalions have been trained by MONUC. They have also created a separation between the chain of command and the chain of payment.

The World Bank financed the first phase, which took place from 2004 to 2007. During this period, 150 000 ex-combatants were to be demobilised. An evaluation in June 2007 revealed that 102 208 had been demobilised.



Photo 6 Mr Henri Boshoff and Mr Phillippe Kadima

The second phase has since started with a budget of \$70 million. The World Bank and the African Development Bank are financing this phase. The programme aims to demobilise a further 43 842 ex-combatants during this phase.

Nzekani identified some of the challenges being encountered by the DRC:

- The process is slow
- There are coordination problems between the multiple partners
- There is a lack of ownership of the programme and not enough political will for its success

- The DRC has been more successful in terms of restructuring the police than the army
- The presence of foreign armed groups remains
- DDR is still largely seen as an end in itself and not as part of the process of development.

Onana Renner stated that the DDR programme in the DRC did not stop because of problems in the east – it stopped because the donors pulled the plug on it. The DRC tried to implement both integration and absorption programmes simultaneously, but the combination brought about disintegration. He argued that the reform of the Congolese army would be difficult because two-thirds of the soldiers are illiterate.

Renner indicated that 40 000 ex-combatants who were demobilised between 2006 and 2008 are still waiting for their remuneration – without this they are likely to be remobilised in Ituri. He asked whether the international community had the right to punish 40 000 ex-combatants by withholding their packages.

Renner listed some of the lessons learnt in the DRC:

- DDR is political in its conception. It cannot be separated from the development of a country, especially one with a fragmented government
- Integrated standards are important, something that is context specific should not be standardised – the need for flexibility must always be taken into consideration
- DDR partners have to engage in dialogue and we need to ask what it means to be a partner
- The current DDR programme has the same logic as the previous one – should we not be thinking of running provincial or regional DDR programmes?

Col Nijimbere, focusing on Burundi, noted that the external reference for DDR in this country was the Arusha Peace Accord, while, internally, a DDR policy had been drafted. The WB and the BINUB were the main partners in this process. The number of those who have been demobilised totals 28 383. Of these, 99% have been reinserted and receive their grants every three months; 20 271 have been reintegrated. Child soldiers accounted for 3 261 of those demobilised.

Nijimbere identified the following challenges encountered in Burundi:

- Demobilisation was started before the end of the war
- They did not know the exact numbers
- Political decisions and technical realities needed to be more synchronised
- Repatriation and poverty remain key challenges

- There is still a need to demobilise dissidents. Both training and the provision of increased economic opportunities are required.

DISCUSSION ARISING FROM PRESENTATIONS ON DDR EXPERIENCES IN THE DRC AND BURUNDI

- The process of DDR is slow in the DRC because of the relations with, and between, partners, the political problems and the background of the country. We must be clear on who the partners are. Some international actors have bilateral relations with the government and they behave differently in these different capacities.
- What concrete approach would make DDR successful?
- Unstable situations continue, despite the signing of peace accords. DDR cannot be implemented until the Forces Nationales de Liberation (FNL) problem has been resolved. With incomplete and fragile peace accords, DDR cannot be successful.
- What coordinating role can MONUC play?
- It is necessary to create provincial DDR programmes specific to each region. The reality is that conditions are so different between regions that no single solution will suit every situation. The different decision-makers should support this proposal.
- There was no mention of regional economic communities as actors in the presentations. Does this mean that they are not relevant or useful in discourse on DDR?

PRESENTER RESPONSES:

- In post-conflict situations, one can promote a national DDR programme but in some cases other options, such as provincial and regional programs, could be explored.
- DDR, by its nature, is an operation that is prepared and planned. In the case of the DRC and its second phase of DDR, demobilisation should be in line with what was agreed upon during the planning stages. If 75% of the target is demobilised, then the programme can be considered a success.
- The planning of the DDR process is in place but security issues are hindering its implementation. The Goma agreement must be implemented before DDR can be successfully implemented in the DRC.
- The SADC did not play a role in DDR in the DRC and Burundi. The UN has played a more important role and South Africa has been involved in mediation. The AU is slowly becoming more involved. SADC's role is yet to be determined.

DDR experiences in Sudan

Mr Adriaan Verheul, UNMIS, chaired the panel. Dr Sulaf Eldeen Mohammed, Commissioner General for the North Sudan DDR Commission, and Dr Ibrahim Ahmed, Military Advisor to the NSDDRC, provided us with an overview of North Sudan's experiences of DDR, Mr Kuel of the South Sudan DDR Commission, covered the South Sudanese experience, while Dr Omer Abdelazziz, Small Arms Control Advisor for the NSDDRC, spoke to the issue of SALW in Sudan.

Dr Mohammed, speaking to the North Sudan experience of DDR, began by stating that the history of Sudan is one of conflict. Since the conflict began in 1955, one year before Sudan obtained its independence, the area has enjoyed little more than a ten-year respite from violence (between the start of the conflict and the signing of the CPA agreement in 2005). The conflict in Sudan has ethnic and political dimensions. Natural resources and natural disasters also play a role and the conflict has become regional in nature.

The present DDR programme aims to address a minimum of 300 000 ex-combatants through a security and development plan. Mohammed noted that DDR cannot be discussed in isolation; it has to be linked to the political programmes and to the social and development programme of the country.

There are three agreements governing DDR in Sudan: the Comprehensive Peace Agreement (CPA), the Darfur Peace Agreement (DPA), and the East Sudan Peace Agreement (EPA). The most detailed and inclusive of these regarding DDR is the CPA. Unfortunately, the CPA does not include SSR. The DPA, however, quotes SSR as one of its activities. Although the developers of the EPA were not enthusiastic about DDR, viewing it as external negative interference, Eastern Sudan has advanced the furthest in terms of DDR.



Photo 7 Dr Omer Abdelazziz, Dr Ibrahim Ahmed, Dr Sulaf Eldeen Mohammed and Mr Adriaan Verheul

Dr Mohammed noted that although Sudan is one country and has an overarching National Co-ordination Council, it has two systems of governance and two DDR commissions. There are regular meetings and an exchange of information between both the North and the South DDR commissions.

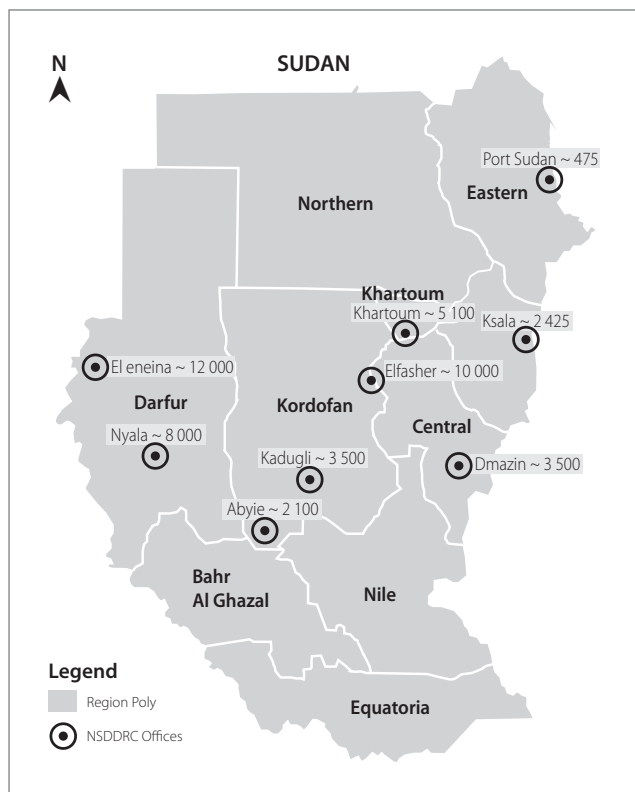
There are DDR offices in each of the northern states. There are also three joint offices of the North and South DDR commissions in the Blue Nile, South Kordufan and Abeyi.

The target group identified by the CPA agreement is 180 000 combatants, the DPA has targeted 30 000 and the EPA, 29 000. The whole region is, however, fragile and this makes implementation of DDR problematic.

The UN is the main partner for the DDR programme. Dr Mohammed stated that the change of staff at the UN had jeopardised trust of the UN amongst the ex-combatants.

Dr Mohammed identified the following key lessons learnt in Sudan:

Map 1 NSDDRC Offices- Demobilization-Phase 1



Sourced from Dr Sulaf Eldeen Salih Mohammed's Power Point presentation

- Community security is important and has to go hand-in-hand with the DDR programme
- It is imperative to internalise security studies into all African educational institutions
- We have to identify very clearly what we want from our partners
- National NGOs must be helped to build up their capacity so that they can implement DDR programs
- Political parties and groups should be included in the planning and implementation of DDR programmes
- Military and security organs should be strategically placed in the bodies that govern and implement DDR programmes
- Both the UN and the WB should develop joint support mechanisms and programmes for DDR
- DDR must be planned within a country's development framework
- An African alliance on DDR should be formed. This should include governments, NGOs, veteran associations, and so forth.
- A veterans' fund with adequate technical and financial capacity should be formed
- Adequate funds must be made available for reintegration. Programmes should not rely wholly on international support

Dr Ahmed noted that in Sudan they speak of 'security sector modernisation'. Most of the military do not accept

the idea of transformation. Modernisation includes military security, political security, economic security, social security, good governance and human rights. It also implies demilitarisation and a reduction of the defence budget for the sake of development.

SSR engagement in Sudan necessitates a multisectoral approach that covers defence, intelligence, policing, prisons, civil society, civilian oversight, financial management and DDR.

Dr Ahmed identified progress in the following areas:

- Political:
 - The national constitution was amended
 - A Government of National Unity has been formed
 - Parliament has been reconstructed to absorb new members from the SPLA and opposition parties
 - A Council for the States has been established
 - A Regional Parliament for South Sudan has been created
 - Constitutions for North and South Sudan have also been completed
- Justice:
 - Some of the northern Sudan laws and bylaws are not applicable to the southerners. Legal authorities have been established for the north and the south
- Defence:
 - The major actors are SAF, SPLA and JIUS
 - A joint defence board has been established
 - Redeployment of forces is complete – north and south of the 1956 border lines
 - The ministry of defence is separate from the army headquarters
 - Downsizing of the forces according to the CPA has started
 - DDR commissions have been established
- Policing:
 - Training is conducted centrally for police officers.
 - The aim is to create a professional police force, as well as functioning justice and penitentiary systems
- National intelligence:
 - A deputy director from South Sudan has been appointed and all South Sudanese have the right to join the service

Ahmed identified the following challenges facing SSR in Sudan:

- Prevailing mistrust of SSR makes it difficult to inculcate local ownership of SSR
- SSR is expensive and human resource intensive
- There is a lack of understanding of SSR
- SSR takes a long time to bring about change

Box 1 DDR guiding principles in the CPA

In implementing the DDR programme the parties agree that implementing organs shall be guided by the following common principles:

- National ownership and leadership of the over all process
- Establishment of recognised state institutions while international community only plays supportive role
- No planning, implementation, management will take place outside the framework of ddr institutions
- Fairness, transparency, equitability and consistency
- Gender-sensitive and participative
- Prioritisation of children associated with armed forces
- Financial and logistical support shall be mobilised by the international community
- Transparency and accountability in financial management

Sourced from Mr Kuels's PowerPoint presentation

- DDR, SSR and the issues surrounding SALW need to be approached holistically
- No committee on SSR has been established
- The government has not been supportive of the request by the commission to establish a committee on SSR.

Ahmed concluded by stating that there is need to build understanding, establish dialogue and encourage political will for SSR in Sudan. In particular, dialogue between security and non-security actors is essential. It should become the norm for integrated teams to implement SSR. Although SSR is a highly sensitive and political subject in the region, Sudan has made some notable progress in this regard. Ahmed also indicated that national ownership does not mean that only the government owns the program, but that the target groups should be part of the program. When they are involved and own the program, these target groups will become more interested in these programs.

Mr Kuel, providing an overview of the South Sudanese experience, indicated that Sudan is one but the conceptions of issues between the sections of the population are different. He offered some historical background to the conflict, noting that the conflict was largely due to exclusionary politics and marginalisation. A new Sudan is one where Sudanese Africans, Sudanese Muslims, Sudanese Arabs and Sudanese non-Muslims can live together and enjoy equality, freedom, justice, democracy and prosperity for all.

Managing both the war and the peace, Kuel noted, is a major challenge for the government. Despite all the different peace agreements that have been signed and that are being channelled through various government units and departments, the war in Darfur is ongoing. There is also a lack of economic and social infrastructures in the areas that are under the CPA. There are no functioning institutions and no industries. In this context, one cannot

build capacity. The capacity to do what? He further noted that no country has signed as many peace agreements as Sudan. More agreements are not the answer. Rather, a new spirit needs to be injected into the implementation of the peace agreements signed thus far.

Registration for DDR has taken place in 28 locations in Sudan. These locations are scattered and the three operating teams are not adequate for the task of managing the programme. Kuel estimated that at least 10 Demobilisation and Disarmament teams would be required for DDR to take place effectively.

A further challenge noted by Kuel was the competing demands on donors and government. For example, humanitarian needs in Dafur and peace dividends in areas that have signed peace agreements. In addition, transformation from the old to the new Sudan is being resisted in some political quarters.

Dr Abdelazziz, speaking about small arms in the context of Sudan, indicated that there are more than one million illicit weapons in the country. He noted that we should study the motivations of people who carry weapons before talking about disarmament. For him, there was not necessarily a correlation between the prevalence of weapons and the prevalence of war: 'Small arms do not kill people but people kill people. Small arms are not the enemy – they can be used in a regulated and controlled way.'

DISCUSSION ARISING FROM PRESENTATIONS ON DDR EXPERIENCES IN SUDAN

- How can the purposes of a programme be clarified when so many actors are involved? How can cooperation be ensured?
- Does SSR necessarily mean cost reduction?
- There is the potential for tension between national ownership and the pressure exerted by donors wanting countries to show fast results and development.

PRESENTER RESPONSES:

Coordination meetings between the two commissions take place every month. UNMIS attends these meetings, which are different to the roundtable discussions where the UN, government and donors meet to discuss the challenges and emerging issues facing the DDR process.

DDR is a social, economic and developmental program. Security means human, social and economic development, good governance and human rights which should be part of security sector reform.

DDR is part of the UN Development Assistance Framework. DDR has a security objective but uses development methods.

Strengthening reintegration programmes in post-conflict countries

This panel was chaired by Dr Edward Maloka, Advisor to Nepad. Mr Guy Lamb, AMP Programme Head, provided an assessment of reintegration in the African Context, Ms Miriam Fredericks, Cape Town Trauma Centre, gave her insights on the experiences of South African ex-combatants, while Mr Khalid Hassan, Project Manager for the NSDDRC, spoke to the strengths and challenges of the North Sudanese reintegration program.

Mr Lamb noted that the reintegration experience has been mediocre at best and made a call for a 'reintegration revolution'. He posed the question: 'Are we learning lessons or reidentifying problems and just repeating the same mistakes?' What is needed is an assessment of how programmes can be adapted to deal with the problems identified.

Lamb proceeded to identify what has changed since the Second World War, namely generational changes in programming to target beneficiary needs and aspirations and the emergence of integrative and collaborative approaches.

Lamb went further, noting that there is a culture of dependency on rebel movements and the military amongst ex-combatants. With current reintegration programmes, this dependency is often transferred to external organisations. We have to take into account these psychological dimensions of ex-combatants. Veterans' associations can promote local ownership and facilitate more sustainable reintegration but they can also be destructive if they mismanage funds.



Photo 8 Ms Dorcas Onigbinde, Ms Dominique Dye, Mr Abdelraouf Ahmed and Dep. Gen. Gervais Ndirakobuca

Lamb asked whether we had a common understanding of qualitative reintegration goals. If there is a high unemployment rate, it is highly unlikely that successful economic reintegration will be achieved. Many of these reintegration programmes therefore do not suit local realities. Furthermore, are we expecting ex-combatants to forget their military past?

Miriam Fredericks looked at the psychosocial interventions in DRR programming and the impact of trauma on ex-combatants. She noted that conflict affects future generations as trauma is transferred unconsciously down generations and this increases the potential for future conflicts. She employed the concept of ‘multiple woundedness’ to reflect the condition of the ex-combatants and their families. Some of the problems highlighted by South African ex-combatants are:

- There was no welcome parade on their return
- There has been no recognition of their sacrifices
- They are disregarded within their communities
- Their family members have become disillusioned
- They feel that they are not respected
- Their schoolmates have all moved on
- They suffer from trauma
- They struggle with interpersonal issues
- They do not see any use in the skills they have acquired during their time in combat

Workshops were held to assist ex-combatants develop ‘soft skills’. These workshops also addressed trauma through narrative and art therapy. Massage therapy was also introduced because many struggled with physical contact as they were uncomfortable with their bodies.

The ex-combatants wanted more intensive follow-up therapy and employment but this was not offered. Moreover, they wanted to be empowered and wanted the roles they played in ending apartheid to be recognised and celebrated. Fredericks indicated that particular attention needs to be paid to women ex-combatants, but that psychosocial healing is important for all ex-combatants.

Khalid Hassan, speaking to the reintegration process in Sudan, indicated that the major donors for this programme were the government, UNMIS and UNDP. Further funding came from the NGO sector and other bilateral donor contributions. UNDP committed to supporting the reintegration of 180 000 Sudanese soldiers at a cost of \$140 million.

Hassan asserted that reintegration is a civilian process with military inputs. In Sudan they have reintegration programmes for women, disabled persons, children etc. Projects are run for individuals, as well as for large groups.

Hassan cited the following needs:

- The need for strong financial commitment

- The need to update reintegration opportunities
- The need to enhance reintegration partnerships, involve local and traditional leaders, media, educational institutions etc.
- The need for public information and awareness campaigning
- The need to improve community-driven and community based approaches – these approaches are more sustainable
- The need to recognise community trauma

DISCUSSION ARISING FROM PRESENTATIONS ON STRENGTHENING REINTEGRATION PROGRAMMES:

- DDR can only be considered successful if ex-combatants are successfully reintegrated. This is alarming as DDR programmes are failing on the reintegration side.
- Sudan would like to see greater cooperation and contact between African countries – possibly a forum on DDR in Africa?
- Sudan needs psychosocial interventions. There is a need to address trauma and the psychological aspect of reintegration, particularly because the Sudanese have been in conflict for such a long time. In Sudan, there is stigma attached to getting counselling and seeing a psychologist.
- Re-integration takes place every day in the world. Unplanned reintegration often takes place successfully while planned reintegration programmes usually fail. Is there a study on unplanned reintegration? Planned reintegration produces the mindset: ‘I will be integrated’. It fosters a sense of reliance on external agencies and the programmes raise expectations. People become dependent on external agencies and programmes rather than being encouraged to build a sense of self-reliance.
- We need to look at the issue of economic reintegration. We need to reintegrate combatants economically before they are demobilised.
- Is justice necessary for reintegration?
- We need to recognise the community’s trauma as well – everybody suffered and contributed to the resolution of the conflict
- We need to manage the idea that it is acceptable to start a rebellion because the UN will step in with a peace-agreement and the combatants will end up with jobs.
- A critical criterion for successful DDR is if the country has absorptive ability. Can it absorb those that have been trained through the reintegration programmes?

PRESENTER RESPONSES:

- We need to normalise the idea of counselling.

- Expectations are always raised. It is difficult to meet expectations because of a lack of funding. Reintegration should begin with training and skills acquisition to prepare for reintegration.
 - Women are neglected in unplanned reintegration. Women want recognition for what they did in Sudan, for their roles in the conflict.
 - Long-term conflict affects entire communities. We need to recognise that everyone was involved in the conflict.
 - Ex-combatants should select the projects in which they want to be involved. This promotes ownership, which in turn fosters a sense of self-reliance. It is helpful to look at what the combatants' goals and aspirations were before the conflict.
- DDR is a gamble. The success of reintegration is dependent on whether the economy can absorb ex-combatants. The market can drive the success of DDR programmes. We should think differently about this and encourage entrepreneurial projects. We need to stimulate the markets.
 - Reintegration is dependent on funding. There is a need for upfront funding for successful reintegration.
 - The concept of dignity should be applicable to reintegration programmes.
 - Ex-combatants expressed that justice was needed before peace. Justice is pivotal to the DDR process.
 - There is not much funding for psychosocial interventions in programmes. It is not a priority for the international community.

Factoring gender, age and disability into DDRRR

This panel was chaired by Dr Cheryl Hendricks. Ms Mbata Mbuyi, Communication Specialist for UEPNDDR provided an overview of gender, age and disability in the context of the DRC's DDRRR process. Ms Maha Hussein Babiker, Gender and HIV/AIDS focal point person, NSDDRC, looked at Sudan, Ms Marie-Josée Kandanga, UNIFEM, viewed gender, age and disability in Burundi's DDRRR program, while Mr Abdelraouf Elsiddig Ahmed, UNICEF, looked at the issue of child soldiers.

Ms Mbuyi first sketched the context of the DRC noting particularly that there has been extensive militarisation of the Congolese society and that DDRRR is occurring in a country where 'nothing is left'. It is difficult to implement programmes when the infrastructure has been demolished. Conflict is also ongoing, making implementation difficult. Most ex-combatants have chosen to become involved in agriculture but it is difficult for them to be resettled on the land because of the ongoing conflicts.

Ms Mbuyi indicated that the budget for reintegration had been underestimated. For example, \$50 was given to each ex-combatant for transport so that they could return home, but given the vast size of the country, this was not sufficient and led to numerous problems with the WB.

It has been difficult to incorporate gender into the DDR programme of the DRC. Men have designed these programmes and so they are more suited to men's needs. Women have been involved in the conflict as combatants, carriers, spies, sex-slaves and through forced marriages. The position of women in conventional armies is much clearer and it is therefore easier for these women to benefit from the DDR programme than those in informal armies. There is also the problem of women and children being left behind when foreign combatants are repatriated. Often these women are not entitled to take part in the DDR programme and the nationality of the children remains problematic.



Photo 9 Ms Marie Josee Kandanga, Dr Cheryl Hendricks and Ms Maha Babiker

Mbuyi argued that women need to be made more visible in the DDR process. Only 2 600 women went through the process in the DRC – a low percentage of those involved directly, or indirectly, in the conflict. We know that women affected by conflict exist, but how do we find them? They often return to their communities on their own, undergoing forced unplanned reintegration and making it difficult for DDR programmes to identify them and their needs. We need to establish where they are now and what they are currently doing with a view to integrating them into other development programmes and/or gender specific projects.

Mbuyi further indicated that we need to create laws and policies to incorporate gender but that these are difficult to enforce because of cultural norms. Women must be empowered and they must become more vocal.

There are also many problems with child soldiers in the DRC. There are special projects for them, largely focused on reuniting them with their families, but it is often difficult to trace their families as many are displaced. Also, it needs to be considered seriously whether it is appropriate to reintegrate them into communities that are still in conflict.

Many of the reintegration programmes do not take the individual's needs into account, especially those of the physical and mentally wounded. Feasibility studies are required to identify how we can accommodate the interests of these parties. A study on the prevalence of HIV/Aids amongst ex-combatants, and the assistance they require, is also necessary.

Mbuyi concluded by stating that we need to ensure participation of as many women as possible in the application of policies and in the management of their own environment. We also need to revise our terminology to refer to 'women associated with the armed forces' instead of 'female combatants' to ensure that many of them are not excluded from the DDR process.

Ms Babiker began by providing some statistics on Sudan.

- Total population: around 32 million (at 2001)
- Annual growth rate: 2,6%
- Overall, women outnumber men, 16% of the population are under the age of five (awaiting result of the 2008 census)
- 45% are under 15 and 4% are over 60 year of age (2001)
- Population density is 12 persons per square kilometre
- Average household size is 5,6. Sudan is a multiethnic (19 major ethnic groups with some 600 sub-groups), multicultural and multilingual society (around 122 languages)
- Official language is Arabic, spoken by about 60% of the population. English has also been considered an official language since the signing of CPA
- Islam is practiced by around 60%, Christianity by 15%. The remaining 25% follow a variety of animist religions
- It is estimated that around 90% are living below the poverty line. Sudan has a Human Development Index of 138 out of 175
- Women constituted 49,6% of the total population in Sudan in 1993 (1993 census)
- Total fertility rate: 5,9
- Women provided with health care during pregnancy: 71%
- Infant mortality rate: 68 (1 000 live birth)
- Women basic education rate: 42%
- Women in labour force: 26,5%
- Women in the workforce: 7,8%
- Women labour force in agriculture: 79,2%
- Women in civil service: 10%
- Women in industry: 6,7%
- Women-headed households: 25% (1993 census)
- Women among displaced: 55–60%
- Political representation: 10% minimum quota
- Sudan has one of the first and most active women's movements in Africa and the Arab World

- About 90% of females in northern Sudan have been subjected to female genital mutilation

The mandate for including a focus on gender in Sudan comes from:

- The Comprehensive Peace Agreement (9 January 2005) which stipulated that:
 - The DDR programme shall be gender sensitive and shall encourage the participation of the communities and the civil society organisations with the view to strengthening their capacities to play their role in improving and sustaining the social and economic reintegration of former combatants.
- The Security Council Resolution 1325 (31 October 2000) which encourages all those involved in the planning for disarmament, demobilisation and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants.
- The Security Council Resolution 1590 (March 24, 2005) which, extending the mandate of UNMIS, establishes a DDR programme, calling for 'particular attention to the special needs of woman and child combatants', and references resolution 1325 (2000) on women, peace and security.

In Sudan, women associated with armed groups (WAAFG) need to fulfil certain criteria in order to participate in the DDR programme. WAAFG must:

- Be 18 years old or older
- Have been providing essential support services for military
- Have been moving with the military as opposed to remaining or moving with their community
- Be, or have been, living away from their families or community
- Be living in the war zones in transitional areas
- Not be married to a SAF soldier
- Not be a widow of a SAF soldier
- Be verified by a community leader (Shaikh, Omda and Social leaders) or CBO

Babiker identified the challenges, strengths and opportunities below.

- Challenges:
 - The current definition of 'ex-combatant' is a very narrow one
 - DDR currently excludes women and girls who played non-combat roles unless listed by the forces' leaders
 - Limited fund resources



Photo 10 Registration of disabled in Sudan (sourced from Babiker's presentation)

- Short-term security focus
- Lack of long-term and multi-dimensional perspectives, especially regarding reintegration
- Lack of understanding of how and why women and girls' needs are different from men's
- Need for sensitisation of community and potential employers
- Prolificacy of small arms and light weapons
- Strengths:
 - Understanding changed and unchanged gender roles and relations in post conflict societies
 - Mainstreaming gender into DDR policies and practices
 - Implementing gender-responsive DDR
 - Psychological rehabilitation for the women targeted. Supporting women to cope with sick, injured, traumatised and HIV positive combatants,
 - Coordination with development assistant agencies
 - Promoting the participation of women's organisations and the community
 - Development of tools and other mechanisms to support gender inclusive DDR
 - Developed a policy of gender in DDR
 - Supporting social reintegration and reconciliation processes
- Achievements:
 - Identification and registration criteria for WAAFG have been developed and agreed upon by the NSDDRC and UNDDRU. Identification guidelines for WAAFG have also been developed for UNMIS
 - 52 WAAFG were registered, provided with reinsertion kits and reintegrated in the Khartoum OAG pilot in August 2006
 - Through a number of activities, several NGO and UN partners have been identified and relationships with them established
 - 150 Hakamas have been trained in peacebuilding, conflict resolution, GBV and HIV prevention and DDR with livelihood programmes. Hakamas

women have been, and will continue to be, given opportunities to deliver positive messages about DDR to communities in Southern Kordofan State

Sudan's HIV/Aids programme for ex-combatants has been heralded as a model for incorporating HIV/Aids issues into DDR. Babiker noted, however, that they are experiencing problems with the reintegration of child soldiers, primarily because of differences between the programme and UNICEF, insufficient funding of the programme and lack of expertise on the issue. There is also little support for the disabled within Sudan.

In conclusion, despite the challenges, Sudan's DDR programme has made great strides in its quest to be gender responsive.

Ms Kandanga indicated that women were ignored in the Burundian DDR process and were ill-informed about what was to happen after the war. Because of the stigma attached to women who were involved with the armed forces, many women also did not want to be associated with the programme,

She noted two types of family problems that have emerged from the conflict. The first is that the marital status of women not formally married to combatants is problematic and the second is that the men who returned from war to their families were honoured while the women were humiliated.

The social and psychological aspects of reintegration have also been neglected in Burundi. The country therefore needs a more inclusive and comprehensive approach to DDR.

Mr Ahmed, looking at child soldiers in Sudan, noted that 25 000 child soldiers were identified during the DDR programme. He indicated that we need to address the situations that make it so easy for rebels to attract child soldiers. Child soldiers appear to be a bottomless recruitment pool. We need to address the structural conditions that make it so easy to militarise African youth. Ahmed asked whether DDR programmes could afford to overlook the youth. He also indicated that the youth should be the target of more specific programmes, especially because the armies eventually become like families to them. We also need a specific convention on the disabled – everybody sees them but no one wants to deal with them.

DISCUSSION ARISING FROM PRESENTATIONS ON FACTORING GENDER, AGE AND DISABILITY INTO DDDRR:

- It is important to embed a gendered perspective in DDR. This is difficult as a retrospective process, as is seen in the case of Burundi.

- Not much attention is being paid to the disabled and this should be treated as an issue in its own right during the next DDR conference. Countries need to acknowledge that they have disabled communities. DDR needs to include proper identification of the disabled community and well as a long-term rehabilitation programme.
- We also need to be mindful of innocent civilians who were injured and maimed in the conflicts but were not directly involved in them. Currently, they are not factored into the DDRRR programming.

PRESENTER REPSONSES:

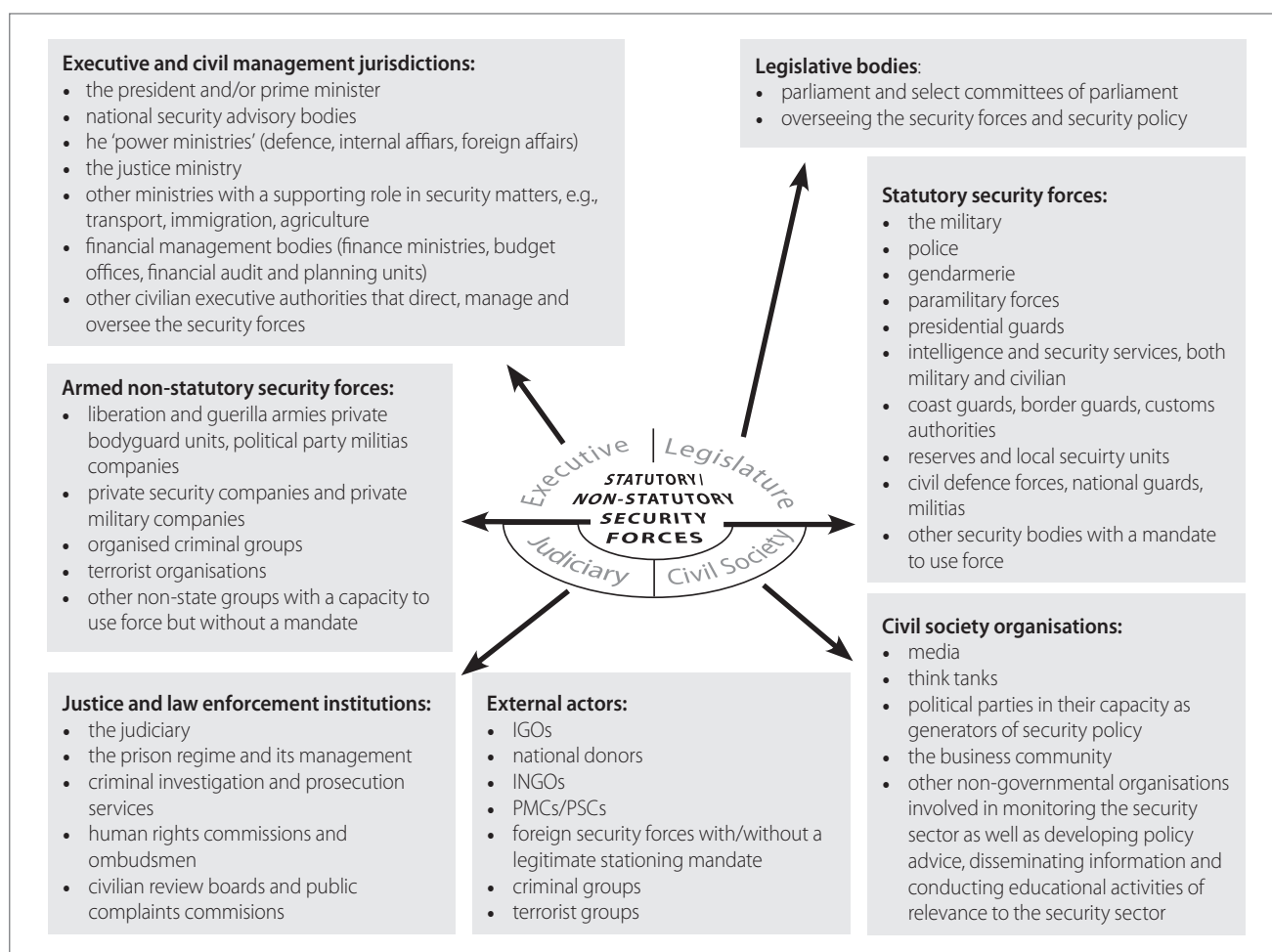
- Should we return children to families living in areas of conflict? We need to think of an innovative way of linking children with their families without further disrupting their lives.
- Alternative care options for children need to be explored.

DDR links to SSR and peacebuilding

Mr Takawira Musavengana, Senior Researcher in the SSG Programme of the ISS chaired this session. The speaker was Mr Alan Bryden, Deputy Head of Research, DCAF, Geneva.

Mr Bryden noted that we need a better understanding of how DDR and SSR activities relate to each other. The

amount of literature on SSR is increasing and we need to be ‘unpacking’ this literature. We also need to be cautious because DDR and SSR are very different and they have different practical challenges. DDR seeks to measure deliverable outputs that are time bound, while SSR is broader.



Sourced from Mr Bryden's Powerpoint presentation

Bryden noted that:

- DDR maps out the terrain for SSR by establishing the nature of the security sector and the numbers involved
- Successful DDR can free up resources for SSR
- Decisions on the mandate, structure and composition of the security sector should inform who is demobilised/retained
- Former soldiers may be employed in other parts of the security sector
- DDR is SSR: demobilisation is defence reform
- Failed reintegration puts extra pressure on police, courts and prisons

Bryden identified the following challenges facing SSR:

- A lack of coherence
- A lack of coordination
- A lack of resources
- Inadequate monitoring and evaluation
- A lack of political will
- A lack of ownership

Bryden also indicated the need for national frameworks for both DDR and SSR.

The way forward

Dr Cheryl Hendricks and Mr Guy Lamb facilitated this session. Hendricks summarised some of the main points emerging during the course of this workshop.

FRAMING INPUTS

- As Africans, we need to be active in providing the practical and theoretical inputs in the designing of DDR and SSR programmes for we bear the direct brunt of misguided or inappropriate activities.
 - We must make clear linkages between DDR, SSR and broader peacebuilding – DDR is a vital precursor to SSR. But, we must also be aware that they are different and that they have different practical challenges.
 - DDR/SSR is not a technical exercise. It is a political exercise and needs to be tied into the country's social, political and economic/development programmes.
 - We need to recognise country specifics and/or contextual differences when designing appropriate DDR strategies.
 - There has been progress in the funding and technical advice that DDR receives and DDR institutions should constantly evolve to meet new demands and challenges. One of the biggest evolutions in DDR in the last ten years is that it has moved away from a military discourse to a more developmental one.
 - We need to maintain a balance between flexibility and predictability. Who we consider to be combatants and what they are entitled to. We must revisit the eligibility criteria for DDR. It is important to recognise that, in Africa, the longer the war the higher the chance that everyone has participated in the conflict.
 - We need to determine the validity of the indicators we use to define and measure success.
 - Are we learning lessons or merely reidentifying problems. Are we repeating the same mistakes?
- We need to understand the connection between men's use of violence and their inability to leave behind that part of their identity when they are demobilised. There is a link between the prolificacy of weapons and sexual violence. Sexual violence must be viewed as a threat to security.
 - We have good frameworks around DDR and gender but we often allow local customs to override these.
 - What do we do when governments intentionally create vacuums in state ownership of violence – when should we see the red flag?
 - The role of the AU and RECs in post-conflict reconstruction needs to be more clearly articulated.
 - We need to explore whether unplanned reintegration is more successful than planned integration. If so, why?
 - DDR stands little chance of success if there is still ongoing conflict in a country, or if it takes place under fragile peace accords.
 - We need a better understanding of who actually provides security, as well as of the role of private security in post-conflict countries. What role should civil society play in providing security?
 - What consequences would result from the private sector's provision of support for SSR?
 - We need to be cognisant of the highly specific balance between justice and security.
 - The roots of SSR are Anglo-Saxon – we must be cautious of trying to impose inappropriate external values and norms on local contexts.
 - Failed reintegration puts an additional burden on the security sector but successful DDR can free up resources for SSR.
 - DDR can be an enabler for SSR but it should not be automatically assumed that SSR will follow DDR.

- We need to think through the feasibility of our linear approach to DDR.
- There is a tension between SSR and sovereignty – what should the entry points be?
- We need to concentrate on the structural causes that make it easy to attract youth into armed conflict.

CHALLENGES

- Many DDR activities are taking place without clear policy guidelines – we are putting the cart before the horse.
- National ownership is important. But, how can we speak of national ownership when national actors are at the mercy of international actors? There is often tension between external partners and national actors. How can governments own the process if donors are holding the purse strings? In response to this challenge, it was noted that local ownership should mean that key decisions would be taken by the country. Furthermore, ownership should not just be a something to beat the donors with – there must be national participation. The countries contain expertise which could prove valuable to the process.
- Many of the challenges revolve around:
 - A lack of planning
 - A lack of funding
 - A lack of research
 - A lack of coordination among actors
 - A lack of inclusiveness (especially with regard to women and the disabled) and ineffective use of civil society

- The tendency to operate according to narrow definitions of the ex-combatants
- The provision of inappropriate training (especially when it is unrelated to the market into which the ex-combatants will be entering)
- A lack of attention to psycho-social aspects of the ex-combatant
- The monetarisation of DDR
- SSR has policy frameworks but little of this is drawn from practical experience.
- There is little monitoring and evaluation of both DDR and SSR.

Mr Lamb posed the following questions:

- Are these sorts of meetings useful?
- Are there specific research requirements?
- What type of documentation is required?

Participants noted the need for research into:

- The management of DDR. For example, what are the best practices for managing partner relations?
- We should test the hypothesis of planned versus unplanned reintegration.
- We need more of these sorts of meetings. Visits to different DDR programmes are also important.
- Two regions were neglected at this meeting, the Maghreb and Central Africa.
- We need to analyse the political aspects of DDR.
- We need to involve political leaders in these meetings.

Key recommendations

- Our conceptualisation of security must be informed by a human security perspective.
- Defining the appropriate value system, vision and mission of the security sector must be the first step of a DDR/SSR programme.
- SSR must incorporate a sustained focus on the criminal justice system, inclusive of traditional justice systems. These systems need to be reinvigorated.
- The provision of security must be seen as part of the provision of governance.
- DDR and SSR must be seen in a more comprehensive manner. It is part of a broader package of stabilisation programmes, inclusive of political social and economic programs.
- SSR must be an integrated approach to security and not remain largely the reform of the military.
- DDR and SSR must be nationally owned and built through national institutions.
- A phase-out perspective for DDR should be identified right from the beginning the programme.
- We must reevaluate the eligibility criteria for entry into DDR programs.
- Community security must go hand in hand with DDR.
- Vetting should be an essential component of SSR.
- Future programming needs sufficient political will, financial support, research, monitoring, evaluation, and accountability.
- In particular, sufficient support is need for reintegration programmes. These need to incorporate, economic, social, political and psychological dimensions.
- Reintegration should acknowledge the fact that many ex-combatants want to move to cities. Reintegration programmes should prepare for this accordingly.
- We must prepare ourselves for the fact that sexual violence continues in the post-conflict setting. This highlights an important need for strong and effective criminal justice systems.
- Women's involvement in peace processes is essential, especially to limit the impunity that men give to men for violating women during conflict in these peace negotiations.
- A gender perspective must be mainstreamed into DDR.
- We need to develop more concrete ways in which to make women visible so that they can benefit from DDR.
- We should consider regional or provincial DDR programmes.
- Security studies must form a component of all African educational institutions.
- Countries must identify clearly what they want from partners during DDR and SSR.
- National NGOs must be used for implementation. In addition to being more cost-effective, they offer local knowledge and expertise.
- We need to continue to share our experiences through regular interaction in different types of forums. We should consider the formation of an Africa Alliance on DDR.
- More attention must be paid to mentally and physically disabled ex-combatants through the special long-term projects.
- A protocol on disability in Africa should be considered.
- The RECs must have a greater involvement in post-conflict reconstruction.
- All reintegration processes need to have a long-term perspective and regular follow-up and corrective action need to be factored into DDR programmes.

Programme

Day One: Wednesday 22 October 2008

8h00 – 8h30	Registration
8h30 – 9h00	Welcome and opening Dr Cheryl Hendricks, Senior Research Fellow, ISS, Pretoria. Prof Jakkie Cilliers, Executive Director, ISS, Pretoria. Lt Gen (ret) Marc Caron, Advisor to the SRSF, MONUC, Democratic Republic of Congo.
09h00 – 10h30	Overview of DDR Policies and Practices in Africa Chair: Mr Guy Lamb, Programme Head, AMP, ISS, Pretoria. Speakers: Mr Kees Kingma, Senior Social Development Specialist, World Bank, Uganda. Dr Jennifer Hazen, Small Arms Survey, Geneva. Dr Vanessa Farr, Senior Gender Advisor, UNDP, Palestine.
10h30 – 10h50	Coffee/tea break
10h50 – 12h30	DDR Experiences in South Africa and Central African Republic Chair: Dr Marit Kitaw, COMESA, Zambia. Speakers: Maj Gen (ret) Len Le Roux, Director of ISS, Pretoria. Mr Tsepe Motumi, Acting Secretary for Defence, SANDF, South Africa. Mr Nelson Alusala, Senior Researcher, AMP, ISS, Pretoria.
12h30 – 13h30	Lunch
13h30 – 15h30	DDR Experiences in DRC and Burundi Chair: Ms Anaiah Bewa, Executive Director, COR, Consulting and Communication, Democratic Republic of Congo. Speakers: Mr Henri Boshoff, Senior Researcher, ISS, Pretoria. Mr Onana Renner, Deputy Director DDR, MONUC, Democratic Republic of Congo. Col Prof Prosper Nzekani Zena, SALW Expert and Adviser to DRC National Commission on DDR, Democratic Republic of Congo. Col Leonidas Nijimbere, Executive Secretariat of the National Programme for DRR, Burundi.
15h30 – 15h50	Coffee/tea
15h50 – 17h30	DDR Experiences in Sudan Chair: Mr Adriaan Verheul, DDR Unit, UNMIS, Sudan. Speakers: Dr Sulaf Eldeen Mohammed, Commissioner General, NSDDRC, Khartoum, Sudan. Dr Ibrahim Mohamed Ahmed, Military Advisor, NSDDRC, Khartoum, Sudan. Mr Kuel Aguer Kuel, SSDDRC, Juba, Sudan Dr Omer Abdelaziz, DDR and Small Arms Control Advisor, NSDDRC, Khartoum, Sudan.
19h00 – 20h00	Cocktail on the lower deck
20h00 – 22h00	Formal dinner Guest Speaker: Mr Laurie Nathan, Visiting Fellow at the London School of Economics.

Day Two: Thursday, 23 October 2008

8h30 – 10h30	<p>Strengthening reintegration programmes in post conflict countries Chair: Dr Edward Maloka, Advisor, NEPAD, Pretoria. Speakers: Mr Guy Lamb, Programme Head, AMP, ISS, Pretoria. Ms Miriam Fredericks, Trauma Centre, Cape Town. Mr Khalid Rahman Hassan, Project Manager, NSDDRC, Khartoum, Sudan.</p>
10h30 -10h50	Coffee/tea
10h50 – 13h00	<p>Factoring in gender, age and disability into DDRRR Chair: Dr Cheryl Hendricks, ISS, Pretoria. Speakers: Ms Mbata Mbuyi, Communication Specialist, UEPNDDR, Democratic Republic of Congo. Ms Maha Hussein Babiker, Gender and HIV/Aids focal point person, NSDDRC, Sudan. Ms Marie-Josée Kandanga, UNIFEM, Burundi. Mr Abdelraouf Elsidig Ahmed, UNICEF, Sudan.</p>
13h00 – 14h00	Lunch
14h00 – 15h00	<p>DDR links to SSR and peace-building Chair: Mr Takawira Musavengana, SSG, ISS Speaker: Mr Alan Bryden, Deputy Head of Research, DCAF, Geneva.</p>
15h00 – 15h30	<p>Way forward Facilitators: Guy Lamb Cheryl Hendricks</p>
15h30	<p>Closing Remarks Maj Gen Len le Roux</p>
15h30	Coffee/tea
	Departures

List of participants

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