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TRAINING AND EDUCATION ON SMALL ARMS

Reintegration Strategies for Ex-Combatants

module **RSC 06A02**

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TRAINING AND EDUCATION ON SMALL ARMS

Reintegration Strategies for Ex-Combatants

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module **RSC 06A02**

Federal Foreign Office

BONN INTERNATIONAL CENTER FOR CONVERSION

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TRESA modules are produced by the Bonn International Center for Conversion (BICC) under a special grant from the Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung/ Federal Ministry for Economic Cooperation and Development (BMZ).

List of Icons for TRESA modules

The following icons will be used in the text. These are intended as pointers for actions the trainer or trainee should take while using the text.

Activity
Indicates some sort of group activity, exercise, discussion, division into separate smaller groups, etc.

Case study
Two types of case studies are indicated here:
- Case studies which are required (later text refers to the case, and therefore the case study must be used). These are indicated by an "R".

- Case studies that are optional (trainers can use a similar case study they might be more familiar with, as the same lessons are drawn).
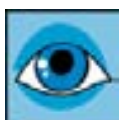
Essential point
Main points that the trainees *must* remember from the training.

Formal quote
Written or pictographic material that is a quote from some other source (e.g.: UN declaration, national law) and cannot be changed or modified.

Outside reference
An arrow pointing to some outside source, for example, another module.

Tag

This indicates an element of the module that the trainer must be careful to modify to fit the audience.

- L: *Linguistic usage.* Where the text uses a particular expression that might not translate well from one language to another.

- C: *Cultural usage.* Where the text uses examples from one culture that might be misunderstood in another.

- S: *Social usage.* Where a text is aimed at a particular audience (example, parliament members) and must be modified to fit another audience (example, military people).

Take a break

Breathe some fresh air, relax, have a cup of coffee, ...

Technical device

Trainer must ensure the availability of some technical device: a computer with presentation software, an OHP, a film projector, puppets, ...
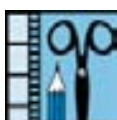
Tool

A film, a form or questionnaire, theatrical performance, etc., that accompany the module but are not part of it. Most are downloadable from www.tresa-online.org

Trainer preparation required

The trainer must make some special preparation (prepare notes or labels, assemble material, collate material for distribution).

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Trainer Preface

This training module is designed for an audience from a post-conflict country or region, or those who intend to work in such contexts. Trainees may consist of future key players in national reintegration programs and/or an audience of international development workers that are going to assist the DDR processes. Where indicated, parts of this module can also be applied in more stable contexts, such as where the downsizing of the armed forces calls for an organized reintegration process.

Trainees should have a general understanding of development issues, and preferably some experience working in a development (but not necessarily conflict-related) context. They should further be intending to, or in the process of working on DDR issues in an area that is familiar to them, or in which they have some background knowledge.

The objective of this module is to:

■   Provide trainees with a sound understanding of the different elements of a general reintegration strategy, the challenges involved and how to address and overcome them.

■   Make trainees aware of important "hidden" aspects of reintegration.

■   Enable trainees to draft the essential points of an adapted strategy for the reintegration of ex-combatants in their country.

If you are training in a post-conflict context or trainees are from a post-conflict region, it is essential that you become familiar with the history and issues surrounding that conflict.

Since no reintegration program is alike, the main objective of this module is to enable trainees to design a DDR program for their country or region. The concrete goal of this training is thus the production of a draft reintegration plan, which the trainees can use as the basis for the production of a concrete reintegration program in their country or region.

The workbook

We offer you to us the Reintegration Plan Workbook provided at www.tresa-online.org if you want to have trainees' draft a reintegration plan. Ask them to fill in the tables in the respective chapter of the workbook after each section.

If trainees come from a mix of post-conflict, non-conflict or conflict countries or regions, or if they don't know yet where they are going to work, it will be necessary to select a post-conflict country with which you are familiar and use it as the basis for the design of the trainees' draft reintegration plan. The TRESA team can also provide you with a fictitious country (Carana) to serve the same purpose. For more information on Carana, visit the TRESA website at www.tresa-online.org or contact us.

Trainer Preparation – 4 days (+1 day preparation of exercises)

In order to deliver an effective and well-organized training session, some advance preparation will be needed. As you read through this module, take note of the 'preparation icon' we have included to identify those issues and exercises that may require you to undertake some advance work. For example, we recommend that you begin by reading through this entire module, comparing it as you go with the corresponding trainee manual. This will provide you with a sense of the information your trainees will be provided, as well as areas where you will be required to add value. Through our **'Trainer Note'** boxes, on the left-hand side of the training manual, we offer additional information, guidelines for how to deliver the relevant section, and possible answers for discussion questions to be asked. If you are new to the topic make sure that you understand the underlying issues. Please be prepared to spend sufficient time reading over the texts we recommend you to read in the individual sections, plus any other material that you consider useful prior to the start of your training. Please note that these guidelines are recommendations only and open to modification according to your experience and the level of your trainee group. If you have alternative ideas or methods for training a particular section as well, please feel free to explore them.

Training on issues relating to DDR is complex, and effectively filled with a large number of complex details. As is usual in all TRESA modules, the level of detail you want to pass on to the trainees depends on:

- The trainees level

- The purpose of the course

- The time available

We suggest you use the material in the trainer notes *selectively*, according to training requirements.

Remember: all the material presented in this module is to be used only as **a guideline** for the substance and organization of your training. Please feel free to:

- Change the sequence of the sections or sub-sections.

- Add material or to leave out certain parts.

We strongly advise that you **do not rely too heavily on the written order and structure** of this module, as this might lead to a rather static training that can be counterproductive to your goals. Instead, we encourage you to **be as flexible and target-group oriented as possible**, and to distance yourself from the material wherever necessary.

Depending on the knowledge of SALW issues of the trainee group, we recommend you to consider combining this module with TRESA modules SALW Basics-Definitions (SB-D05) and SALW Basics-Recognizing SALW and Ammunition (SB-R05). Details on a number of other crucial issues, such as identifying SALW, the UN Program of Action and other regional agreements, and dealing with donors are dealt with in more depth

in the following TRESA modules: SALW Basics-Recognizing SALW and Ammunition (SB-R05); Global and Regional Agreements on SALW Control (GRA06). At the appropriate points in this module, you will be directed to these modules for your information or further training.

In sum, we recommend that you set aside at least **2 days** to review the above material, and at least **2 days** to prepare for your training session. While this preparation time may seem rather lengthy, it is unlikely that you will need as much time in preparing for additional deliveries of this training module. Use this time to adequately familiarize yourself with the issues at hand and to identify any questions you may have – it is likely that trainees will also have these questions.

If you want trainees to work with the Reintegration Plan Workbook, we recommend an **extra day** preparation for the exercises. In case you know beforehand where trainees are going to work, you can either ask them to bring copies of the documents needed in order to complete the exercises (such as the peace agreement), or provide the material yourself. If using the Carana example, spend sufficient time to familiarize yourself with the material.

If your own research does not provide you with any answers, please feel free to contact the TRESA team at www.tresa-online.org.

Structure of the training

As the trainer, you are free to choose how to deliver this module based on the amount of time you have for training. The average time we recommend is 2 days; however, this can be shortened to one day or stretched out to three. If you have less time than this, we recommend that you leave out sections/examples or case studies, which you do not consider relevant for your country context.

For each exercise requiring group work, we have suggested the amount of time to allocate for group discussion followed by group presentations. Please note that these are **guidelines only** and will need to be adjusted according to your trainee group.

Using this module

Each section of this module should be considered independent of one another. This means that, based on the level, interest and objectives of your trainee audience, not all of the sections need to be covered, nor do they need to be delivered entirely or in the order presented. At the end of each section, we include short summaries, which are not necessary for you to include in your training, but rather are useful tools for you to measure whether you have covered all the points listed and to help keep you on track. We recommend that you refer to these summaries in preparing your training session to ensure that all relevant points are emphasized. In addition, we have included ample room in the trainee manuals for them to take notes – encourage them to make use of this resource and to follow your presentation along in their manuals. Trainee manuals are freely accessible online at www.tresa-online.org and should be reviewed in preparation for your training.

Please also note that all Module Abbreviations deliberately state only the first three letters (e.g. SB-D), as well the year in which the module was written (05), but not whether it is the A (trainer), or B (Trainee) version, or e.g. 01 (is the first version of this module, 02 the second, etc.). This is to emphasize that all our modules are works in progress, and will be regularly updated and modified (01, 02, 03, 04, etc).

General training tips

The following provides some general suggestions on how to run an effective training session. For a more detailed overview and additional ideas, we recommend that you review TRESA's Train the Trainer Module (TtT06) available online at www.tresaonline.org.

At the beginning of the training session, it is important for you to establish some ground rules to be respected by all trainees over the course of the training. You can set these rules yourself and relay them to your trainees, or establish them together as a group. In the latter case, you can treat this as somewhat of a contract between all participants in the training, whereby all members will agree to the rules they have created and abide by them. On a blackboard or large sheet of paper, ask trainees to offer their ideas and record them as you go along. Make sure to add some of your own – and when you're done, post the rules somewhere visible in the training room for the duration of the session.

At the beginning of the training session, it is important for you to establish general ground rules to be respected by all trainees during the course of your training. We suggest that you write the following rules down on either the blackboard or a big sheet of paper and stick it onto one of the classroom walls before you begin:[1]

- Respect for time and punctuality.

- Respect for the views of the others.

- Mobile phones need to be switched off during training sessions. In case a mobile phone does ring during class it should be handed over to you, the trainer, until the end of the day.

- No smoking during training sessions.

- No sleeping during training sessions.

- Trainees need to minimize movement when sessions are in progress.

Note: it is important to ensure the trainees that everything they say during this training course will be treated as confidential and will not be made reference to outside the course. This training course is a trustworthy environment and a safe haven, so invite the trainees to trust your confidentiality and encourage them to speak openly.

As we suggest a number of discussions during the course of this module, we suggest that you take the following points into consideration:

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- **Make sure that the discussions do not get too heated** (quite often people come to this discussion with a distinct ideological position) and that latitude is given for everyone's opinion.

- Ensure that each and **every individual has the opportunity to express their views** within the suggested timeframes of the exercises.

- If there is prolonged silence after you raise a question to the trainees or explain an exercise, it may be because your questions or instructions were not clear. Ask the trainees if they understand their task and try to re-phrase your questions/instructions in more simple terms.

- **Promote acceptance** of differing opinions and an understanding that individuals have different experiences in organizing or in conceptualizing these sorts of problems. This is particularly important where you have mixed groups (men and women, people from different types of communities, people with different educational backgrounds, etc).

- Try to **hold back individuals who**, because of their personality or experience, **take over the discussion** (you can, for instance, establish a ground rule that no one speaks without raising their hand, and keep a mental count of individuals that are very active, to ensure their voice is not the only one heard).

- Try to **encourage shyer or quieter people to speak**, not by putting them on the spot, but rather by creating an informal and accepting environment in which they can feel confident. Circulate often during group work activities to listen for their contribution, and encourage them to later share this with the group if time and the subject matter permit. It is likely that shyer participants will feel more confident after having worked in smaller groups. Also, if groups are to present their work several times, make a rule that the presenter for each group should be a different person each time. That will encourage shyer participants to get involved in the general discussion.

Note: in some societies, certain individuals or groups do not dare to speak in front of their superiors, their elders or, often in the case of women, in front of men. If this is the case in your training session, try to engage these individuals as much as possible in your discussions. We would like you to keep gender and the trainees' culture in mind while doing the exercises, though these two issues are not always easy to combine, especially in cultures where women have a certain status which is seen as below that of men. Please make note of any difficulties that may arise as a result of these issues and relay them to the TRESA team for consideration in future training sessions.

We wish you the best of luck and success in using this manual for your training.

We welcome any feedback or comments you might have.

Acknowledgements

Glossary

Armed group	A term used for a group of armed people with various organizational levels. They may have a political agenda, or solely an economic one, or a mix of both.
Capacity building	Training given to individuals and groups to equip them with the necessary skills they require.
Chaotic conflict	A type of conflict where there is no clear definition of a combatant or civilian, as both may be armed.
Child soldier/child combatant/ children associated with armed groups	UNICEF defines a child soldier as any person underthe age of 18 years who is part of any kind of regularor irregular armed force or armed group in anycapacity, including but not limited to cooks, porters,messengers, and those accompanying such groups,other than purely as family members. It includes girlsrecruited for sexual purposes and forced marriage. Itdoes not, therefore, only refer to a child who iscarrying or has carried arms.
Civil society	Collective of civilian and social organizations or institutions which form the basis of a functioning society.
Cold Arms/ arms blanches	Implements other than firearms that can be used asweapons, e.g. sticks and clubs machetes, knives, orswords, or other. Not included in the definition ofSALW.
Community groups	An association of people with common rights, privileges and/or interests.
Conflict	When a dispute turns into something bigger, where more issues, often hidden and underlying ones are at stake. A conflict can be carried out by means of violence.
Conflict assessment	A conflict assessment is a diagnostic tool of theseveral aspects of a conflict that produces variousrecommendations for managing.
CSO	Civil Society Organization; An organization that focuses on the participation of civil society in social and political decision-making processes.
Development	Long-term efforts aimed at bringing improvements inthe economic, political and social status, environmentalstability and the quality of life of all segments of thepopulation.
Disarmament, Demobilization, Reintegration (DDR), DD&R, DDRR	A three-pronged program of reducing or abolishingweapons of former government or opposition forces,dissolving military structures and integrating theirformer fighters back to normal non-violent life, after aperiod of (usually internal) conflict.

Sometimes there isa second R added which stands for Reconciliation orRehabilitation, and even a third one for Rehabilitation.

Domestic violence Conduct against family members, intimately involved partners or roommates, which can include beatings, threats, stalking or other forms of intimidation, harassment, neglect, physical, emotional or sexual abuse.

Ex-combatants Former members of an armed group (military, insurgency, militia, gang, or any other). The precise definition may be contested from one situation to another, and is sometimes stipulated in a peace agreement.

Gender The social expectations, in any society, that areattached to a particular biological sex.

Gender-based-violence (GBV) The targeting of specific persons because of their gender. Includes history of sexual abuse in childhood, sexualabuse/ rape and domestic violence.

Gender-inclusive analysis An assessment of gender roles, representation andparticipation in a particular project or program.

Good governance The process of decision-making and the process bywhich decisions are implemented (or notimplemented), if characterized by being: participatory,consensus oriented, accountable, transparent,responsive, effective and efficient, equitable andinclusive and follows the rule of law. Good governanceensures that corruption is minimized, the views ofminorities are taken into account and that the voicesof the most vulnerable in society are heard in decision -making. It is also responsive to the present and futureneeds of society.

Human security A people-centered approach to security. Human security aims to remove the threats to people arising from poverty, conflict, disease, starvation and the environment among other things.

IDP Internally Displaced Person IDPs are persons who have been forced to leave their home for reasons such as natural or man-made disasters, including religious or political persecution or war, but have not crossed an international border.

Implementation The act of putting into action or fulfilling the provisions and commitments a State has agreed to via an official document.

Incentives Something that is provided to motivate people into action. In weapons collection programs, incentives are often cash or in-kind contributions (e.g. tools, motorbikes, and cattle) that serve to induce people to hand in their weapons.

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Internal security	Security within the borders of a nation.
International Donors (ID)	International Donors fund most of the weapon and ammunition destruction projects. They have certain responsibilities for ensuring that these projects are managed effectively and in accordance with national or international standards.
Millennium Development Goals (MDG)	Eight goals compiled by the member states of the UN which shall be achieved in the year 2015.
Light weapons	A crew operated weapon of less than 100-mm caliber. In practice, these include weapons of calibers of between 12.7 and 100 mm.
Machine gun	Medium-sized and larger automatic firearm (less than 20mm caliber) that fires in bursts.
NGO	Non-governmental Organization. A voluntary organization that is non-profit oriented and independent from the government and government institutions.
Organized conflict	A type of conflict where the different warring parties are well known and easily distinguishable from non-combatants.
Pistol	Small arm that can theoretically be fired one-handed.
Proliferation	Spread of weapons, weapons parts, weapons systems and ammunition.
Proximate cause	Symptoms/manifestations of deeper problems that cause conflict.
Receiving communities	Communities where demobilized combatants will live and establish themselves as civilians.
Role (social)	The rules an individual in any society is expected to follow concerning how to behave in any given position, such as 'daughter', 'manager', and 'grandchild'.
Root cause	Fundamental factors that lead to a given outcome. In DDR, root causes are generally social, economic, ethnic, political or legal factors in a society that lead to violent conflicts.
Security forces	Forces that are supposed to guarantee security, such as the military, the police, intelligence service, the paramilitary, etc.
Security sector	Organizations and individuals in a state that are officially responsible for public order, physical security, and the borders of the state, such as the army, police, border police etc.

Security Sector Reform (SSR)	Often a precondition in conflict torn societies for development and good governance. SSR may meaneither some small transformations within a functioningsecurity system or the totally new structuring of theparts of a states security sector. Aims especially inpost-conflict situations at the strengthening of politicalcontrol over armed bodies.
Sex	The biological distinction between males and females of any species.
Small arms	Weapons that can be carried and are used by one person.
Small arms and light weapons (SALW)	Weapons that can be carried and are used by one person.
Social capital	The degree to which an individual or group can call insuch favors, and the degree to which they can offerthese favors to others.
Spoilers	Groups or individuals, who act to destabilize and compromise a reintegration program, elements of DDR, or the peace process as a whole.
Stakeholder	Someone (a person or an organization) who have, or feel they have, an interest in an issue.
Structural features	Features that are endemic to the way a society is structured. These are usually root causes in a conflict.
Transparency	The act of disclosing information in a comprehensive, accurate and timely manner.
Trigger event	An actual event that ignites or marks the beginning of a particular conflict.
UN DDA	United Nations Department for Disarmament Affairs.
UNDP	United Nations Development Program.
UN Program of Action/ UN PoA	The UN Program of Action calling for international and national action to control SALW.
Weapons for Development Programs (WfDs)	Disarmament program aiming at the community level. Instead of providing individual incentives for thehanding in of a weapon. Disarmament of a region isrewarded by development projects.

Trainer Note (Exercise 1)

A word web or mind map is a brainstorming tool that helps to motivate and organize spontaneous thoughts on a given subject. In this exercise, you will divide up the class into groups of about 4 persons Ask them to provide spontaneous answers to the question: "What comes to your mind when you think of *reintegration* in your country?" Their answers will be provided in the form of a word web, whereby the connect the words that are associated, linked or that inspired the other. The resulting word web can look something like this:

```
  Frustration
              Unemployment                 Money
                                                       Jealousy
          Jobs
                                              Benefits
                        Reintegration
                                                          Tradition
  psychological                          Communities
  help                                                     Women
              Traumas
                                  Solidarity        Poverty
      Vengeance
```
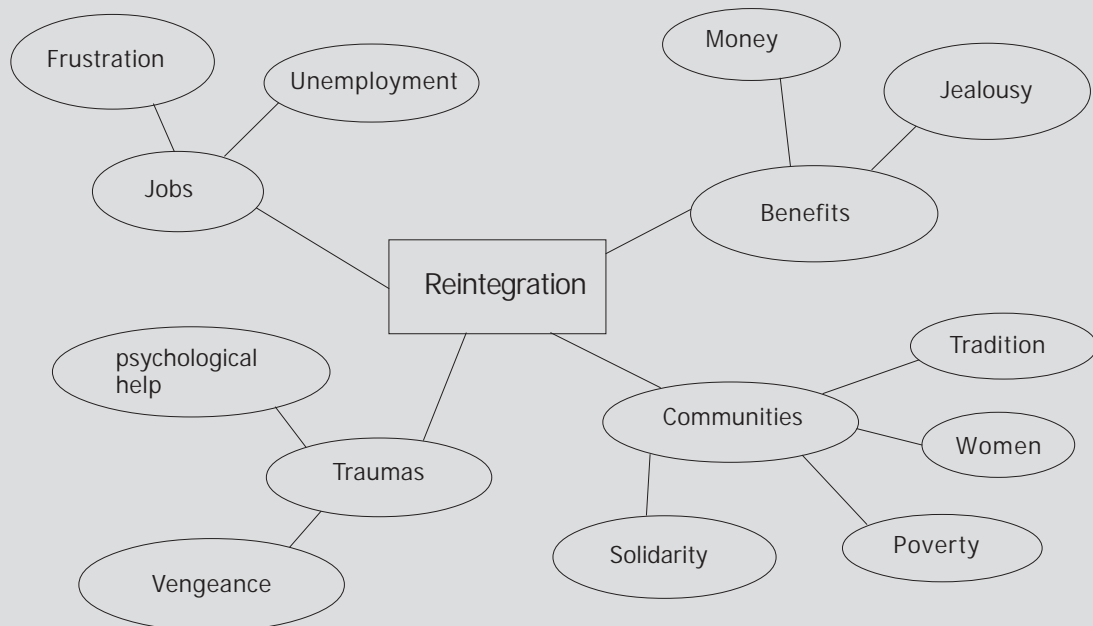
Following the work in small groups, all groups come together again to explain what their associations were and to discuss their results. Certain clusters or empty spots might reflect the knowledge (or lack of) and interests of a particular group.

This is also an exercise that can provide you, the trainer, with important insight into the trainees' knowledge of the subject.

Most probably, the outcomes will stimulate lively discussions. While lively discussions are good for active participation, endless and unstructured discussions yield the opposite effect and can cause some people to disengage from the exercise. You must moderate the discussion in the light of the broader training objectives:

■ Do not get into lengthy discussions on definitions etc.; rather, inform trainees that this will be discussed later on.

■ Only answer questions of clarification, asking participants to write down any other questions so that they can introduce them during the appropriate session.

As a trainer, you can choose to have an extra moderator present to share the burden of this exercise. You can appoint a moderator for each group whose job is to stimulate the trainees to come up with as rich a web as possible.

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Section 1

Reintegration—the context

Objectives and Goals of Section 1:

■ Be able to define 'reintegration'.

■ Understand how it is embedded into the DDR process.

■ Understand the relevance of the gender issue for successful reintegration programming.

■ Be able to analyze the conflict preceding the DDR process, and to understand the implications this has for the Reintegration process.

■ Understand the relevance of the conflict specifics and peace agreements and their impact on the Reintegration process.

Exercise 1: Word web (10 minutes)

A "word web", also called a "mind map" is a way of getting at associations of terms that people may have on a particular subject. It is a useful way of finding out concepts and associations between them, and clarifying these for a group of people.

In groups of four, you will create a "word web" based on the following question: "What comes to your mind when you think of *reintegration* in your country?

Groups will present their webs to the class according to the following headings:

■ What terms did we identify?

■ Which words or linkages are surprising or counterintuitive?

■ What phrases/ concepts score relatively high (all group members agree they are relevant)?

■ Which ones score low (there was great differences of opinion within the group)?

After or even during the discussions, you can use the outcomes to introduce:

■ The key concepts of reintegration by clustering outcomes.

■ The structure of the training (e.g. "It is interesting to see you have all mentioned X and Y and Z since this is exactly what we are going to talk about in sessions 1/2/3/" etc). By explaining the structure of the course in this way, you give the trainees the feeling that they have a good knowledge base and that you will be responding to their own interests. Encouraging this feeling encourages the trainees and will foster active participation.

This introductory exercise will help reveal helpful knowledge about your trainee group, including the most/least vocal trainees, the most eager/passive participants, etc. Take note of these things and try to find ways to overcome them so that everyone has a chance to participate.

Trainer Note

The terms *DDR* or *DD&R* are most commonly used to describe the disarmament, demobilization and reintegration process. Other abbreviations however exist, such as *DDRR* or DDRRR (Disarmament, Demobilization, Reintegration and Reconciliation, or Disarmament, Demobilization, Reintegration, Reconciliation and Rehabilitation) which have been used to describe similar processes dealing with post-conflict situations of returning ex-combatants to peaceful civilian life. While in this module we are using the abbreviation *DDR* for reasons of practicality, we do not mean to exclude processes such as rehabilitation or reconciliation.
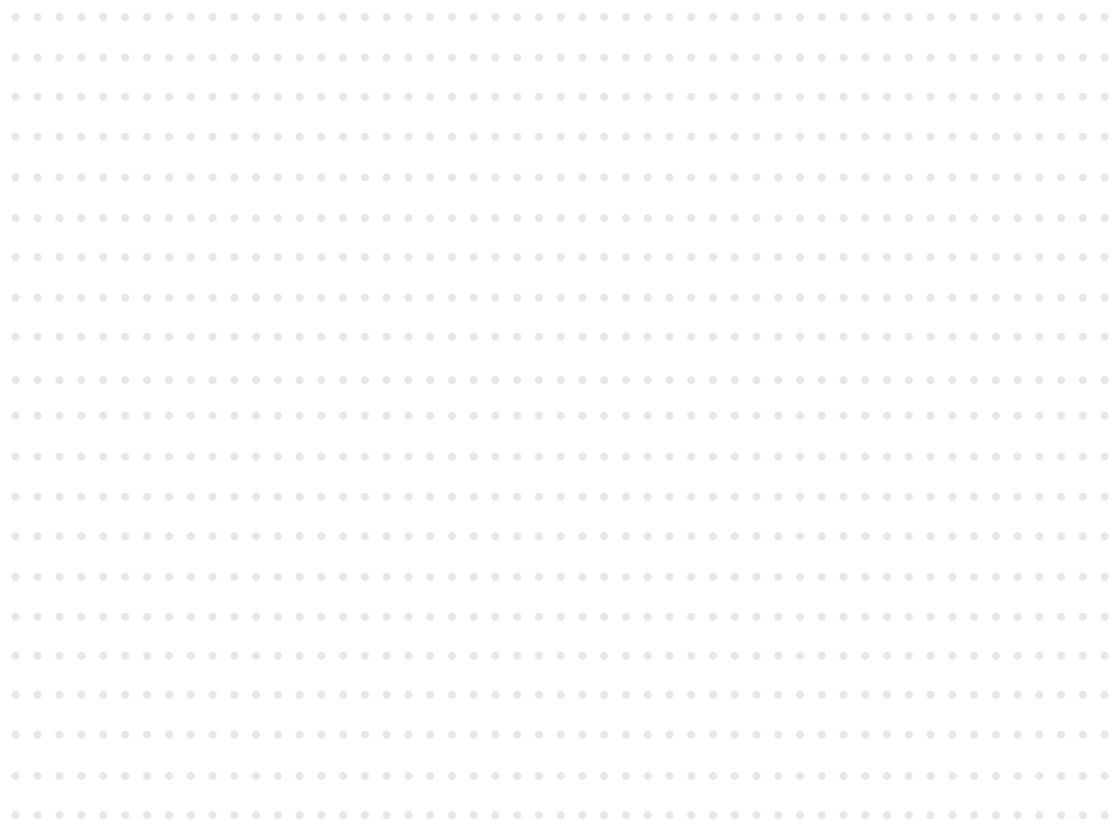
1. What is DDR?

In post-conflict situations, DDR programs are an increasingly important and relatively well-established area of programming of many development aid agencies. They are integral to many peace accords and of crucial importance in avoiding a return to conflict, with all the associated development implications.

DDR typically refers to a complex process that takes place after armed conflicts, especially after internal conflicts. The principal objectives of DDR programmes are:

- To prevent the resumption of armed conflict.
- To help create the conditions for post-conflict reconstruction and peace-building.

To do so successfully requires (re-) developing areas affected by war in order to **create viable alternatives** to civil war, armed crime and violence.

DDR has 3 stages:

1. **Separating combatants from their arms** by collecting arms, particularly SALW, after peace agreements or the cessation of violence.

2. **Breaking up military-like structures** developed during conflict by separating them from their armed formation.

3. **Returning combatants to civilian life** by providing them with civilian non-violent occupations.

Reconciliation and rehabilitation can be seen as separate stages or as parts of the reintegration process.

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Basic elements of DDR

Disarmament

Usually done by **amassing combatants** in assembly or cantonment areas.

Weapons are **collected** from combatants, registered, safely stored and, rendered for re-allocation or destruction.

Combatants are **identified** and registered and issued new papers. Usually there is a first assessment of their individual basic needs and requirements.

Demobilization

Builds on the disarmament phase by **preparing combatants for entry into a non-violent life**.

It should be ensured that **military formations and hierarchies** under which the combatants operated are **dissolved**.

Depending on the specific context and circumstances, ex-combatants are either **returned to civilian life**, or **integrated into the national armed forces**, which, in some cases, might have to be newly established. This process is frequently facilitated with transitional allowances to tide ex-combatants over until they find a peaceful livelihood.

Reintegration

Designed to provide assistance **in the form of, for example, training, allowances, tools and implements, so that ex-combatants can be** productive and rehabilitated members of society **that no longer pose a threat.**

This phase, however, is often less effectively resourced than the other two stages.

DDR bridges the realms of post-conflict security issues and those of post-conflict reconstruction and development. Successful DDR efforts are the precondition to peaceful and sustainable reconstruction and development. At the same time, poorly planned reintegration programs can obstruct livelihoods or prior development efforts.

While the DD is often done under the responsibility of security actors (e.g., military, observer troops, etc.), the R–part(s) are often left to development actors. However, it is important for development professionals to be involved **from the earliest point of the process** in order to assure a smooth transition. For more information on DDR and development programming, please consult the TRESA module on SALW and Development (SAD06).

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Remember: the three activities of disarmament, demobilization and reintegration are inextricably linked. No one part can be successful without the others.

2. The reintegration process

Within the DDR process, the DD phases pose largely logistical and security challenges which are addressed by military actors. However, the real challenge of DDR processes is to assist the demobilized combatants to find their way into **civilian life,** the R-process. As they have often been out of civilian life for a long time, they need assistance in many ways, such as:

■ physical and mental well-being

■ adapting and being accepted by community members

■ find alternative means of securing income

■ Finding alternatives to a military identity – that is, social status and respect.

In order to do so, a complex web of **services** is needed, which are provided by different actors including ministries, credit institutions, employers, health service providers, training providers etc. The challenges are big, especially when the ex-combatants have high expectations on what they might get out of this process. Furthermore, the challenge is even greater as many of the service providers have been affected by the conflict, lost their assets and premises, their qualified staff etc. Reintegration is a process that takes at least 2-5 years, is costly and needs a lot of organizations that provide quality services to often very high numbers of ex-combatants.

Note: R is not a single event, but a **process** that takes a lot of time!

There is no blueprint for DDR. Every country decides the exact nature of their program, taking into account the political, cultural social and economic context in which the program would take place. This module will introduce you to the basic key-elements of a reintegration strategy, the options you have, and will provide some lessons learned from different settings with similar challenges. Eventually, during these days you are helped to apply this knowledge to your own context and to start making strategic choices for the appropriate reintegration program for your country/region.

The process of reintegration includes a number of interrelated issues that will be elaborated upon in this module. Please keep in mind that, while they are sometimes presented as stand-alone issues, all of these issues to be discussed during reintegration affect and interact with one another and must be kept in mind during the assessment, planning, and implementation of a reintegration program.

Trainer Note

Violence and conflict have an impact on gender roles. Their impact is felt and experienced differently by men, women, boys and girls, the elderly and the young. So, in order to take action and become involved in issues related to SALW violence, the awareness of these differences and relationships is crucial for success. That's why we consider it very important to talk about this topic in detail.

Depending on your group of trainees, make a decision on how detailed you want to discuss the topic of gender. While some groups might be aware of gender aspects, others might not, or do not see the relevance of the topic. Be aware that there might be misunderstandings: gender is not the same as emancipation or feminism!

Note: gender is a sensitive issue that might require your skills as a mediator. Our aim is to make participants aware of the gender issue, but not to cause tension.

If you are training in situations where gender is a sensitive issue, it might be wise to separate males and females while discussing gender.

Please keep in mind that gender is a very touchy issue for a number of reasons:

■ Culturally, males in many societies perceive women as inferior, juvenile, and as objects of control. Your trainees may express or feel these sentiments even if not expressed, and the degree to which you need to emphasize equality is something you must decide on the spot, often with a particular trainee(s) in mind. This also means that quite often women and girls will be reluctant to express themselves in a group with men and boys and, if they do express themselves, will ensure they do not go against male opinion.

■ Socially, women often are excluded from certain activities and behaviors. These *may* include roles as organizers or fighters, and your trainees may see discussions of the role of women as either unnecessary or even threatening to the social order.

■ If you are working in a post-conflict society, it is likely that some of your trainees may be confronted with armed violence and gender-based-violence (GBV) or even have had experiences as either perpetrators or victims of SALW-caused GBV. You should therefore approach this topic with the outmost care and check with the trainees if they feel comfortable enough in dealing with this topic. For this session you could also offer to split the group into a female and a male group if one or more trainees feels uncomfortable speaking about their experiences with the other sex present.

Box—What is Gender Based Violence?[2]

According the United Nations High Commissioner for Refugees (UNHCR), the term 'gender-based violence' (GBV) is used to distinguish violence that targets individuals or groups of individuals on the basis of their gender from other forms of violence. GBV includes violent acts such as rape, torture, mutilation, sexual slavery, forced impregnation and murder. When involving women, GBV is violence that is directed against a woman or girl because she is female, or that affects women disproportionately.

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3. The gender dimension. Men, women and armed violence

Violence and conflict have an impact on gender roles. They are felt and experienced differently by men, women, boys and girls, the elderly and the young. So, in order to take action and become involved in issues related to armed violence without doing harm to the societies concerned and their way of living, the awareness of these differences and relationships is crucial.

Be aware: In R-programs, gender-sensitivity is a must both with respect to the receiving communities and the former combatants!

This does not mean that all acts against a woman are gender-based violence or that all victims of gender-based violence are only female.

'Sexual violence' is a form of GBV that involves sexual exploitation and abuse. It refers to any act, attempt or threat of a sexual nature that results, or is likely to result in, physical, psychological and emotional harm. It is the most common form of GBV and has been used as a 'weapon' of war to inflict harm on the local population.

Many people have at some point in their lives experienced GBV at gunpoint, often resulting in long-term psychological and physical damage. Especially in war and conflict situations, the risk and incidence of gender-based violence increase. This is due to a combination of factors, including the breakdown of law and order and large-scale population movements, specifically of women and children.[3]

If you want to read more widely on gender and armed violence/conflict we recommend:

- Farr, Vanessa A. and Kiflemarian Gebre-Wold (eds.): *Gender Perspectives on Small Arms and Light Weapons: Regional and International Concerns.* BICC Brief 24 (July 2002). http://www.bicc.de/publications/briefs/brief24/brief24.pdf

- Bouta, Tsjeard, Georg Frerks, and Ian Bannon: *Gender, Conflict, and Development.* Washington, D.C.: The World Bank 2005.

Trainer Note (Exercise 2)

The purpose of this exercise is to raise awareness of typical gender roles, how they are perceived and how they might or might have changed.
Duration: 10-30 minutes.

Show trainees the pictures provided in Annex I a-c, one after the other. Ask trainees what they see and what it symbolizes to them. Then ask whether they believe these pictures reflect reality, and why or why not. If you have time and want to get deeper into the discussion, you may also ask whether they think traditional roles are an ideal that should be strived for, or whether and how these should be changed.

Trainer Note

You should emphasize that gender is a dynamic concept, and gender roles can and do change. For example, in times of war women will take over responsibilities that are culturally considered to be the domain of men, such as acting as the head of the household or being an armed fighter.

Exercise 2: Discussion

■   "Typically male, typically female?"

Box—Definition

The concept of gender is used to explain different learned identities associated with masculinity and femininity: it describes socially constructed as opposed to biologically determined identities of women and men. Gender shapes the roles, relationships, experiences and expectations of women, men, boys and girls in a society. It is intertwined with other forms of social differentiation such as age, ethnicity, class, caste, religion and socio-economic status. These different roles and relationships influenced by local, national and regional contexts, often determine ways in which people are affected by the availability of SALW and the impact of SALW on their lives, both in conflict and non-conflict situations.[4] Men, women and children experience, and are affected by armed violence in different ways.

Men

The highest percentage of both perpetrators and victims of armed violence are men. Men are often expected by society to be the ones who have to defend and protect their pride, reputation, families, country or property; and who have to provide the necessities of living. Men often see weapons as symbols of characteristics such as "courage", "masculinity" or "honor". The last two points, in particular, help to explain why in many cultures and situations men often perceive guns as generally positive and necessary for their survival.

Women

Although in many cultures women don't have access to weapons, their lives are strongly influenced by SALW: They are targets of rape, other forms of sexual violence and killings in conflict situations, crime, and domestic violence (violence in their homes). They are health providers and carers for the victims of armed violence.

Whenever men are absent in times of crisis, women are responsible for the survival of their families and have to take over all kinds of responsibilities at the community level. Women are indirectly involved in fighting, for example as associates to armed forces. Often they are forced to act as "combatant wives", cooks, spies, or messengers, and often have to suffer sexual violence. In many countries there is a considerable number of female combatants, either in the military or (more often) non-state armed forces. While some women may also see SALW in their household as a means of protection, women generally tend to be more skeptical, or even have a negative opinion about the benefits of SALW for society.

Children

Children tend to be wholly victims of small arms use. Even when children turn into perpetrators of SALW violence, this is almost always at the instigation of (ir)responsible adults: Every year thousands of children are killed or wounded by small arms. In conflict situations, children often can't go to school and don't have access to health care.

In many countries in crisis, children and youth are associated to armed forces. Children and youth join armed youth gangs and become involved in armed crime.

Trainer Note

All things considered, post-crisis reintegration is not just an opportunity to address gender equality for ideological reasons. It is imperative to address gender issues for sustainable reintegration. Gender roles change during wartime and going back to pre-war gender-biased positions is simply not an option for successful reintegration. What is more, failing to address these is a blatant breach of UNSR resolution 1325 (see Section 3).

Addressing gender roles can be a sensitive issue. Even more so during post-conflict. Gender issues must therefore be carefully and sometimes subtly interwoven into the fabric of the DDR process.

Trainer Note (Exercise 3)

Objectives: make trainees aware of gender changes during conflict and their implications for reintegration programming as a follow-up to Exercise 2.
Duration: 15-30 minutes

The issue of gender equality is a difficult one since in many conflicted and post-conflict society, local ideology is opposed or at best indifferent to gender equality. You may well find that the basic premises of female-male equality are challenged and not seen as valid by part of your audience. We should be careful not to alienate those with a traditionalist and masculine view. Before moving into the subject matter of gender in DDR, it is useful, therefore, to bring the issue into the open. To do so, it is desirable to allow those opposing gender equality to express their arguments, while at the same time, encouraging those who do see gender equality as desirable to express their thoughts as well.

You should strive to have the trainees' answer two main questions:

■ What changes in gender relations did the conflict bring about?

■ Which of these changes are expected to be problematic in reintegration? ➜

Box—Gender roles and subsequent attitudes towards, and experience with SALW

Men:
Defender
Provider
Protector

Women:
Nurturers
Supporters
Care-givers

Children:
Vulnerable
Dependent
Impressionable

Remember: SALW affect and are perceived by different sections of the population in very different ways.

For specific gender aspects in R-programs, see Section 3.

Women's needs are best represented if female ex-combatants and other women are included in the planning and the implementation of the DDR program. Bearing in mind the need to include DDR in the peace agreement, women should be *at* the table during peace talks, not laying the table:

■ DDR staff *must* include experts on gender issues, and must have all other staff members sensitized to local gender particularities.

■ Programs to prevent female ex-combatants from social exclusion should be ready to roll out from the very start.

Exercise 3: Discussion

■ "What changes in gender relations did the conflict bring about?"

■ "Which of these changes are expected to be problematic in reintegration?"

Since gender issues may lead to somewhat overheated discussions, it is suggested to use a variant of the word web to discuss this.

■ For Q1 you first ask what changes to gender relations have occurred. Write each mentioned change on a separate paper sheet. Next, 'unpack' each change mentioned by doing a word web exercise. Only now, instead of asking for just all related words, ask for causes of these changes. Hang the sheets against the wall behind you.

■ For Q2 simply ask the group to select those changes that they deem might lead to problems for reintegrating ex-combatants, male and female. Again, write each of these on a separate sheet. Now, for each selected change, you should do a word web exercise on both the reasons why these changes are going to be problematic for reintegration of ex-combatants, and on possible ways to address these problems.

The group should try to analyze the possible impact of the reintegration program on gender relations. For this purpose, they will look at both traditional gender relations and how these relations changed as a result of the conflict in their country/region of concern. On this basis and on initial experiences, they can then try to foresee how these relations might change in the post-conflict environment and as a result of the reintegration program. Let the group reflect on gender relations before, during, and after the conflict in the following discussion and put down their answers on a flipchart.

Trainer Note

If you want to go into more detail on the process of research, or if you feel the trainees needs some background, you should include the following points:

Documenting such events requires accessing a variety of sources. Individuals at various levels of the military and political hierarchies should be interviewed. Public documents such as newspapers and radio broadcasts should be analyzed. Where possible records including hospital injury records, police reports, and military post-action debriefings ought to be examined (for further details on how to access reliable data, please see TRESA module Basic Principles of Field Research in Small Arms Action (BPF04).

If you want to learn more on gender and reintegration, we recommend

■ UNDP. Manual "Gender approaches in conflict and post-conflict situations".

■ Zuckerman and Greenberg, "The Gender Dimensions Of Post-Conflict Reconstruction: An Analytical Framework For Policymakers".

4. Conflict analysis

In order to be able to plan a well-designed useful reintegration program, it is first absolutely necessary to be able to understand the context of the conflict and its ramifications. The context of the conflict and its impacts on the reintegration program have to be systematically analyzed. We shall discuss ways in which you can analyze the elements of the conflict, in order to be able to provide solutions for limiting the re-occurrence of conflict. We shall also point out in some detail different causes of conflict, and thus the sorts of background problems the reintegration process must cope with.

4.1 Analyzing conflict and its causes

It is first of all important to understand why a conflict started, what issues were involved, and why the conflict escalated into violence.
The social and cultural contexts of the conflict need to be made explicit.

■ The political context, national and regional, before, during, and after the conflict need to be understood.

■ Unequal access to a country's resources is often a structural cause of conflict. Hence understanding what economic factors contributed to the conflict is vital.

■ Finally, and perhaps most important for reintegration, is to analyze why combatants have joined armed forces in the first place: both the proximate and the trigger causes.

These require careful and unbiased research as a preliminary to planning.

Method

As we want to make our DDR efforts sustainable, we need to understand what the process of the conflict has been in order to avoid repetition. It is important to understand *why* a conflict started, *what* issues were involved, and *why* it escalated into violence. Clearly, reconstructing history, which is often obscure and unevenly documented, is always contentious and thorny task. Nevertheless, it is important to

■ Identify those events upon which all, or the majority of actors from all sides of the conflict agree. And to

■ Document those events that are contested, and to record *both* sides' versions. This ensures that, at minimum, there is a common language, even if the interpretation of events is different.

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The most important features of such research are:

■ Always ensure that your data is triangulated (you have received it from at least two independent sources).

■ Always make sure your report is unbiased and fair to all parties concerned.

You should distinguish in your research between:

■ Features that are basic to the society involved, that is **structural** features. For example some societies are composed of a poor rural mass of peasants, and a thin stratum of rich urban dwellers. This is a structural feature of the society. Sometimes these structural phenomena constitute **root causes** of conflict (as when rural poor revolt against wealthy leaders).

■ Manifestations of root causes that people experience in practice and which lead to violence are **proximate** causes. Unequal distribution of wealth is a structural feature. A doubling in the price of rice, wheat or cassava flour in a particular period might be a *proximate* cause: trouble waiting to happen.

■ A **trigger** event (from a descriptive point of view) or cause (from the individual's point of view) is a specific event that caused a reaction. *Structural inequalities* in wealth distribution exist in a given society (a *root cause*). The price of the staple, let's say cassava flour, doubles for some reason (*proximate cause*). As a consequence, there is a food riot in which dozens are killed. This is the *trigger event* which pushed a particular individual or some individuals to resort to violence.

Root and proximate causes of conflict and trigger events

The social and cultural contexts of a conflict need to be made explicit for they characteristically constitute the motivational foundation of combatants. Faced with similar circumstances, some people are more likely to join the armed forces or armed groups than others. Some broad categories are useful for systematizing possible reasons for joining the army. According to Michael E. Brown, both root and proximate causes of conflict can be structured using the same clusters, namely *structural*, *political*, *economic*, and *cultural/perceptual* factors.

Table 1: Clusters of root and proximate cause types

Factor type	Root causes of conflict	Proximate causes of conflict
Structural factors	■ Weak state. ■ Intra-state security concerns. Ethnic geography.	■ Collapsing state. ■ Changing intra-state military balance. ■ Changing demographic patterns.
Political factors	■ Discriminatory political institutions. ■ Exclusionary national ideologies. ■ Inter-group politics. ■ Elite politics.	■ Political transition. ■ Increasingly influential exclusionary ideologies. ■ Growing inter-group competition. ■ Intensifying leadership struggles.
Economic factors	■ Economic problems. ■ Discriminatory economic systems. ■ Modernization. ■ Globalization.	■ Mounting economic problems. ■ Growing economic inequities. ■ Fast-paced development and modernization. ■ Poverty.
Cultural/ perceptual factors	■ Patterns of cultural discrimination. ■ Problematic group histories	■ Intensifying patterns of cultural discrimination. ■ Ethnic bashing and propagandizing.

Table 1 above is a useful tool in checking potential causes for renewed fighting, which must be dealt with in your reintegration plan. Once you are at the stage that you will draft your plan, the larger themes in columns two and three can assist you in assessing the motives ex-combatants might have had for picking up arms. When you do so it is advisable to distinguish between structural causes (the background), proximate causes (which are the background for individual motivations), and the trigger event that caused *that* particular individual to pick up arms. A useful tool for this is the following table (2.).

Table 2: Cause analysis

Factor	Root cause	Proximate cause	Trigger event
Example: poverty	X		
Example: prevalence of small arms		X	
Example: unfair elections			X

Trainer Note

In this sub-section you can elaborate on some of the major causes for conflict that have emerged in the past few decades. These may or may not be relevant to your audience, so select those that are relevant. Analyzing and understanding these causes is important for the reintegration process so that they can be dealt with and conflict avoided. Clearly, dealing with structural factors in a society as a whole is part of the general reconstruction efforts, not the reintegration process. But, as we said earlier, the reintegration process and the reconstruction process have a dynamic, reciprocal relationship, with each supporting the other.

■ **Weak states**

States that do not control the legitimate use of force within their borders, either because they are unable physically to do so, or because they have lost legitimacy in the eyes of their populace, are labeled weak states. Such states are likely to experience conflict either within, or across their borders. Moreover, conflicts that occur over their borders are likely to spill over into their national domains.

■ **Politics and ideology**

The political context in which people grow up affects both their real-life situations and their perception of it. Some people join armed forces out of conviction and because of a strong ideological motivation. Some feel that they have to overturn an oppressive regime.

Many armed conflicts have been described as ethnically or religiously motivated although the conflicting parties had lived side-by-side before, practicing different religions and rituals in one village or even one family. Political leaders have tended to exploit these differences to create fear and mobilize new recruits. These *perceptions* of religion and ethnicity can then easily become part of people's political awareness and beliefs. In other words, the important features for our discussion are that:

■ People attribute a particular importance to some perceived difference, and that

■ They then act – socially, communally, politically, or violently – against others based on that attribution.

■ **Lack of trust in the state**

One of the greatest consequences of the absence of a state monopoly on legitimate force and the use of violence is lack of trust in the state. This may be an important motivation for them to join forces against the state. Inasmuch as they cannot rely on the state to establish order, they will tend to rely on, and establish their own modes of justice and legitimacy without association with or connection to state apparatuses. Interventions by the state tend to be episodic, seen as unfair, and are greatly resented, to the point of violent resistance.

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Clearly, the history of causes and trigger events is often obscure and unevenly documented by different sources. It is therefore always contentious and not a simple task. Nevertheless, it is important to understand and cluster different types of events and trajectories from root causes, through proximate causes, to trigger events in order to eliminate them in the future as causes of violence.

A variety of causes

There are numerous causes for conflict. Some of the major causes for recent conflicts are:

- Weak States.
- Politics and ideology.
- Lack of trust in the state.
- Economic reasons/natural resources.
- Religion and ethnicity.

Exercise 4:

- Open your Reintegration Plan Workbook at the header 'Weak States'.
- Answer the listed question for the region you aim to do reintegration work in.

■ Economic reasons/natural resources

One major motivation for the state's sudden interest in a remote area of the country often involves the extraction of natural resources. In developing countries the extraction of these resources has frequently resulted in rebellion and armed conflict. This has happened recently notably in Sierra Leone (diamonds), Sudan (oil), and Congo (coltran). The extraction of natural resources is a proximate cause that galvanizes existing resentments. Moreover, situations of abundant natural resources attract war lords that mobilize and focus resentments for their own ends, building on existing popular grievances to serve their own greed.

■ Religion and ethnicity

There is a dangerous tendency to label a conflict "ethnic" or "religious" without reflecting on the history of inter-group relations. Religion and ethnicity are differences between groups of people that by themselves do not lead to armed conflict. It is however possible for political leaders to exploit these differences for their own personal advantage following a strategy of divide and rule. When analyzing the history of a conflict it is therefore essential to learn what these groups and their group differences are based on and how their relations developed over time. Corrupt leaders have sometimes created some identities that did not exist before in any significant way, for their own political or economic advantage.

Ethnic differences are often expressed in terms that are most important to those who can use them to their advantage. When this happens, differences are generally expressed in trophes (variations) on one or more of the following general propositions:

■ They marry in a different way than we do (and to us, this feels immoral? Improper?).

■ They have a different kinship system than we do (and they favor their kin over us).

■ Their language is different (and we don't understand what they are talking about, perhaps about us?).

■ They have a different way of making a living (and we feel we are excluded from making a living the same way).

They dress/behave in public/appear to be different from us (and we feel they are not like us).

Ethnic differences (and these might even exist within the group you are training) are rarely spoken about overtly. Most often, one or more of the statements above is the basis of a perceived difference. It is important to emphasize that each of those statements has an objective component (which needs to be verified in practice. At times, in the ethnic context, one group "assigns" traits to another that the second group do not possess), and a subjective component 'we feel _____ about the other group').

If talking about ethnicity causes tension in the group, or if the conflict undeniably had an ethnic component, you may want to propose to the group a debate along the lines of the one used for talking about gender, particularly if the group is ethnically mixed.

You should re-emphasize constantly that ethnic and religious differences do not limit the ability of people to co-exist, and need not be the source of violent conflict.

Trainer Note

Poverty

Poverty is a major factor making children and people vulnerable to recruitment into armed forces and groups. Many children or youth join because of poverty and because armed groups at least attempt to provide food. This is true in both war and peace times. People not living in impoverished circumstances have fewer motives – often ideological or political – to join armed forces or groups. For the poor, life as a combatant may be their single best option for making a living.

Family, friends and identity

The family situation is a very significant factor in the involvement (or not) of people in armed forces or groups. Some adolescents, in fact, regard involvement in the military as a normal and acceptable part of family life. While the influence of the family on children's choice of occupation has been recognized during peacetime, its role during war-time has largely been neglected.

Families also affect children differently at different times in their lives. Younger children are especially vulnerable to both forced and voluntary recruitment if they lose their family or become separated from it. Adolescents, in contrast, are focused on the reaction of 'significant others', such as friends and family members. They tend to adopt behavior and /or appearance of whatever style is in fashion. Issues of group identity and political ideology play a role in adolescents' lives that also affect decisions about joining armed forces and behaviors inside armed groups.

Education

At a significant period of their development, schools have important functions in children's socialization process. Education has the potential to generate changes in their values and attitudes, including children's susceptibility to violent forms of behavior. Ideologically-driven education can drive children into military groups (as it has in Sudan), as can training in violence and oppression of others. Poor, violent, or biased education in schools can lead to political and ideological perceptions that foster violence.

Culture and tradition

Culture and tradition provide the individual with the lens through which they observe and interpret what is happening around them. One should take the individual's family and clan, their age, sex, religion, parent's profession into account when trying to understand the motives of people for becoming combatants. Their culture may also serve as a background for designating certain enemies and fighting them.

Forced recruitment

It should not be forgotten that often people are forced to join armed groups. This can be direct force at gunpoint, or indirect force, e.g., if there is no other alternative for an individual to earn a living.

Especially children are often forcefully recruited, e.g. through abduction. Even if children "choose" to join armed groups, one could argue that up to a certain age children are not able to make this decision rationally, as at this young age one might argue they are not able to consider all consequences of this decision fully.

4.2 Motivation to join armed groups

Conflict causes differ from the reasons why an individual decides to get involved with conflict. Reasons can include:

■ Ideology.

■ Feeling of injustice and discrimination.

■ Poverty.

■ Family, friends and identity.

■ Education.

■ Culture and Tradition.

Be aware: often people do not have the possibility to decide, but are forced to join armed groups. This is especially true for children and youth!

Box—Economic motivation of young people to join armed groups

"I was in my village when they attacked them. We all ran out of the town. Then I was given information that the RUF [Revolutionary United Front] had a lot of food. So we were with all members of my family, we had no rice, so I decided to go to the town and I lived with them." - Elisabeth, Sierra Leone

"As you know, there was no work here, so joining up paid [...] Above all, in this case you were allowed to loot, so you went in the banks, the safes, the taxis." – Albert, Congo-Brazzaville

"It's a guaranteed wage." Andrew, United Kingdom

Source: R. Brett, I. Specht: Young soldiers. Why they choose to fight. ILO, 2004

"When we were in Shabounda a Rwandan came and told us my father died. Sometime after that there was fighting in Shabounda and I lost my mother and brother and sisters. I was on my own and I was scared. There were Maï Maï, these were Congomen, in the forest so I went to ask them if I could be with them. They accepted." - Boy, Rwanda, joined at 12 years

Source: Crossing the Border. Save the Children 2004

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4.3 Nature of the conflict

The nature of a conflict determines the nature of the peace process. Chaotic conflicts require more complex reintegration programs. The more organized the conflict the simpler the reintegration is likely to be.

■ Chaotic conflicts are those where the differences between combatants, part-time fighters, self-defense groups, armed civilians etc. are unclear. Combatants, in such cases, are indistinguishable from non-combatants. There are multiplicity's of non-ordered fighting groups. Very often, inner-state conflicts are chaotic.

■ Organized conflicts are those where differences between combatants (uniformed, formally identified) and civilians clear and unambiguous. There are fewer fighting groups and those have coherent hierarchical relationships. Inter-state conflicts tend to be more organized than inner-state conflicts.

The duration of a conflict is also an important issue. Conflicts lasting weeks or months have far less of an impact on people's behaviors and social organization than those that last years and decades. During decades-long wars (such as, the conflict in Sudan), generations of people have grown up knowing nothing other than war. This is likely to affect their understanding of the world around them, their ability to work with other people, their approach to settling disagreements without violence, their occupational capacities, and so on.

Box—Organized and chaotic conflicts

Mozambique was a rather 'organized' conflict with only two armed forces. During the DD phase after the peace agreement, combatants were put on a list with little discussion on who was and who wasn't a combatant. It was therefore easy to determine the target group for the DDR program.

In contrast, a 'chaotic' conflict took place in Liberia. Many civilians took up arms, some for months and others just for days. The definition of who was and who was not a combatant became very blurred and the effect was that the DDR program became very disorganized as well, as it was impossible to determine who was and who wasn't a "real" combatant.

Box— Conflicts crossing borders

West Africa provides a good example of the necessity to apply a regional dimension to conflict analysis. What started in Liberia in 1989 soon spilled over to the war in Sierra Leone (another weak state) and was, in turn, the origin of the fighting that broke out in Guinea in 2000.

Some of the leading agencies involved in the design and implementation of DDR programs have recently recognized the blurring of boundaries between the civilian and the military during armed conflicts. Many SSR (Security Sector Reform) programs are designed to put things back in order and to re-establish a clear-cut distinction

Trainer Note

In relation to DDR a peace agreement provides the reintegration process with:

- Limits.
- Possibilities.
- And challenges.

A peace agreement can be divided into two elements that must be weighed carefully:

- The legal arrangement, that is the terms of the peace agreement under which peace is to be carried out.
- The implementation plan of the peace agreement.

Questions you should have the trainees consider about the peace agreement:

A. Are the arrangements noted in the agreement widely accepted by all major sections of society?

B. Has a cease-fire been put into effect and is it respected or breached? →

between the civilian and the military that is usually associated with the modern, democratic state. But it is important to recognize and account for the blurring of boundaries for the practice and effects of DDR programs.

In practice we can ask some empirical questions that will help in understanding the conflict and help in designing a reintegration program. The responses will help in establishing points that one must be aware of when designing a reintegration program.

- Causes of the conflict (Here we need to distinguish between structural, proximate, and trigger causes):

- History and duration of the conflict (The critical question here is whether the conflict took weeks, months, years or decades, and whether there were different phases of chaos and organized fighting. Was it an internal war, or a war between states?):

- Nature of the conflict (Was it chaotic or organized? That is, were mainly civilians/armed groups or mainly the military involved in the fighting?):

- What were the relative involvement of civilians and military (How many civilians picked up arms and how many military?):

- Were combatants part-time or full-time fighters?

- When assessing the context of a potential DDR program, the situation in neighboring countries should be taken into account as well, particularly if these countries are in a conflict or post-conflict situation. If the latter is true, then a DDR program may also be underway in that country, potentially causing 'competition' between the two programs if they are not properly harmonized.

5. Peace agreements

A prerequisite for any DDR program is the existence of a peace agreement. Its nature will affect the DDR process. Peace agreements usually consist of:

- A legal framework.

- Mandates within which peace operations can operate.

- Stipulated tasks for a diverse range of actors including international actors.

Very often, special groups such as children and youth associated with armed groups are neglected during negotiations to set up a general DDR programme. During peace negotiations, it is therefore important to aim at:

- Keeping the issue of child soldiers on the agenda.

- Ensuring that the roles played by children and youth in conflict situations are identified and acknowledged from the moment peace negotiations start.

- Having children's rights and protection explicitly mentioned during the enforcement of peace accords, in peacekeeping and in the processes of conflict resolution, both in peace agreements and in DDR programmes.

C. Do the arrangements set out in the peace agreement encourage, or at least allow the country to address the root causes of the former conflict?

D. Has neutral third party observation been instituted?

E. Is the population aware of the peace agreement and its elements?

F. What are the population's expectations of the peace agreement?

Answers:

A. If the peace agreement is not widely accepted by the population, there is not enough local 'buy-in' into the peace process to generate successful participation in the disarmament and demobilization phase. Consequently, the reintegration process will also suffer.

B. Without adequate security, the movement of people travelling back to their communities will be dangerous. Security is also necessary for reintegration and development efforts to succeed.

C. If the root causes of conflict are not addressed, the reintegration process will be hampered as well, as few people may be willing to give up their arms.

D. The presence of a neutral, third-party agency to monitor the elements of the peace process is crucial for building trust in the peace process and promoting compliance with the agreement. This task is usually undertaken by the UN, who are often also responsible for overseeing the DDR process.

E. Oftentimes, the population is the last to be informed about the provisions of such an agreement for a variety of reasons, including:

   ■ They may be hard to reach/inaccessible or in hiding due to the conflict.

   ■ Illiteracy is high among the population.

   ■ Peace agreements are often written using legal terminology or language that is unfamiliar to a large portion of the population.

F. It is important to know and manage the population's expectations of the peace agreement, since dissatisfaction from the slow arrival of the 'peace dividend' can bring about renewed fighting.

Trainer Note (Exercise 5)

We recommend you to have a look at one existing peace agreement and to analyze and discuss it. Unless another one seems more suitable to you, we recommend the 1999 Peace Agreement between the Government of Sierra Leone and the Revolutionary United Front of Sierra Leone, also called Lomé Accord.
It can be found at http://www.usip.org/library/pa/sl/sierra_leone_07071999.html.

It is essential that the unconditional release of all children and youth associated with armed forces and groups is stated in peace agreements.

Exercise 5: Discuss:

Have a look at an existing peace agreement. Analyze and discuss it.

Summary of Section 1

Reintegration is a part of DDR activities. Being a process rather than an event, reintegration takes a lot of time. Careful consideration of a number of factors and circumstances is crucial for successful and sustainable Reintegration programming. A gender sensitive approach should be chosen. Structural and proximate causes of the conflict should be understood. DDR programs should address these causes to prevent the re-recruitment of demobilized combatants.

Section 2

Reintegration programming

Objectives and Goals of Section 2:

■ To familiarize with the different objectives reintegration programs can have.

■ To give an introduction into management issues.

■ To point out obstacles as well as lessons learned.

No project succeeds unless it has clear ideas about what it wants to achieve. In this sub-section we shall discuss how to formulate these ideas into specific objectives which serve as guidelines to direct activities, and as measures of success (or failure).

1. Objectives

Very often, the ultimate goal to which DDR should contribute is to improve the security situation in a society that is moving from conflict towards peace and development.

The overall objective of Reintegration in many cases is the conversion of ex-combatants into civilians. However, other objectives have to be kept in mind as well, as they will determine how much money and time you need and how to design your program. These include questions such as:

■ Is the program supposed to improve the development situation?

■ Is the improvement of security a main objective?

■ Is the program intended to be the starting point for reconciliation?

The objectives also determine whom to target:

■ Should all ex-combatants be targeted, or only the most vulnerable ones, or the most dangerous/violent ones?

■ Is the program to target ex-combatants only, or also the receiving communities?

Of course, the amount of time and money available also determines your possibilities in designing the program.

Trainer Note

The success and failure of reintegration is often influenced by the success and failure of the disarmament and demobilization (DD) process, if such precedes a reintegration program. While the process of DDR has been conducted in a sequential order in the past, there is growing recognition that this process can be reordered according to the local context and needs. For example, disarmament in societies with gun traditions is often not as important as demobilization and reintegration, and thus the latter two processes may be initiated first. Keep this in mind as you discuss DDR with your trainees or if any questions as to the order of activities arise.

Trainer Note (Exercise 1)

Ask the group whether DD is currently implemented in their country and what they think of these processes in general. This exercise is meant to provide you and your participants with an idea of the situation in a particular country, and a sense of the trainees' experience.

Make sure to point out that, like any other program, the success of a D&D process is dependent on the tangibility of the defined aim, goals and objectives of the program. Without these guidelines, 'success' can be claimed for any irrelevant or politically motivated result. The next section will explain this point in greater detail.

Trainer Note

Although the objectives of reintegration programs for ex-combatants might seem obvious, they should be made explicit. In this part we will find out that objectives may differ in various country contexts.

This is particularly important in light of the fact that in some countries, there were multiple differing objectives that were not coordinated by the organizations concerned, leading to confusion, contradictory approaches, and misunderstandings.

1.1 Objectives of the program

DDR is to often seen to be a bridge between short-term emergency response and long-term development. DD tends to be a short-term intervention, while a Reintegration process is a long-term commitment. DD is more comparable to relief interventions: it is tangible, fast and focused. Reintegration on the other hand is more like socially oriented development projects: multifaceted, wholesale, and spun-out over a long period of time. Thus, there are R-programs targeted mainly on development. For this topic, please also have a look at TRESA module SALW and Development (SAD 06).

For lasting results reintegration should link up and where possible integrate with relief and development efforts that will last beyond the scope of the planned DDR timeframe.

Exercise 1: Discuss:

■   Is a DD program currently being implemented in your country?

The aims and goals of a reintegration project are often set by those who write the peace accord, or negotiate its execution. These people often have a very rudimentary knowledge of reintegration, if at all. It is therefore *critical* that experts on reintegration be involved in peace negotiations from the start. This rarely happens, and the consequences can be asset of unworkable or unrealistic aims and goals, from which it is almost impossible to derive reasonable objectives or, what is worse, *any* objective can be derived.

Box—Aim? Goal? Objectives!

In general speech, the terms *aim*, *goal* and *objective* are used interchangeable. There is even a great deal of disagreement about the meaning among specialists. For this module it is important to differentiate between the three.

Aims are general statements about ideal outcomes, and are least specific, e.g. "To build the fundaments of lasting peace and initiate sustainable development." Aims generally are part of a peace agreement, and are often an expression of desirable sentiments.

Goals are more specific. One goal should represents a single concept from one of the terms mentioned in the aims. For example, "Peace" consists of:

■   Preventing violence.

■   Tackling root causes of conflict.

■   Disbanding fighting factions to disarm the populace.

Ideally, each goal would refer only to one central concept (unlike item (3.) directly above.   ➔

Trainer Note (Exercise 2)

■ Give each trainee a sheet of paper or card and ask them to anonymously write down a SMART objective.

■ Collect the cards.

■ Choose one or two strong and one or two weak examples of SMART objectives. The latter preferably weak on different points, e.g. one is not Specific, next not Measurable etc.

■ In mixed order read the selected objectives out loud one by one.

■ Ask trainees whether they think the objectives are SMART and why (or why not).

■ Continue with examples until you feel that the trainees have sufficiently grasped the essence of SMART objectives.

Objectives are ends to be met that can be *measured* in the form of *achievable results*. Each objective addresses only *one* concrete outcome. Ideally, objectives should follow the SMART guidelines. (See box).

To summarize, an aim may consists of several goals that in turn may consist of several objectives. As a rule of thumb, from aims down to objectives identified time frame is respectively from long term to shorter term, that is an aim is not achieved before all the objectives have been met.

In order to formulate useful and applicable objectives, it is crucial to formulate SMART objectives.

Box—SMART objectives guidelines

In order for time and resources not be wasted it is vital that you can answer positively *all* the questions in the SMART list about an objective you have formulated, or that has been demanded of the reintegration project:

■ Is the objective **S**pecific?

■ Is the objective **M**easurable?

■ Is the objective **A**chievable?

■ Is the objective **R**elevant to the aims of the accord *and* to the needs of those concerned (the ex-combatants and the communities)?

■ Is the objective **T**ime bound to a definite date or period?

If the answer to *any one* of these questions is "No" then the objective must be rethought and rewritten.

Examples of SMART goals for reintegration programs:

■ Within 2 years provide vocational training on carpeting to 200 ex-combatants in city X.

■ In the course of 1 year, enroll 20,000 children and youth associated with armed forces in schools nationwide.

Exercise 2: SMART objectives

On a piece of paper write down a SMART objective.

Besides being SMART it is important to ask yourself:

■ What will be the costs of this objective be?

■ Might there be hidden costs?

■ What is the opportunity costs for this objective, i.e. aren't there better things to do for the same money?

Trainer Note

1. Word web

Bear in mind the Word web exercise you previously did. You took one term, disassembled it into sub-terms and looked how it related too other terms. As an exercise for the trainees to understand the difference between goals, aims and objectives you may want to use a word web exercise to disentangle goals from objectives and aims.

2. Customizing goals

You should emphasize that getting reintegration right means custom fitting the general strategy of reintegration programs to the specific environment. Some rudimentary elements however should be part of all reintegration strategies. The aims, goals and objectives of the strategy and the interpretations thereof should be:

■ Clear from the outset.

■ Shared and supported by the various involved parties.

■ Agreed between military actors, civilian actors and development-oriented actors.

■ Addressing security, reintegration and peace-building in a cohesive and balanced manner.

■ Allow combatants and their families to integrate into civilian society and lead a productive life within the post-conflict framework.

It should be kept in mind that when the main focus of DDR is only security there is a risk of relative over-investment in potential spoilers and under-investment in (sub-) groups not deemed to be a threat to security.

Trainer Note (Exercise 3)

The objective of this exercise is to establish the habit among the trainees of concretizing goals. Too often, development and reintegration goals are not thought through sufficiently. It is your function here to help the trainees steer a balance between over generalized goals, which tend to be too fuzzy for implementation, and over concrete goals that are likely to exclude certain problems or certain populations from the program.

■ What different means exist to implement these objectives, and which one is the best in term of costs and benefits?

■ Could there be positive or negative spillover effects, i.e. unintended effects that benefit or hamper reintegration?

Exercise 3: Reintegration aims, goals and objectives

■ Open your workbook at the header 'Aims, Goals, Objectives'.

■ Review what you wrote down in the previous sections on the context in your workbook.

■ Write down your reintegration aims, goals and objectives.

■ If applicable, arrange the aims, goals and objectives chronologically, e.g. what should be done before you can attend to another objective?

Trainer Note

As indicated earlier, reintegration can be seen strictly as a military/security issue or as a broader strategy for development and post-conflict peace building. There is reason to argue for either approach, but each choice has consequences.

■ If security is emphasized, beneficiaries of the reintegration program are likely to be only potential spoilers. Broader society benefits only from the fact that fighting has topped and may not resume.

■ If reintegration of ex-combatants is part of a broader (re) development strategy, ex-combatants benefit roughly to the same degree as their fellow civilians in the country, but the benefits are more diffused and less targeted.

Trainer Note (Exercise 4)

Use this exercise as a warm-up. You can modify the two questions to fit the particular context your group is working in. It is important to return to the group's conclusions at the end of the section. This will:

■ Help you in determining whether the material has been absorbed, and

■ Give the group concrete evidence of their thinking and progress.

Write the outcomes on a flip chart and stick the sheets to the wall at the back of the room. Return to the outcomes once this part of the module is finished and re-examine the answers written; has the group's opinion changed?

Trainer Note (Exercise 5)

The purpose of this exercise is to make trainees aware of the variety of actors involved in DDR programs.
Duration: 10-20 minutes
Material: big sheets of paper, pens

Divide trainees into groups of 3-5 people. Ask them to think about actors relevant for DDR programming, and to visualize this in form of an actors web. You could also ask trainees to define what roles these different actors have and if and how they are going to support (or spoil) the program.

1.2 Selecting groups for reintegration

One central question, which will shape the entire program, is: should *the reintegration program be only for ex-combatants, or should it be open to all*?

In either case, the choice should be based on the *reality on the ground* and the overall reintegration *aims*. Even if a program is targeted specifically at ex-combatants, one can consider whether a balance between the assistance provided to ex-combatants and to the other affected groups can be achieved in order to benefit reintegration.

Exercise 4:

Discuss briefly, yet allowing most participants to speak, the two approaches:

- What do you think happens if the reintegration program is limited to ex-combatants?

- What do you think happens if the reintegration program is open to all?

Regardless of the approach chosen, DDR funds should be used in such a way that they contribute to lasting peace and sustainable development. They should preferably be used to build and rebuild essential services that benefit other members of society as well. Although ex-combatants might use them first, the same service can be made available to returning refugees, IDP's and later all people in need.

These two alternative strategies raise an immediate and concrete problem that has bedeviled almost all DDR programs to date: "Who is a combatant?" (see Section 3).

2. Management of a Reintegration program

Reintegration processes are ambitious and complex. Opportunities are limited, social tensions high and political climates sensitive. Therefore, reintegration assistance requires the involvement, coordination and cooperation of various actors to ensure that all ex-combatants, regardless of their political affiliation, will receive equal treatment and assistance.

Exercise 5: Actors mapping

- Which actors are involved in DDR planning and programming?

Trainer Note

Co-ordination between implementing agencies or organizations is an important issue. Many international organizations rush into a DDR situation, repeating what they did elsewhere without briefing themselves on the local conditions and the activities of other agencies. What is more, implementing organizations often have trouble cooperating and coordinating their efforts due to competition and/or differing policy objectives. This can result in a lack of overall coherence between the work of organizations on the ground, resulting in the duplication of work in some areas and a total oversight of others.

Actors nominally include:

- A UN or regional organization (such as the AU or EU) taskforce that oversees the DDR process.

- A National DDR Commission established to coordinate the government's DDR actors.

- Key agencies (ministries or national offices) such as:

- Employment.

- Vocational training.

- Education.

- Gender or women.

- Infrastructure.

- Youth.

- Health.

- Rural development.

Although they might not be formal actors, some other players shouldn't be forgotten:

- Civil society (including communities, local organizations, religious organizations, traders, etc.).

- International, national and local NGOs.

And of course:

- The receiving communities.

- The former combatants.

Be aware: not all actors are interested in successful reintegration—for a variety of reasons there might be spoilers!

Since the blueprint for DDR is most often laid out in the peace agreement, it is crucial that actors responsible for reintegration should be involved at a very early stage in the process, along with those involved in the D&D activities.

Box

Working together, linking and learning, sensitizing programs to field fit the circumstances are the key capabilities of reintegration workers. On top of that reintegration workers have to be stubbornly positive and motivated, albeit not unrealistic. You should at all times try not to become cynical or fatalistic due to bureaucracy or other setbacks. Such attitudes will reflect and in the end hamper your work and the people you work with.

Trainer Note

The capacity of a given organization to execute plans that have been made is critical. No matter how good a plan, or how well financed, without sufficient implementation capacity, failure lures on the horizon. Quite often implementation capacity must be built up before, and sometimes during, the implementation of the reintegration program. You might need to explore this issue with your trainees.

Bear in mind that to provide services for reintegration you need both preparation time and resources before the actual work can start. (re)Training staff and possible acquisition or (re)building of reintegration sites takes time. Many DDR programs failed because the 'R' part was not ready, leading to frustration among beneficiaries. Preparing early helps reduce the dangerous waiting time between demobilization and a new life.

2.1 Implementation and sustaining capacities

The ability of a program to deliver support and actually carry out the reintegration program is referred to as the **implementation capacity**. The implementation capacity must be weighed carefully. It includes:

- The physical resources available on the ground.

- The manpower, available for implementation.

- The quality of manpower available for implementation.

While running reintegration programs, or parts thereof, you need to ensure that the organizational capacities do not wear down over time. It is useful to systematically monitor and evaluate your capacities, activities, progress and the relation between the three. This includes a reviewing the aims, goals & objectives. Such reviews are aimed at improving the activities, not at punishing anyone. Everyone should be encouraged to participate and voice their opinion. Several fundamental questions should be asked periodically:

- *Budget*. Is the budget and cash flow well tuned so that we can sustain our activities?

- *Fund-raising*. Have we made our successes and the progress of the program clear to our donors?

- *Ongoing timing*. Are we delivering the plan on time? Do we need to rethink our timing?

- *Adapting to changing circumstances*. Have the external circumstances changes, and should we re-examine our premises and perhaps change either the objectives of our activities, or the methods we use?

Naturally the answers to these questions lead to questions on how to do better. The answers to those questions are to be applied without delay to structurally improve performance. The end result of the analysis should be:

- A better, and shared, understanding about the functioning of the program.

- Solutions to irritations by tackling major frustrations.

- A rephrased and clear perspective of where the program is heading for.

Box—Mali

In the case of Mali, much of the reintegration program's success was owed to the massive employment of Touareg ex-combatants as project staff. However, problems arose when combatants came to collect their money as part of their first assistance packages. Some combatants threatened local program managers. In their opinion, they should have favored family members, following local tradition. Consequently, international experts were recruited to perform specific tasks such as the distribution of cash. The situation improved as the foreigners' neutrality was not questioned.

Trainer Note

There are several reasons for reintegration being generally shortchanged:

- Reintegration experts tend to be underrepresented in the drafting phase of the DDR program.

- DDR programs tend to focus on peace as 'no more fighting' situation, paying insufficient attention to root causes.

- In post conflict situations, donors, again pressed by media coverage, prefer 'hard' security aspects of DDR over 'soft' reintegration matters like trauma counseling.

- Donors, pressed by media coverage, prefer 'buying' tangible, quantifiable DDR aspects. By their nature, security programs like D&D are generally more focused.

- The military, who are generally charged with D&D, tend to be better focused and able to present its case thus overriding more disparate reintegration issues.

Trainer Note

In practice, it is very often found that after the euphoria of a peace process, when donors pledge large sums for support of the peace, the actual filling of these pledges is delayed by bureaucracies, or by the reluctance of the donors to actually come up with the money. In virtually every DDR process in the past 20 years, there has been a shortfall between the pledges make (on the basis of which planning was initiated) and the actual provision of funds. In some cases little more than 5% of promised funds was actually delivered.

This obviously has had a negative effect on the trustworthiness of the program implementers. The ex-combatants who are expecting support rarely blame the donors, who are often unknown to them. The blame in all cases falls on the implementers, that is, on you. Thus it is always better to understate, to the beneficiaries of potential reintegration programs, what the program will accomplish.

You may want to stress again, and to repeat later, that reintegration projects should not raise high expectations among combatants before the money has actually arrived.

2.2 Budget allocation for reintegration

The total DDR budget is usually determined at the very beginning of the process. DDR as a whole is generally well funded. Reintegration aspects, however, often receive a relatively low percentage of the overall budget. This is striking because D&D concerns logistical and security issues alone, whereas reintegration is a complex, multi-agency, costly, and long-term endeavor, taking 2-5 years at minimum.

Reintegration program designers *must* define their aims, goals and objectives concisely and tangibly in order to receive funding.

Exercise 6:

■ Open your workbook at the header 'Budget Allocation for Reintegration'.

■ Reorganize you aims, goals and objectives into a budget plan.

■ Make sure to consider all *items* of the budget, even if you do not know their precise *cost*. Try to provide estimates of costs is at all possible.

■ If you have it available, a spreadsheet program will make these calculations easier.

Note: DDR funds almost always arrive late, and often short. This leads to delays in delivery of programs and promised assistance to ex-combatants. These delays can put the DDR and the overall peace process at jeopardy!

Exercise 7:

■ Open your workbook at the header 'Budget Support for Reintegration.'

■ Who is your potential donors likely to be?

■ What sums may they realistically be counted on to provide?

■ At what stages might they supply the funds?

■ For which specific programs (or will it be general operating funds)?

■ Do they have prerequisites that need to be fulfilled before they will supply the funds?

2.3 Causes of failure

Aid (in any form) can often support capacities for peace and war simultaneously. It is therefore critical to assess the possible impacts of aid so as to prevent it from doing harm. The use of participatory research methods can help in this regard.

Many mistakes made in reintegration programs are due to:

Trainer Note

If DD is starting before the R program is ready, a potentially hazardous time gap is created: combatants are taken out of their military peer group and their weapons are collected (thus taking their means of existence away) without enrolling them in reintegration programs such as vocational training, employment etc. If the ex-combatants' material needs are not provided for, they may try to find 'alternative' (and undesirable) ways to subsist.

Trainer Note

If communities are not sufficiently prepared, this may significantly undermine the peace process itself and become the catalyst for civil unrest and violence.

Trainer Note

Without proper acknowledgment and handling of the ex-combatants interests, possible spoilers of the peace process may be created.

Trainer Note

Promises of rewards *must be kept* to avoid frustration and the rise of spoilers. Such promises should be realistic and achievable for both supplier and receiver (we shall discuss this in greater detail when we draft our objective). This is *a major reason for including reintegration planners in peace agreement discussions and implementation planning*.

■ Lack of awareness.

■ Time pressure.

■ Limited resources.

■ Access problems.

■ Donor fatigue.

A self-conscious and self-reflective approach for providing reintegration assistance is often missing. In the rush of emergency assistance, organizations may overlook the socio-cultural context they are working in and implement programs that are not appropriate to the local context.

Other major causes of failure of reintegration processes are:

■ DD starting before the R program is ready to be put into action.

■ Failure to generate the absorptive capacity and willingness of communities to engage with former fighters.

■ Not all groups of combatants automatically benefit from reconstruction programs.

■ Reintegration assistance is often used as a carrot to convince combatants to disarm.

Trainer Note (Exercise 8)

Reintegration is a challenging task. In order to make trainees understand some of the challenges and difficulties involved, you can:

■ Show the TRESA-film *Role-play: Integrating Young Ex-Combatants*, provided on www.tresa-online.org.

■ Divide trainees into 2 (4) groups, 1 (2) representing ex-combatants, 1 (2) the receiving community. Ask them to come up with statements about the other group (perceptions, prejudices, fears, …) and their own situation (problems, fears, …). You can have groups a) read out/write down their answers and statements and discuss; b) have a debate; c) make a role play out of it (we could even „develop" characters).

Both activities can be done here or later during the training.

Trainer Note

Reintegration assistance should go beyond helping ex-combatants go 'back to where they came from', as this aim does not address combatants' motivation to join the armed forces/groups in the first place. As a result, they may still have motivations to fight. Instead, reintegration programs need to provide ex-combatants and their communities with appealing alternatives to violence that are sustainable and rewarding in their own eyes; a meaningful and satisfying life that is preferable to living by the barrel of a gun.

Trainer Note

Attributing only economic motives to ex-combatants does not tell the whole story. Even if warlords fighting for nothing but greed have dominated African conflicts since the 1990's, beneath every conflict lie one ore more real grievances. While warlords might be in it for the cash, they often motivate their followers by highlighting genuine grievances. Ex-combatants convinced they fought to redress a grievance will not stop harboring those grievances merely because others deny them. Empowerment thus needs to be political as well as economic.

Trainer Note

Since you are discussing lessons learned, please make sure that trainees consider whether these lessons also apply to their national context and adapt them if necessary.

2.4 Challenges and Lessons learned

Exercise 8: Reintegration challenges
Please await instructions from your trainer.

A number of challenges face the successful implementation of reintegration programs:

■   **Timing**
One major challenge is to start reintegration assistance to ex-combatants as soon as they have handed in their weapons, while at the same time ensuring that the outcome of reintegration is sustainable.

■   **Greed or grievance?**
Another major challenge is to identify *the motivations* of combatants: Did they engage in fighting for purely economic motives (greed, lack of jobs), or because they have real grievances (which then need to be addressed in the reintegration process.

The planning of reintegration programs may be fairly straightforward. However, no plan survives reality intact, and this is particularly true of complex, and outside-dependent projects such as reintegration. Many of the hurdles listed below can be overcome by simply foreseeing them, and making plans to meet them head on. You must, however, be prepared to accept the fact that new and unexpected problems may emerge notwithstanding the most meticulous preparation.

A number of lessons have been learned through DDR programs implemented over the past decade or so. Much of this knowledge as it refers to UN-mandated operations, has been codified in what is known as the Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS), which is published by UNDP/UNDDA. This can be taken as a distillation of best-practice, and *can* with caution, be applied to non-UN-mandated action as well, since it sets a measurable standard.

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However, always keep in mind:

■ No DDR or post-conflict situation is a perfect mirror of any other. As such, international lessons learned must be applied with caution to any particular conflict.

■ The IDDRS in particular refers only to UN-mandated actions.

Briefly summarized, the major lessons learned are as follows:

■ DDR can only be successful if basic local security is assured.

■ Distinguishing between long-term or short-term combatants as well as full-time and part-time combatants is useful in designing assistance programs.

■ Structural and proximate causes of the conflict should be understood. DDR programs should address these causes to prevent the re-recruitment of demobilized combatants.

■ Gender roles might change during conflict when women assume 'male' roles and may or may not return to the status quo once the conflict is over.

■ When assessing the context of a potential DDR program, the situation in neighboring countries should be taken into account as well, particularly if these countries are in a conflict or post-conflict situation. If the latter is true, then a DDR program may also be underway in that country, potentially causing 'competition' between the two programs if they are not properly harmonized.

■ The impartiality of the DDR program implementers should be above question. Some times national bodies are not seen as neutral, and international staff need to be included (though again, careful choice must be made to choose staff from countries perceived as neutral).

■ To maintain an impartial image, DDR programs need to respect international law, e.g. international conventions and treaties, and principles of equality. This is important not only to appease donors, but also to address or remedy existing inequalities without creating new ones.

For further information on best practices and lessons learned in DDR programming, we recommend you to have a look at the IDDRS standards provided by the Inter-Agency Working Group on Disarmament, Demobilization and Reintegration (IAWG on DDR).

Box—Liberia and Cote d'Ivoire

In Liberia and Cote d'Ivoire, two separate but parallel arms collection programs were undertaken. In each case, arms held by armed groups and individuals were to be traded in for cash. However, the cash reward for turning in SALW items were different in each of these countries. Unsurprisingly, combatants assessed what was most profitable for them, and crossed borders to benefit from what they considered the most advantageous program. The non-harmonization of DDR benefits thus led to the relocation, rather than the removal of the existing security problem.

Trainer Note (Exercise 9)

With your trainees, it may be worth considering why DDR is different from other assistance programs. Ask your trainees to brainstorm some ideas, or have them do group work. Possible answers include:

■ *Modest objectives.* Considering the complexity of causes leading to conflict and the mobilization of people into armed forces, the expectations for DDR programs have to be realistic. If combatants entered armed forces when they were very young or stayed for a long time, programs cannot always build on prior civilian lives, but instead have to promote new ones.

■ *Realism about funding.* DDR programs are resource intensive and often start at a time when peace is still fragile. Donors might thus be reluctant to invest. In most cases reintegration programs receive less funding than disarmament and demobilization programs. The reasons for this neglect of the reintegration component are varied: the small amount of donors that can or will commit for the needed long-term, the lack of quantifiable and visible results, and the regular omission of reintegration aspects in peacekeeping mandates.

■ *External actors versus national ownership.* While the alleged impartiality of external actors can raise the legitimacy of the DDR process, it is ultimately the national actors that should be in charge. National ownership is beneficial because it can avoid creating dependencies, builds on and strengthens local capacities, and increases people's trust in national institutions.

■ *Reintegrating into what*? DDR programs often reintegrate ex-combatants into the poor environment of their communities. Providing assistance to ex-combatants rather than to poorer members of the community might thus appear as a "reward" and send the wrong message to the communities. Therefore, integration programs tend to be community based; addressing the needs of the community AND the ex-combatant. The community is rewarded for accepting ex-combatants in their midst, rather than the ex-combatant being rewarded for his/her role in the conflict.

At this stage, you may just mention these issues, which will be discussed later in more detail. You can refer to the example of Mali (see above) to demonstrate the need for both international and national actors in the DDR process.

Exercise 9:

◼ What makes DDR programming differ from other assistance programs? Focus on the R-part!

Summary of Section 2

While the goal of most DDR activities is to improve the security situation in a society that is moving from conflict towards peace and development, the objectives of the R-part can vary. Before a reintegration program is started, it clear objectives have to be identified. The management of reintegration programs is a challenging task.

Section 3

The target group

Objectives and Goals of Section 3:

■ Be familiar with different categories of ex-combatants.

■ Understand why selecting specific groups of ex-combatants is linked with the objectives of your R-program.

■ Be able to identify special groups of ex-combatants and their needs.

1. Whom to target?

At a very fundamental level, it should be possible to decide whether the reintegration program is the end of a war, or the start of a peace.

■ If reintegration is conceived of as the end of war, the reintegration program focuses its actions on categories of people and their relation to the conflict. As a rule-of-thumb, the sooner after a war, or when the potential of renewed conflict is high, the more it is necessary to categorize target groups by their relation to the conflict.

■ If reintegration is conceived of as the start of a peace, the focus of the program is on categories of people relevant to rebuilding society. The further from conflict – in time as in likelihood of a new conflict – the more sensible it is to choose target groups categorized by peace building relevance.

Box—Zimbabwe

Zimbabwe was initially considered a success story for DDR but has now developed into an example of unsuccessful reintegration. Combatants were receiving generous packages, including pension schemes. They created their own associations, which was useful in helping them find a job in the beginning. As much as 20 years later, however, they still called each other comrades and made claims as a group to the government and other organizations. In fact, they had retained their identities as combatants and cannot be considered reintegrated. This is a risk of keeping wartime categories in the long run.

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The selection principles thus involve balancing pros and cons, as shown in Table 1 below:

Table 1: Pros and cons of different selection principles

	Approach	Pro	Con
If we choose wartime categories, we can choose:	An *inclusive* approach (all war-affected people). An *Exclusive* approach (only ex-combatants).	Emphasis on reintegration and on solving problems arising from the conflict.	Can become a political football. May perpetuate war-time social problems.
If we choose peacetime categories, we can choose:	Select groups such as vulnerable groups, potential entrepreneurs, job seekers, or particular regions.	Leads to emphasis on overall development.	May disregard serious and real problems of ex-combatants and war-affected people.

When choosing the target group, you have to find the balance between addressing their specific needs and/or favoring them at the cost of neglecting other groups. Important questions are:

■ What war-affected groups are there?

■ What type of assistance will these groups receive?

■ Can the group be merged with combatants?

■ How will the targeting (and consequent identification) affect members of the receiving community?

It is possible to reduce potential tension by designing assistance programs based on the ex-combatants' profiles while keeping services open for other people from the community with similar profiles.

1.1 Defining ex-combatants

Critical to the issue of selecting groups who benefit from reintegration programs, is the basic question of who is an ex-combatant? The definition of who is and who is not a combatant differs from country to country and is often a political decision. Ex-combatants can include:

■ All those who carried guns.

■ Only some armed groups.

■ All who have been part of the armed groups whether they were armed or non-armed.

Trainer Note (Exercise 1)

Objectives: make trainees consider relevant groups for reintegration in a specific context, and have them justify their decision.

Material: Flip chart, paper, pens, Carana material

Duration: 20-30 minutes

Have all trainees as individuals choose which groups they consider relevant for their reintegration program (either the program they are going to work in, or Carana, or another model country).

Have all participants read out which groups they have chosen and why, as well as who they define to be an ex-combatant.

Write the answers on a flip chart:

■   Which of the ex-combatants on the list do all participants agree on?

■   Which do they disagree on?

Discuss the critical features of those categories on which there is broad agreement. Allow participants to alter their choices based on the insights that the discussion has provided them with.

You can find the Carana material on www.tresa-online.org.

Deciding who is an ex-combatant has far-reaching implications. If the definition is

■ Too inclusive, the budget for reintegration may not cover all aims of the program.

■ Too exclusive, the reintegration program may arouse resentment among those who *consider themselves* or *are considered by the population* to be ex-combatants, and yet get no benefits. Where a large group carries such resentments, problems are bound to occur.

In the context section we discussed different types of conflict and how differences in length and intensity of the conflict create different types, or rather, different mixes of types, of ex-combatants. Now it is important to decide which of the groups present in your country need to be part of the reintegration program.

Exercise 1: Individual work/discussion

■ Which groups should be part of the reintegration scheme? If applicable, arrange the group in order of importance for the peace.

■ Which groups are potential spoilers and which not?

■ Define who is to be considered an ex-combatant. Motivate your answer.

1.2 Different types of combatants
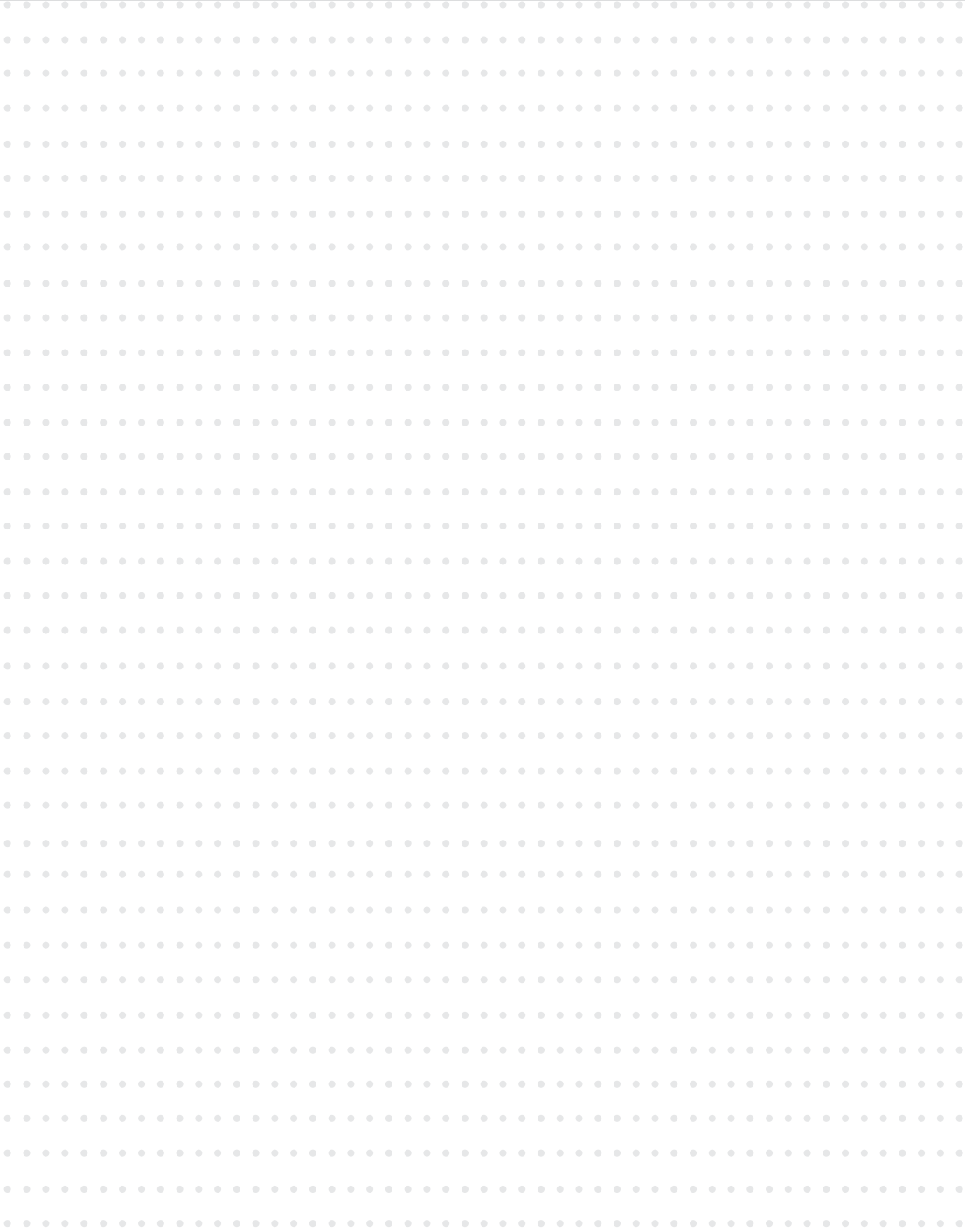
Differences in the nature of the conflict may result in different types of combatants. Lengthy and complex civil wars and intra-state conflicts, which are often chaotic, bring about more types of combatants, or mixes of combatants. Wars between two countries tend to be organized and tend to only involve regular armies.

The following types of armed elements might exist, sometimes intertwined:

■ Regular uniformed combatants.

■ Members of armed, full-time, militias or armed groups.

■ Members of armed, part-time, militias or armed groups.

■ Members of local self-defense groups.

■ Individual armed civilians.

■ Unarmed auxiliaries of any of the formations (regulars, full-time armed groups, or part-time armed groups), who are often women or children.

Trainer Note

Commonly, special groups are treated as social-aid cases receiving a type of "care and maintenance" support that stigmatizes them even more. Yet special groups often only need to be empowered to be able to shake off their vulnerability. Assistance programs for special groups should be structured in such a way that participants can eventually build up social and economic capital and become self-sufficient and independent. Such groups therefore usually need two combined forms of support, focused on their special needs: employment and income-related support; and capacity building for personal empowerment.

2. Special groups of combatants

Like most groups in society, ex-combatants can be subdivided into many categories. Many of those subdivisions have their own interests and problems that are not shared by the rest of the group.

"Special" combatants' categories are so called because they may not automatically benefit from opportunities around them; they risk social exclusion. Another label is 'vulnerable' groups. They often need special targeted assistance to succeed in post-conflict situations.

Special groups include:

- Female combatants.

- Children associated with armed forces.

- Combatants with disabilities.

- Combatants of minority groups.

- Sick and/or elderly combatants.

- Combatants from the losing side in a conflict.

2.1 Female ex-combatants

Women and men are often affected differently by conflict and post-conflict situations. Men and women's different capacities and needs must be taken into account when designing post-conflict-programming, i.e. a gender sensitive approach is required.

In R-programs, a gender sensitive approach has to take into consideration both the former combatants as well as the receiving communities. For example, women might fear sexual assaults by ex-combatants. This might be an extreme psychological burden for the women in a community if they were victims of sexual violence by fighting groups during conflict.

One major step is the **acknowledgement of female combatants and attention to the special needs they have.** As a rule rather than an exception, this is often ignored or misdirected.

Box—Mozambique

In Mozambique, following a two-decade civil war, there were 93,000 combatants in total, of which women constituted 1.48 per cent. Male combatants were prioritized, as they were thought to be a major security threat but female ex-combatants were not. Only men were involved in distribution of resettlement allowances and, therefore, only men received payments. Clothes distributed only fitted men – women were given small wraps. In 1994, the Mozambique veteran's organization formed a women's branch in response to the fact that only men's issues were being addressed and to

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Trainer Note—additional suggested reading addressing gender roles in post conflict situations

- ■ UNDP. Manual "Gender approaches in conflict and post-conflict situations"

- ■ Zuckerman and Greenberg *The Gender Dimensions Of Post-Conflict Reconstruction: An Analytical Framework For Policymakers.*

Trainer Note

One key is to recognize that in most societies, men determine the social and ideological agenda and define what is considered to be 'normal'. Thus women may not have much of an outlet for expressing their grievances, let alone expressing their dissatisfaction with gender inequality.

Trainer Note

Due to the absence of men in the regular labor forces, women start working at what used to be jobs reserved for men, or engage in informal income generating activities that used to be the sole domain of men. Besides the jobs, women are also more or less forced to take on the political and legal responsibilities of their men as well. These jobs and responsibilities are different in each social and cultural environment.

Unsurprisingly, women who have done hard and responsible work during conflict in addition to their usual roles, will often not gladly accept a return to the way things were, once having experienced the responsibilities men used to deal with. While this struggle is enough to cause social problems in any community, for ex-combatants it might prove even more difficult to accept.

lobby for the equal rights of female ex-combatants. Nonetheless, reintegration proved more difficult for women. Psychological support was particularly identified as a need. The bottom line is that former soldiers were considered to be a homogeneous group based on male ideology, and thus were supported in ways that applied principally to males. In reality ex-combatants represented a heterogeneous population including men, women, children, and disabled combatants, all with slightly different and often specific needs.

In Security Council resolution 1325, of 2000, the UN declared the need for all actors involved in reintegration to have an understanding of the gender dimensions of armed conflict and post-conflict reconstruction. Point 13 of the resolution unambiguously 'encourages all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants'. Please have a look at the relevant paragraphs of this resolution, which is provided, in Annex II.

Gender aspects of reintegration include:

■   Mistaken homogenization of women's and men's experiences.

Too often, reconstruction efforts treat women and men as a homogeneous group, disregarding their distinct perspectives, specific needs and capacities.

■   Women taking on 'male' roles.

As a result of war, there is normally a drastic decline in the civilian male population and an increase in the number of female-headed households. Hence the roles of men and women often change during crisis.

Trainer Note

Combatants are stripped of roles they have been used to for very long. Ex-combatants need to assume new identities other than their combat identity. The new identity of choice is most often (some exceptions such as children and youth associated with armed forces need to be noted) the identity the person had before becoming a combatant: husband, mother, caretaker, cattle herder, breadwinner, etc. Therefore, for the ex-combatant it can be rather disturbing to come home and find that the old identity no longer exists, or has been modified radically during their absence. Social roles, including family roles, may have been redefined. Having fought a war, ex-combatants are now faced with struggling to rearrange power relations in the house and the community. This affects men and women differently.

Male ex-combatants tend to respond more negatively to gender role shifts than female ex-combatants. These shifts may leave the male ex-combatant without a powerful traditional identity to assume. Male ex-combatants, expecting to return to their role as breadwinner, are confronted with the reality that women are managing on their own and this shift away from stereotypical female and male roles is not easily reversed. The male ex-combatant is faced with the loss of his civilian identity *in addition* to the loss of identity as a combatant. Moreover, there may be overt or covert demands for him to take up what he sees as female tasks (taking care of children while his wife goes out to work, for instance).

Trainer Note

Women, having performed in a non-stereotypical role as combatants, may expect, or at least aspire, to maintain the privileges they gained during conflict, whereas men expect them to come home and continue to fulfill the stereotypical role of wife/ nurturer/mother. What's more, they struggle with the same psychological distress as male combatants, perhaps to a greater degree. Despite these, and other, evident stumbling blocks for reintegration of female combatants, a neglect of their needs slips into reintegration processes all to easily.

Trainer Note

It is worthwhile emphasizing that while female combatants may not have fired a shot themselves, they have been under attack, on the run and more often than not sexually abused. They have an equal need for assistance in reintegration.

To add to the problem, many DDR programs identify combatants on the basis of lists supplied by commanders, who, since they themselves are males, do not consider female camp followers to be proper combatants, and thus do not register them as such.

◼ Stress due to changing identity.

When demobilized, ex-combatants are stripped of their combat identity: that is the point of the demobilization process. Depending on the nature and length of the conflict, this can cause serious mental stress.

◼ Pre-war and traditionally imposed ideals of masculinity and femininity hardly correspond to the experiences of men and women involved in combat. Women, having performed in a non-stereotypical role as combatants, may expect, or at least aspire, to maintain the privileges they gained during conflict, whereas men expect them to come home and continue to fulfill the stereotypical role of wife/nurturer/mother.

◼ Women ex-combatants also struggle with the same psychological distress as male combatants, perhaps to a greater degree. Despite these, and other, evident stumbling blocks for reintegration of female combatants, a neglect of their needs slips into reintegration processes all to easily.

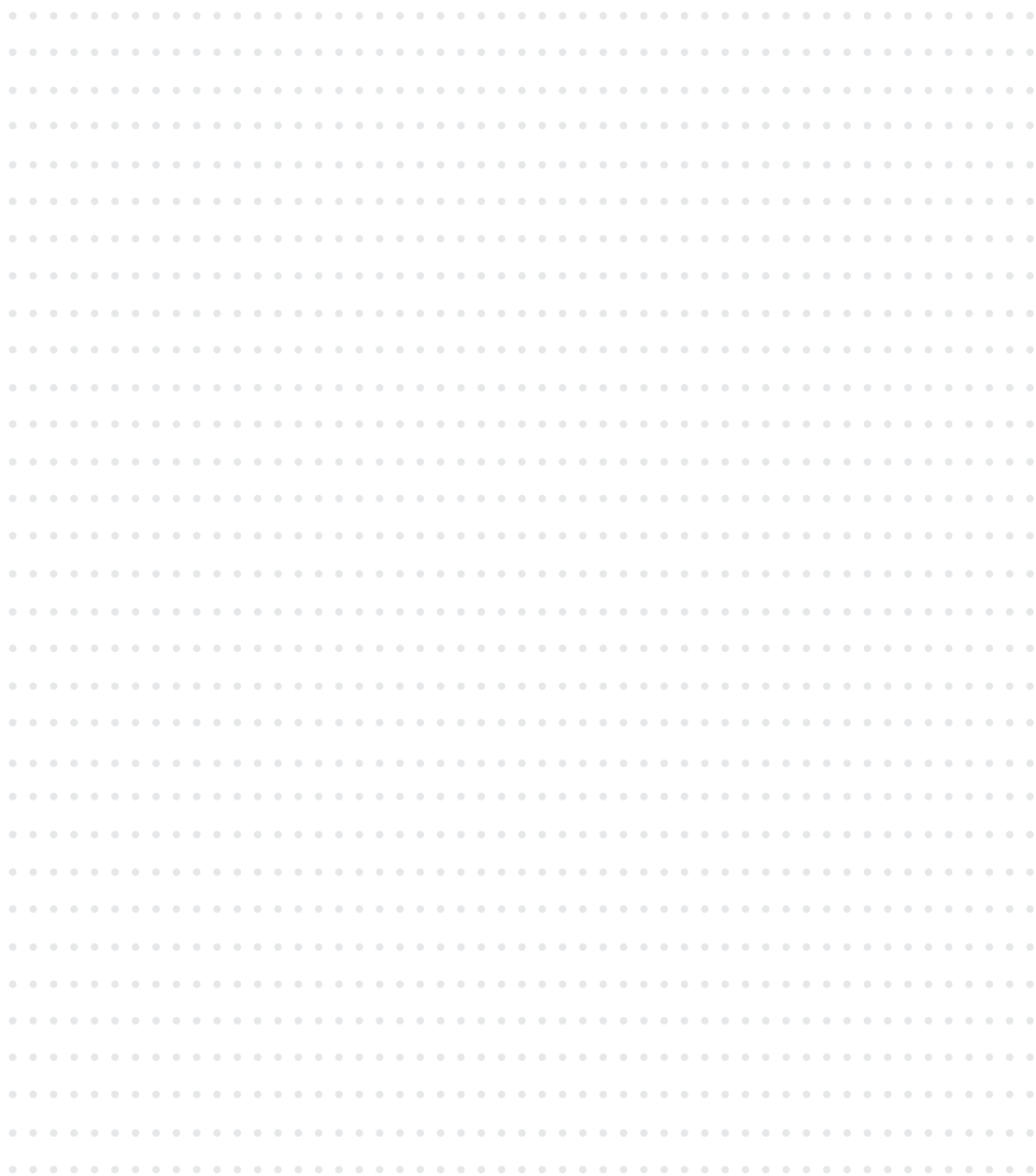## Box— Challenging traditional gender roles in Nepal

In Nepal, women's involvement in the Maoist army and political cadres brought about a major break in the social fabric in rural areas. It is reported that every third guerrilla is a woman and that 70 percent of women guerrillas are from among (the traditionally excluded) indigenous ethnic communities. The girls and women who joined the Maoist wear combat dress, discarded all jewelry, and cropped their hair short - they are full of a liberation vocabulary and newfound confidence that makes ordinary village women question traditional gender roles. Women and girls who join the Maoist have been systematically subverting the traditional Hindu systems of women's subordination. For example, they rejected the traditional notion of remaining untouchable during menstruation and discarded the use of beads and red vermilion as a marker for married women. Villagers also report that in Maoist -controlled areas, there has been a decrease in domestic violence, polygamy, alcohol abuse, and gambling. Of course, it is too early to say whether these positive changes would develop into sustainable social norms and values in Nepal's post-conflict rural society, since they are currently enforced under the threat of violence.

Three underlying explanations can be identified for the neglect of female ex-combatant needs:

◼ DDR programs as a whole have a tendency to neglect long term goals and focus on buying short-term security by keeping possible spoilers satisfied and off the street. For various reasons, female ex-combatants are largely not perceived as a threat to security and stability.

◼ A narrow definition of combatants as being only those who are in possession of weaponry leads to exclusion of female combatants who are without guns. It excludes those women (and children) who have been full, yet unarmed, members of the fighting forces.

Trainer Note

An important consequence of gender roles is social labeling and ostracism which women may be subject to for their membership in armed groups (including regular armies) in some societies. In many traditional, conservative patriarchal societies, women are blamed for their behavior in the military, accused of sexual license, of becoming too masculine, and sometimes of being the cause of AIDS. The social labeling may go as far as ostracism in the community or expulsion from it, and often includes divorce and denial of community rights. Therefore women, particularly those who had been abducted, abused, or forced into marriages with male combatants, may try to return to their natal home before their fate becomes public knowledge, and avoid registering in DDR programs. By trying to safeguard social and communal life and prevent their families from shame, these female ex-combatants suffer the loss of much needed benefits, not the least psychosocial assistance.

■   The stubborn character of the social fabric, even after years of conflict means that societies try to pick up habits and structures where they left off before the fighting. This is all the more so for gender roles. Soon after fighting has ceased, women tend to be relegated back to less visible public and social roles. Women, as a consequence, are less likely to respond to public calls to register for DDR programs. As a consequence, women and households they head are deprived of the much needed benefits the ex-combatant is entitled to.

In the context section the difficulties female combatants face were discussed. Female ex-combatants are often regarded as a threat to local culture and practice. People might associate them with inappropriate sexual and other behavior. Many of them therefore do not show up at DDR camps, hide their past, and move away from their home communities. Some pointers:

■   Female ex-combatants often have extra difficulties to reintegrate due to social stigmas attached to them.

■   Be careful using numbers from the DD process to count female combatants. Many women do not show up at encampment sites, since many societies frown on the military participation of females, and thus not accounted for during demobilization.

■   Specific approaches should be developed on how to identify and assist all demobilized and non-demobilized female ex-combatants.

■   Young female ex-combatants require special attention. Quite often they have been vulnerable to sexual exploitation, and frequently they have not had previous experience of role behaviors considered appropriate for a woman in their society, and are thus doubly at a loss when they are demobilized.

Exercise 2:

■   Open your workbook at the header 'Special Combatant Groups'

■   What groups with special needs are there?

■   What makes them vulnerable?

■   What special assistance do they need to succeed in reintegrating?

2.2 Children and youth associated with armed groups

Children and youth are often amongst the most affected members of society during, but at the same time also the most neglected after conflict. They suffer as passive victims of (armed) violence, but are also often forced to take part to take an active role in supporting armed forces in one way or another or even in fighting,
While it is known that children and youth are part of many fighting groups in today's conflicts, DDR programs often don't provide for the **special needs of children and youth** associated with armed forces.

Failing to address the needs of children and youth can lead to big problems in the future. Being neglected and excluded from DDR project makes children and youth vulnerable for (forced or voluntary) re-recruitment. Without the necessary social and

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educational background and support, they might not see any alternative in life than to live on the streets or to rely on arms and crime as livelihood option.

One crucial step to assist children and youth associated with armed groups is the acknowledgement of children and youth as members of armed groups and of their special needs, which vary from those of adult ex-combatants.

Note: to neglect children and youth in DDR programming means neglecting the future of the society and the country concerned!

Box—Definition: "Child soldiers" vs. "children associated with armed forces and groups"

You will find different terms in the literature and discussions such as "child soldiers", "children associated with armed forces", or "children associated with armed groups" which basically refer to the same phenomenon of underaged persons forming part of groups engaged in conflict.

Deriving from the Cape Town Principles and Best Practices (1997), the term "child soldier" refers to:

> *"Any person under 18 years of age who is part of any kind of regular or irregular armed force or armed group in any capacity, including but not limited to cooks, porters, messengers and anyone accompanying such groups, other than family members. The definition includes girls recruited for sexual purposes and for forced marriage. It does not, therefore, only refer to a child who is carrying or has carried arms".*

In order to avoid the perception that only armed boys are referred to when talking about child soldiers, the term "children associated with armed forces and groups" is now used more and more frequently. It includes both those associated with armed forces and groups and those who fled armed groups (often considered as deserters and therefore requiring support and protection), children who were abducted, those forcibly married, and those in detention. The level of involvement in armed forces and groups is not decisive, nor is a distinction made between combatants (i.e., persons who were actively involved in fighting) and non-combatants (i.e., persons who were providing other "services" of any kind).

In general, be prepared to find terms such as *child soldiers*, *children associated with armed forces/groups*, *children and youth associated with armed forces/groups* or *underaged combatants* being used synonymously.

Sources:
- Cape Town Principles and Best Practices (1997)
- Draft IDDRS 05.20 Children and DDR

The Convention on the Rights of the Child specifies that a child is every human below the age of 18.

Trainer Note

- The **Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict** prohibits the conscription or forced recruitment and use by governments below the age of 18, and calls on States to raise the minimum age for voluntary recruitment above 15. All recruitment – voluntary, forced or compulsory – of children under 18 by armed groups is prohibited. Article 6 states that State Parties "shall take all feasible measures to ensure that persons within their jurisdiction who are recruited or used in hostilities contrary to the Protocol are demobilized. States Parties shall accord such persons all appropriate assistance for their physical and psychological recovery and their social reintegration".

Note: The Optional Protocol only applies to signatory states! States who have not signed it are not bound to its provisions.

- In artcle 22, the **African Charter on the Rights and Welfare of the Child** forbids the recruitment and direct participation in combat, both in intra- and inner-state conflict, of any person under the age of 18.

- The **ILO Convention 182 on the Worst Forms of Child Labour** demands States Parties to take immediate and effective measures to secure the prohibition and elimination of the worst forms of child labour. This includes the forced or compulsory recruitment of people under the age of 18 for use in armed conflict.

- The forced recruitment of persons under 18 years is prohibited by **The Rome Statute of the International Criminal Court**. It also makes it a war crime, subject to individual criminal prosecution, to conscript or enlist children under the age of 15 years into armed forces or groups or use them to participate actively in hostilities. This concerns both international and non-international armed conflicts.

- The **Convention on the Rights of the Child** prohibits all recruitment of persons under 15 years.

- **The Geneva Conventions of 1949 and Additional Protocols of 1977** prohibit all recruitment of persons under 15 years. The Additional Protocols I (Articles 77(2) and 77(3)) and II (Article 4-3 c) to the Geneva Conventions call for the protection of children in armed conflict, forbid the recruitment and use of children under the age of 15 years in conflict, and provide special treatment for children in detention.

- According to the **Special Court in Sierra Leone**, recruitment of persons below 15 years is considered a serious violation of international humanitarian law.

Legal framework

The legal instruments DDR programs for underaged persons can build upon are mainly referring to the recruitment and use of children in general. These include:

Binding instruments include:

■ The Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict (2000).

■ African Charter on the Rights and Welfare of the Child (1990).

■ ILO Convention 182 on the Worst Forms of Child Labour (1999).

■ The Rome Statute of the International Criminal Court (1998).

■ Convention on the Rights of the Child (1989).

■ The Geneva Conventions of 1949 and Additional Protocols of 1977.

■ Special Court in Sierra Leone (1996).

Non-binding standards include:

■ The United Nations Security Council has adopted five resolutions on children in armed conflict, with precise provisions about children associated with armed forces and groups, in particular resolutions 1261 (1999), 1314 (2000), 1379 (2001), 1460 (2003) and 1539 (2004).

■ Security Council Resolution 1325 emphasizes the inclusion of girls in all aspects of DDR, SSR and other peace-building (see sub-section on female ex-combatants).

■ The Cape Town Principles and Best Practices (1997).

■ UN Standard Minimum Rules for the Administration of Juvenile Justice (1995).

■ UN Rules of the Protection of Juveniles deprived of their Liberty (1990).

An important provision of reintegration support is a right enshrined in article 39 of the Convention on the Rights of the Child (CRC): "*State Parties shall take all appropriate measures to promote [...] social reintegration of a child victim of [...] armed conflicts*".

There is a difference between children and youth. While according to the Convention on the Rights of the Child all persons below the age of 18 are children, the category of 'youth' extends well beyond this age limit. The UN defines youth as young people aged 15-24 years.

Make sure to be precise in terms of your target group when doing DDR planning and programming!

Be aware: the understanding of „child" and „youth" differ between different societies and countries. In some cultures like in Afghanistan, children not older than 13 years are expected to take adult responsibilities, including sustaining a family, having children

Projects and agencies focussing specifically on children often use the term Prevention of recruitment, Demobilization and Reintegration (PDR) rather than DDR.
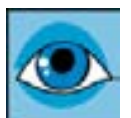
Trainer Note

Age-appropriate programming is crucial in several aspects. The needs of an 8 year old differ in terms of medical and educational requirements or general care (typical children's diseases, status of physical development, basic schooling needs, intensive care required) from those of a 17 year old (HIV/STD precautions or treatment, job training, higher level of independency). However, depending on the circumstances you might as well find yourself with 17 year olds who don't know how to read and write.

and taking part in fighting. On the other hand, the understanding of „youth" might stretch as far as 35 or even 45 years, as is the case in Sudan. Make sure that your expectations, that of your team and that of the society you are working in correspond!

Challenges of reintegration programming for children and youth associated with armed forces

The needs of underaged combatants have to be taken into consideration during all phases and in all aspects of Reintegration. This includes:

Programs focussing specifically on children and youth
It has shown that DDR programs comprising all groups of ex-combatant, including children and youth, are not best suited to meet the needs of underaged combatants. Especially during the cantonment phase during the disarmament and demobilization process, being together with adult ex-combatants might even put children at danger, especially in terms of exploitation or sexual abuse. Ideally there should be a special process focussing on this target group, which should include agencies working specifically on child protection and well-being.

Access to programs
Similarly to adult ex-combatants, it is often problematic whom to allow access to DDR activities. You have to keep in mind that both boys and girls can be part of armed forces, regardless of their age and responsibilities or function within those forces. Be aware that girls and boys may not be informed about their right to benefit from DDR programs, or may want to avoid being identified as former combatants for fear of discrimination.

Box

One option to reach and inform children on reintegration activities is to use radio broadcasting. In Rwanda, this approach has been tried with Radio OKAPI, which brought so success in sensitizing children. However, there were some obstacles:

■ The messages on OKAPI radio were not child sensitive and did not attract the children's attention.

■ Children did not understand the languages broadcasted in.

■ To increase success, children suggested to broadcast the voices of children who are currently going through the process or have completed it already.

Age-appropriate programming

Make sure your program meets the need of the age-group you are focussing on. Young children have other needs than adolescents!

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Gender-sensitive programming

The specific experiences and problems boys associated with armed forces had to face during conflict and will have to face in the Reintegration phase might differ from those girls have been and will be confronted with.

While both boys and girls might have been victims of sexual violence, they have to be treated differently. The number of girls abused usually exceeds that of boys by far, and they are at risk of also being abused during and after demobilization and even reintegration. The number of boys abused is often not known, and the number of unreported cases might be high as boys affected often refuse to talk about it.

The stigmatization and discrimination girls associated with armed forces are confronted with is usually much higher than with boys. This is especially true if they have a child. They are at danger of being exploited and abused by the community they are returning to.

Boys might perceive violent behavior and weapons as signs of masculinity and power. This can lead to severe social and security problems.

"One day I agreed to sleep with the soldier whom I left Kinyanzovu with. He was the one providing food. I couldn't refuse. That was life in the military".

Violence, exploitation and sexual abuse

Children are very vulnerable of being victims to violence, exploitation and sexual abuse. This problem exists not only during conflict, but also during the cantonment and reintegration phase.

Psychosocial support

Other than adult ex-combatants, children and youth associated with armed forces might never have had a chance to develop a stable personality, a system of values and to learn what is wrong or right. Thus, children are very vulnerable to traumatic experiences and mental stress. They need special treatment which should involve child specialists.

Box—Abuse and psychological consequences

In many armed groups, underaged combatants have to experience (physical) abuse of some form. This often starts with forced recruitment and continues throughout the process where they are being made amenable, and later on.

Abuse and exploitation start when children are forced to do work or carry loads that are too heavy or dangerous for them. But physical and psychological punishment is also frequent:

- One Rwandan boy said he was beaten 50 times with a stick because he stole money from a soldier in the camp. The harshest punishment was 100 beatings for those who were caught while trying to escape. ➜

Trainer Note

The roles and identities of children and youth associated with armed groups can have changed in several aspects. Not only did they get physically older, they also had to do things children are usually not supposed to do. This may reach from carrying heavy loads or working hard from early in the morning to late in the evening to participate in fighting activities or having to perform sexual services and being regarded as a „wife" or „bride". Also, they might have taken over much more responsibilities for themselves or even other persons than is usually suitable for children. And, especially if armed, children in armed groups have much more power over the civilian adult population than in ordinary life

There are also gender-specific aspects to be taken into consideration. Both boys and girls who have carried arms might feel as *soldiers* rather than as civilians, which might collide with traditional social and gender roles. With respect to boys, this mainly concerns notions of masculinity, while girls have to fight stigmatization stemming from their breaking out of traditional gender roles, as soldiering is often not regarded as appropriate „female" behavior. Another problem girls have to cope with is stigmatization and mistrust concerning their sexual experiences (and often suffering, e.g. through sexual exploitation or being „married" to one of their comrades) which are regarded as a disgrace to society. This is even more true if they come home with children resulting from one of those relationships.

Another problem is coming from humiliating treatment the children might have had to endure. If they were left with no self-respect and pride, it will be hard for them to find their identity and role in society.

While children's traditional roles change while in the armed groups, families and community members expect returning children to fit into their traditional roles. This can cause problems because the returning children feel that they are no longer children and their experiences and life has changed them dramatically during their time with the armed groups. The community often perceives their untraditional behavior as disrespectful or even threatening to the community.

Compared to children who have not been associated with armed groups, demobilized children and youth have something to compare their life to after reintegration. Therefore they might decide not to stay in their communities, but try their luck in some other place, such as urban centers, or even make a choice to return to life in the armed groups.

■ Often children have to watch while their comrades who didn't obey orders are punished or even killed.

■ One of the worst forms of abuse is to make children do force to their communities or even families.

■ Sexual abuse within the fighting groups is frequent, especially with girls.

Both physical and sexual abuse can have long-lasting physical and psychological consequences.

A common psychological consequence of war is having nightmares. Many children say that in their nightmares they see themselves fighting and killing, people and friends dying, or they experience scenes they had to go through. Children from DRC report that they can't get the sound of firing machine guns out of their heads. All these effects have a serious impact on the children'' well-being and ability to reintegrate into society and to lead a normal life.

Family tracing

Even more than for adult ex-combatants finding the families of underaged combatants is of crucial importance. However, families might be hesitant or even refuse to reintegrate their child, especially if membership in a fighting group is being considered as a stigma, or if children have been forced to use force against their villages and families.

Changed roles and expectations

Children and youth associated with armed groups were denied to live, behave and feel like children and family members. Instead, they were forced to take up roles and responsibilities of adults, and to rely mainly on themselves. When returning, they might find it difficult to accustom to community and family live and to get back into the roles of children.

"The community considers demobilized child soldiers just like the other children, but they might return to fighting if something troubles them in their community here because they have had different life experiences and something to compare their life to the one in the forest."

Focus groups - Kinigi District, Ruhengeri Province

Source: Crossing the Border. Save the Children 2004

Trainer Note

For further pictures and stories on how children are affected by armed conflict, please have a look at the pictures and stories resulting from a painting workshop in Barr IDP Camp, Lira District, Northern Uganda, which was organized in May 2006 by the Ugandan NGO YSA. You can find the material at www.tresa-online.org.

Education and training

Children and youth associated with armed forces often haven't had the chance to go to school or to get further education. Child and youth programs should focus on appropriate education and training for the different age-groups and needs.

Box – Forced recruitment in Northern Uganda

"Rebels attacked a boarding school at night and abducted school children, looted food items from the stores and forced the students to carry the heavy luggage and walk long distances.

Some of the students who were tired and could not walk long distances were killed using machetes, axes and some were shot in the head using pistols by the rebel commanders. The rebels raped some of the girls and those who cried were severely beaten and killed. The rebels burnt huts in every village they passed through.

Some children managed to escape in the bushes but did not know the whereabouts of the bushes. A helicopter pursued the rebels to rescue the students but only very few were rescued." – Girl, Northern Uganda, 12 years

Source: Children's painting program in Lira District – Northern Uganda. YSA, BICC 2006 (www.tresa-online.org)

Girl, 11 years, Barr IDP Camp, Lira District, Northern Uganda
Copyright Paintings ©YSA 2006

Trainer Note

There is a table on Managing the Socio-Economic Reintegration of Young Combatants provided in Annex III that might be helpful.

Reintegration programming

Conflict harms not only children and youth associated with armed forces, but all children. Very often, in terms of education and health the situation hasn't been better for those children not recruited. On the contrary, in many cases they even had less food than recruited children. Children and youth who return from IDP (internally displaced persons) or refugee camps might face similar difficulties with regards to reintegration like children and youth associated with armed forces.

Whenever feasible, an inclusive approach shall be adopted that provides support to all war-affected children. This helps to:

■ promote reintegration,

■ avoid stigmatization or a sense that children formerly associated with armed forces and

■ groups are privileged,

■ prevent further recruitment.

Reintegration of children and youth is a long-term process, which should be expected to extend over a period of 5 years or more. Ideally, child-centred reintegration should be multi-layered. Aspects relevant to focus on include:

■ Family reunification.

■ Mobilizing and enabling care systems in the community.

■ Medical screening and health care including reproductive health services.

■ Schooling and/or vocational training.

■ Psychosocial support.

■ Social, cultural and economic support.

Be aware: as with other reintegration programs, reality often looks different. In many cases funding and other resources are not sufficient to maintain a multi-year reintegration program covering all relevant aspects satisfactorily. However, best provisions possible have to be made.

For further information on the reintegration of children and youth, we recommend the IDDRS Drafts on Children and DDR (05.20) and Youth and DDR (05.30),, which have been an important resource for this sub-section. They are provided by the Inter-Agency Working Group on DDR.

Summary of Section 3

Not all ex-combatants are equal, and often it is not clear who is an ex-combatant and who is not. This has to be clearly identified before the program starts. Special needs of certain groups of ex-combatants have to be taken care of.

Trainer Note

There are a number of sources dealing with carrying out surveys. You may also use TRESA module Basic Principles of Field Research in Small Arms Action (BPF04) from which you can modify relevant elements.

Be aware that training in field methodology is an important but very wide subject, and outside the scope of the current module. Here we only intend to establish in the trainees mind the idea that a baseline survey is crucial for further work.

Section 4

Preparatory and assessment phase

Objectives and Goals of Section 4:

■ Be able to identify factors on the ground that have to be assessed as they will impact on the R-process.

■ Be able to do a baseline assessment.

Before the start of a reintegration program, it is pivotal to establish benchmarks. This so-called baseline assessment has two purposes:

■ To provide initial data for planning and budgeting.

■ To provide a baseline from which the effects of the program can be measured.

Baseline assessments are used to collect reliable data on what is actually going on in the area of the program. This data should cover:

■ Ex-combatants (and other returnees)

■ The security situation

■ The local economic situation

■ The service infrastructure

■ Expected demands and needs

■ Socio-cultural aspects relevant to reintegration.

■ Information and public awareness

Although some, much, or all of this data may be publicly available, it must be checked for reliability. If reliable, the data can be incorporated into planning. Otherwise, it might be necessary to carry out a survey in order to find out the facts on the ground. Remember that as a rule of thumb, reliable data is data that has arrived from two separate *independent* sources at least.

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1. The ex-combatants

In order to establish "Who is an ex-combatant" and "How many are there?" you need to have some demographic data about them. Sometimes the military framework provides this data. However,

■ Not all militaries (particularly rebel groups and militias) have proper human-resource management procedures. They may not even know who has been fighting on their side.

■ The losing side is not always counted as "ex-combatants" by the victors (if any).

■ Women and children fighters are often ignored, or hide themselves in the populace.

You also need to know *how many* ex-combatants are likely to join the program. This is often a matter of estimation. In Liberia, the number of ex-combatants was about three times the original estimate. Nonetheless, an estimate, with very wide margins for error, at least allows for some understanding of the situation and more importantly it allows for planning.

Exercise 1:

■ Try to assess how many ex-combatants are likely to be present in your country.

■ What sources of information would you use to assess the numbers? Grade the sources in terms of their reliability.

■ Have you considered special groups as well?

1.1 Social status of ex-combatants

An issue related to ex-combatants coming forward is in reintegration their status in the population. If:

■ They have a positive image: it is likely they will come forward.

■ Their status is negative: some (at least) will be inclined to conceal their ex-combatant status.

■ There are sub-categories within them with higher/lower status, some groups need extra encouragement to come forward

The social status directly affects program possibilities:

■ If ex-combatants' image is generally positive, special programs for them can be considered. In this case, they are more likely to return to their

Trainer Note

Collecting data on ex-combatants' profiles is preferably done in the camps or assembly areas during the demobilization process. That often solves the "Who is a combatant?" question. Such a profiling can be worked into the demobilization process without much extra-work. This is cheaper and more efficient than waiting until they have returned home. However, profiling in the demobilization camps implies that planning should start at a very early stage, even before the disarmament process starts. Relying solely on the demobilization process to identify ex-combatants is also unable to account for the "self-demobilized" (those who chose not to be counted as ex-combatants, such as women, or those who deserted the fighting force).

communities, and communities are less likely to be resentful about special programs targeted at ex-combatants.

■ If ex-combatants' image is generally negative, they are less likely to come forward. Reintegration programs need to include benefits directed at the community as a whole.

■ If some ex-combatants have a low social status (e.g. female ex-combatants) and some higher, *appropriate* and *dissimilar* programs are to be implemented for different status groups.

Box—Choice of targeted population in Liberia

In Liberia a non-targeted approach was chosen in the nineties. There was no other option possible. For combatants had such a negative image in society that hardly any of them dared to show up for targeted assistance programs. A free-of-charge vocational training course and a 100 US dollar toolkit was not enough incentive to have them reveal their past and thus face hatred and social exclusion. The non-targeted program indirectly tried to target as many ex-combatants as possible. The results were two-fold: On the one hand, the program stimulated integration at the local level since there were fewer tensions as a result of preferential treatment. On the other hand, only some combatants received assistance, leaving many un-catered for.

1.2 Ex-combatants' profile assessments

An important step is to establish relevant profiles of the ex-combatants. Preferably such data will be collected about each ex-combatant individually. In extreme cases this might not be possible, and only a sample will be taken. The profile assessment for each ex-combatant includes:

■ Level of education

■ Ex-combatant's expectations

■ Health-screening

■ Available skills

These profiles will also help to draft a plan for economic reintegration.

The data collected about ex-combatants must be *usable*. The best option is to enter the data into a digital database. However, two considerations must be assured before this is done:

■ The information on individuals is not open to the public, and data protection rules apply.

■ A referral system has been put in place that helps employers find the skilled and experienced people they are looking for.

Be aware: Civilian refugees wish to come home on the establishment of peace as well. They too require services and assistance. Even though assisting all returnees

Trainer Note (Exercise 2)

■ Divide participants in groups à 4 persons.

■ Ask them to draw a map of their place and to highlight areas, which they perceive as insecure.

■ Discuss results, find similarities and differences (which might be gender-related).

■ Ask trainees whether in those places they have marked as insecure ever any incident happened. This often clearly demonstrates the difference beteween perceived ("I feel insecure wandering alone through the dark forest/this quarter of town, although I've never heard of an incident") and real insecurity.

Security mapping. Thiet/South Sudan, 2006.

Trainer Note (Exercise 3)

Based on the security mapping, discuss:

■ What is security (different aspects of real/perceived security, physical, economic, health, ecological security, personal, community)?

■ Under which circumstances do you feel secure, under which insecure?

■ What does make you feel more secure?

■ Which factors make you feel insecure/cause insecurity?

may be outside your scope, it is impossible to ignore such needs as it may well be critical for the success of the reintegration program – ensuring a durable peace – to use services intended for ex-combatants for other returnees as well.

2. The security situation

For reintegration programs to be rolled out, a minimum level of security is required for ex-combatants to feel safe enough to be unarmed. But not only ex-combatants, also the receiving communities have to feel secure. Security has to be provided so communities don't have to fear the ex-combatants, as otherwise reintegration will be very difficult.

There is no universal measure for this level of safety and security, since it depends on a mixture of objective facts and subjective feelings. In effect, perceptions of insecurity can actually decrease the 'real' level of security, which in turn creates further perceptions of insecurity, etc..

Exercise 2: Security mapping

Draw a map of the area you are living/working in. Where do you feel insecure?

Exercise 3: Discussion

- What is security?

Trainer Note

Evaluating the security situation allows one to assess ex-combatants' willingness to permanently relinquish their arms. This is critical, since:

■ With a low level of security, people are more concerned with preserving the little they have than with the reintegration process.

■ Moreover, when security is poor, development organizations will find it impossible to function.

■ A restless and relatively armed population is far more likely to contribute to insecurity than to promote security.

Trainer Note—assessing security

Counting the number of security incidents is a good way to determine the status of local security. These are recorded events in which an individual or a group's well being is affected by violent action: shootings (even if no one is hurt), explosions, beatings and other grievous bodily harm all count as security incidents.

Looking at security incidents has the advantage of providing relatively reliable, valid, and objective data.

A suitable way to assess security and the functions of the security forces is to look for answers to questions such as:

■ How many cease fire breaches were there and what was their impact in terms of deaths and damage?

■ What is the official registered crime rate in villages and cities alike?

■ How many gunshot victims were recorded by hospitals/clinics/police?

A good indicator of the subjective level of security is the number of displaced people and refugees that have spontaneously returned. It is also possible to ask local community residents questions such as:

■ "How often do you worry about your security (including physical security for yourself and your family, and the security of your property): Several times a day? At least once a day? Once a week? Once a month? Very rarely?"

■ "If you have a security problem or fear for your security, who do you go to, to solve your problem? Official security forces such as the police? Informal help from the community? An armed group? Someone else? Why this choice?"

Additional ways of assessing security can be found in the TRESA module Basic Principles of Field Research on SALW Action (BPF04).

Evaluating the security situation has two aspects: the objective and the subjective, which corresponds with the reality on the ground and the perception of security.

Objective feeling of security:
◼ Are national structures and capacities for keeping peace and ensuring security strong and efficient or feeble and lacking?

◼ How many arms are still in circulation?

◼ Are there recorded instances of armed violence?

Subjective feeling of security
◼ Do people feel secure in their lives and property?

◼ Are peoples' access to resources hampered by their fear of travelling?

◼ Do ex-combatants feel it is safe enough for them to be without a gun?

Note: The local security situation is strongly affected by the presence of small arms and light weapons. Assessing the number of SALW within an area helps round off the picture of local security. For details, if you want to follow this thread, see TRESA module Basic Principles of Field Research on SALW Action (BPF04), for ways to do such an assessment.

Knowing the local security situation is crucial for:

◼ Knowing whether ex-combatants feel safe to join a reintegration program.

◼ Knowing whether implementation agencies can start work. And

◼ Knowing whether the reintegration progress is likely to be threatened.

Local and particularly international peacekeepers/security personnel can provide data, but that may not be reliable. Questioning local people about security/insecurity is often a better measure. In the context section of your Workbook you have already assessed security.

3. The local economic situation

The baseline assessment must also assess, or start assessing, local economic features. This subject is dealt with in Section 5 of the module. Here it is important to note that *without basic knowledge of the local economy, providing for returning ex-combatants is unworkable.*

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4. The local service infrastructure

The survey should also look at available local services, e.g. the state of the roads, fuel supplies, communications, and so on. Needed services to be assessed include:

■ *Food supply*: How does the area sustain itself in terms of food supplies?

■ *Water supply*: Is there sufficient good quality water for different purposes (drinking, washing)?

■ *Housing*: Is there a housing inventory/building plots available?

■ *Health*: What provisions are there for health services and for local hygiene?

■ *Education*: What education facilities are available?

■ *Communications*: The quality of roads, telephone and Internet services and the post.

■ *Power*: Is electrical power available continuously?

■ *Fuel*: Are there supplies of fuel for cooking? For transport? For generating electricity?

■ *Consumer goods markets*: What consumer goods are available/unavailable?

■ *Recreation*: Are there sources for recreation and of what type?

Many of these issues (and you may identify others) may seem irrelevant to the process of reintegration. However, it is precisely those services that will determine

■ How attractive a particular area is for ex-combatants;

■ What the long-term prospects are available for employment;

■ If dissimilarities between different types of individuals in different areas occur in access to these services, whether there are substantive root causes that might re-ignite fighting.

■ The capacity and ability of communities to reintegrate ex-combatants.

4.1 Health services

Former combatants are likely to suffer a range of both short and long term health problems. These impact upon their reintegration prospects, and pose potential threats to the communities in which they settle. In addition to basic medical screening and treatment of wounds and diseases suffered in service, which is normally provided during demobilization, particular attention should be directed towards the needs of combatants with disabilities and to HIV/AIDS and psychosocial trauma and illness.

The provision of health services should be structured so as to benefit the community as a whole, at least in the long run. This ensures that the community sees immediate benefits from the return of ex-combatants and may help lessen resistance to their return.

Trainer Note

Identifying which type of drugs is being used by combatants is essential for two reasons:

■ To determine whether and what medical intervention is needed (which differs from one drug to another).

■ To start understanding and counter linkages the armed groups may have to international drug trade.

Even if the program is intended to target ex-combatants in particular, it should nonetheless lay aside resources (time, medicines, and finances) to provide services generally to the community. The reverse may also be true: it would benefit programs aimed at ex-combatants to contribute to the expansion and depending of available health services, rather than establishing special clinics or procedures targeted solely at ex-combatants.

4.2 HIV/AIDS

HIV/AIDS is now an ongoing phenomenon that is proving to be a great obstacle to reintegration processes. The movement of civilians, combatants, soon to be ex-combatants and the fact that they do partake in sexual activities whether forced or consensually, encourages the spread of the virus.

HIV/AIDS affects the reintegration process in two ways, and planning must account for these:

- ■ It creates a series of interrelated dependencies. Children are left without parents, and adults with AIDS need a great deal of care. Such individuals are rarely able to contribute to the community, and in fact are often unable to care even for themselves. This creates additional burdens on the community, as well as on the reintegration program.

- ■ It creates stigmatization in the population, particularly of special groups. Returning female ex-combatants are often accused of bearing the disease (whether they actually do so or not, they are convenient scapegoats for those who may have acquired the disease from other causes). Other special groups – children and youth associated with armed forces, those ill from other causes – may also be lumped with HIV carriers. See also the Social Reintegration Section below.

Box

On the 10th January 2000 a special session of the UN Security Council was held on the topic of AIDS. By the end of this precedent-setting meeting, the Security Council had defined AIDS as a threat to international peace and security. This was the first time that a health issue had been given this status. (http://www.stratnet.ucalgary.ca/publications/pdf/bratt_blue-condoms_aut2002.pdf)

4.3 Drug addiction

In many contexts, combatants have become addicted to drugs. Special measures need to be taken to ensure that the addicted combatants receive adequate treatment. The assistance should continue once they have returned home.

Note:
- ■ Drug addiction is a serious *medical* problem and should be addressed primarily as a *medical and social* phenomenon, not as a criminal issue.

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■ Drug addiction may have legal and security implications. These must be understood within the framework of national law, the security situation as a whole, and as a police matter.

■ It is not the function of the reintegration program to deal with drug addiction as a whole, but only to the degree it impacts on the success of ex-combatants to be reintegrated.

5. Expected demands and needs

The start of a reintegration program (and of a peace process in general) always leads to high expectations in the area concerned. Civilians (those who stayed, refugees, IDPs) and ex-combatants are likely to have very high (and sometimes unrealistic) expectations of what the peace, and particularly the reintegration program, will bring them. These expectations are always articulated in the form of 'needs'. However, you must carefully separate real needs, some of which the reintegration program must take into account, from other demands.

The primary recipients of subsistence funds *from reintegration program sources* are the ex-combatants and their families. The immediate needs that they (may, or may not) articulate, and which you should consider as part of the reintegration mandate, include:

■ Subsistence from demobilization, through transport to the community they are joining, and for some time after.

■ Life skills training.

■ Transportation from the demobilization site to the community.

■ Ensuring security during the process.

■ Establishing ex-combatants in a viable, peaceful life-style.

Very clearly, ex-combatants cannot be settled into communities that are in dire need themselves, so as a second order demand, reintegration planning must try, if at all possible, to accommodate immediate needs in the receiving community *that parallel reintegration program mandates*. This may mean little more than ensuring that resources needed for the reintegration program are sourced from the local communities in order to jump start the local economy. It very definitely means that the reintegration program must have cross-linkages with the general national (re)development program.

The burdens (financial, material, and time) need to be assessed as a whole, in order to ensure that budgeting and cash flow are maintained properly throughout the lifetime of the project. It is also necessary to fully understand the actual nature of the needs, and to plan for them on the basis of other data that has been collected.

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6. Socio-cultural aspects

The staff or reintegration programs are often expatriates, and unfamiliar with the details of the society from which the ex-combatants come, and to which they want to return. Marriage, kinship, alliance, support and livelihood patterns vary extensively among humans, and quite often 'foreigner' means someone from a village ten kilometers away who does not know local practices.

Note: all these terms might not mean the same to ex-combatants and members of the receiving community even if they are from the same country as you.

A detailed socio-cultural survey would be beyond the scope of any reintegration program. Nonetheless, you should familiarize yourself with the following areas:

- ■ Kinship and marriage: Who is, and who is not considered 'kin', and what does marriage consist of (in many societies there are several different kinds of kin to whom one owes/from whom one is owed, different things. Similarly, many societies have several different kinds of marriages).

- ■ Friendship and association: With whom does one join for communal activities, and what obligations does one incur in this regard?

- ■ Religion and ritual: Are there ritual requirements (both "do this" and "Don't do this" rules) about associations? Making a living? Kinship and marriage?

- ■ Politics: How is action mobilized, who decides in the society, and how are decisions made to stick?

- ■ Economics: What is considered the *ideal* way to make a living?

The information should, preferably, be received from several different, unconnected individuals of different statuses in the society (elders, adults, adolescents) of both sexes, or through using a *focus group* technique.

You should try and make sure that you at least understand those things that are *forbidden* and their limits, if these might have an impact on reintegration.

7. Information and public awareness

Remember: most ex-combatants have unrealistic expectations from the reintegration process and about their options!
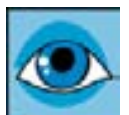
In order to ensure expectations are in line with the abilities of the ex-combatants and the reintegration process, it is necessary to engage in a comprehensive campaign to publicize the reintegration program. An awareness program has two major parts:

- ■ Publicizing the process for the ex-combatants.

- ■ Informing the populace in general, and receiving communities in detail, about the program.

Trainer Note

This publicity can take a number of forms, depending on the background of the ex-combatants. You can suggest these to the trainees, depending on the technological and human power resources available in the reintegration area. Usually, a combination of different sources of information is necessary, even for relatively homogenous and literate audiences. The means could include:

- Booklets and pamphlets.

- Illustrated pamphlets in comic-book form.

- Classes and lectures at the demobilization points.

- Radio broadcasting.

- Films.

- Drama, puppet shows or relevant cultural performances (bards, theater).

7.1 Publicizing the reintegration program among ex-combatants

The publicity program should include descriptions of:

■ The process of reintegration, from beginning to end, together with a notation of the agency responsible for individual's at any point in the process.

■ The financial and other benefits the ex-combatant is entitled to.

■ The difficulties that an ex-combatant is likely to encounter.

■ Civilian services that can be expected and who provides them.

Be aware: the means and language chosen for publicizing reintegration programs and awareness raising have to be targeted at the specific group you want to reach. For example, in countries where several languages or dialects are spoken, you might have to distribute your message in all of those languages. If you want to reach children and youth associated with armed forces, use child-appropriate language and expressions.

7.2 Publicising the reintegration program among the civilian population

In many cases, the civilian population into which ex-combatants are to be reintegrated is neither involved in the decision phase nor in the implementation phase of the process. This can lead to:

■ Resentment.

■ Lack of cooperation.

■ Refusal to accept the ex-combatants.

■ Fears.

While the latter is an extreme, note that often ex-combatants' activities during the war, or of members of the same armed group, had serious consequences for local communities. Addressing such root problems is beyond the scope of this module. However, when providing information about the reintegration process, it is possible to at least mitigate some potential problems. Awareness raising exercises among the populace should include information on:

■ Identity of the ex-combatants (preferably stressing commonalities with local communities).

■ The numbers and timing of the expected demobilization of the ex-combatants.

■ What benefits they will be receiving.

■ How the benefits and ex-combatants return will contribute to local prosperity.

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Here too, different forms of publicity may be necessary, as for the ex-combatants. In practice, it is probably a good idea to use much *of the same* material, to ensure that both sides get the same picture.

Exercise 4: Publicity and awareness

■ Divide into two groups.

■ Each of the groups should prepare either an awareness campaign for the local populace, or a publicity campaign for the ex-combatants.

■ Each group should present its report, and the two groups should then discuss both reports, and try to answer the following:

■ What elements of the two programs differ? How can these differences be reconciled?

■ Are there things that should be emphasized for the ex-combatants but not for the civilians, or the reverse?

■ What are the best ways to make this information available to each of these parties?

For further information on awareness raising, please have a look at the TRESA module Civil Society Action on SALW Control (CSA 05).

Summary of Section 4

Before the start of a R-program, an assessment of the situation, needs and demands of the ex-combatants and the receiving communities has to be done. This should cover the security situation, the local economic situation, the service infrastructure, expected demands and needs, socio-cultural aspects relevant to reintegration, and information and public awareness.

Trainer Note

Putting economic issues first does not mean other issues can be ignored, but that economic success is the key *limiting factor* for successful reintegration:
Success of economic programs does not mean success in reintegration, but *failure* of economic reintegration almost certainly means the failure of the *entire process*.

In order to determine the type of assistance ex-combatants require, we need to know their profiles (age, skills, experience, health, etc.) and to analyze market opportunities. We can then start designing the program. An economic development program must bridge the gap between local economic potentials and market possibilities, and the ex-combatants' profiles.

Section 5

Economic components of Reintegration

Objectives and Goals of Section 5:

■ Assess the economic needs of your reintegration program site.

■ Understand the process of reintegration from short-term support to long-term economic development, and the different kinds of economic projects that can be put in place as reintegration progresses.

■ Select a mix of economic activities relevant to your area.

Providing ex-combatants with a new way of making a living is an essential, perhaps even the most essential, element of a reintegration strategy. Without sustainable economic futures, many ex-combatants are forced to return to living off the barrel of a gun.

The economic components of any reintegration program are extremely complex, and a great many factors need to be considered. These elements fall into three broad classes of factors:

■ The ex-combatants themselves, their qualifications, abilities, and desires.

■ The local economy and its features.

■ Ways to fit 1 to 2 through training, education, and other forms of preparation and support.

In designing the economic development program in reintegration several things should be kept in mind:

■ *Flexibility*. The program must be flexible enough to adjust to market changes as they occur.

■ *Comprehensiveness*. It is important that all groups should benefit from the program. This includes paying careful attention to gender issues.

■ *Conciseness*. Proposals within the program should be concrete and measurable. It is insufficient to say "improve employment capacities". A plan should indicate "...improve capacities in the field of _____ by X percent before the following date ____." In order to ensure that it is doable, and in order, later, to examine success and failure.

■ *Appropriateness and feasibility*. The program should not overstretch local possibilities.

There are a series of very important steps, *all of which need to be accomplished* to ensure the economic component of the reintegration program works.

■   Profile Assessments.

■   Opportunity Mapping for income generation.

■   Short-term and immediate income-generating options.

■   Intermediate income-generating projects.

■   Income generating in the long term.

■   Information on economic reintegration options.

Related to this is the issue of training ex-combatants to exploit these peaceful economic opportunities. We deal with that in the following Section.

1. Profile assessments

Several factors, which have partly already been dealt with in Section 4, have to be assessed to establish economically relevant profiles of the ex-combatants. Preferably such data will be collected about each ex-combatant individually. In extreme cases this might not be possible, and only a sample will be taken. The profile assessment for each ex-combatant includes:

■   Level of education.

■   Ex-combatant's expectations.

■   Health-screening.

■   Available skills.

2. Opportunity mapping for income generation

People – whether returnees, ex-combatants, civilians or others – require some way of generating an income in order to sustain themselves. Income can be generated in one or more of several ways (in practice, many people, particularly in poorer countries, tend to use more than one way simultaneously):

■   Paid employment.

■   Primary production (farming).

■   Trade.

■   Manufacture.

■   Banditry and predation.

Trainer Note

Identifying opportunities and offering the information freely to ex-combatants is a step towards economic reintegration. Another step is accomplished by providing the means to actually exploit these opportunities in a socially approved and economically sensible way.

Market assessment implies a system of collecting and analyzing data for the initial design of programs but also for the evaluation of the reintegration process. This is in the first place a task of the staff of the reintegration program.

Before and during implementation, the process should be constantly monitored and adapted. Markets tend to be dynamic and conditions change all the time, not the least because of the insertion of ex-combatants. You must be aware that a successful enterprise can often open up new opportunities both for employment and for other enterprises.

Trainer Note

The objective of these surveys (which must be tailored for any particular situation) is to establish, overall, where ex-combatants might be able to engage in income-generation activities. Keep in mind that:

■ Only a few positions are likely to be "permanent" salaried employment, in which the employer expects to be able to keep the employee on for the foreseeable future (business conditions allowing).

■ Only a few positions are likely to be white collar, and many positions are likely to be in the form of casual labor.

Nonetheless, ex-combatants should be encouraged to take even these jobs, since (a) they might lead to further, better prospects, and (b) even a small income, initially, is better than none.

Options for ex-combatant employment are different in every country. The example below is a list of reintegration options for ex-combatants in Kosovo. In that case, the UN interim government encouraged ex-combatants to join the police and army. In most countries, however, the government wants to avoid having large numbers of ex-combatants in their security forces.

Obviously, we are interested in turning ex-combatants *away* from the latter ("Banditry and predation"). Having determined the profiles of the target group, you have to undertake a *market assessment* in order to identify sectors that have the potential to absorb the ex-combatants. In other words, you now need to find locations in which to fit the ex-combatant profiles we have generated earlier. This is done by:

■ Assessing the market to identify opportunities for income generation.

■ Devising a strategy to help ex-combatants cope with, and be able to exploit these opportunities.

2.1 Market assessment

A market assessment is a process by which potential income generation opportunities are *identified* and these findings are *made available* to the ex-combatants. The process is intended to identify *potential opportunities* for income generation. These basically cover a range of options that can be made available.

■ Demands for labor.

■ Demands for goods and services.

■ Skills needed.

Opportunities can abound, yet sometimes go unnoticed because of a lack of:

■ Confidence in the future.

■ Set-up funds.

■ Skills.

■ Or business experience.

2.2 Demand for labor
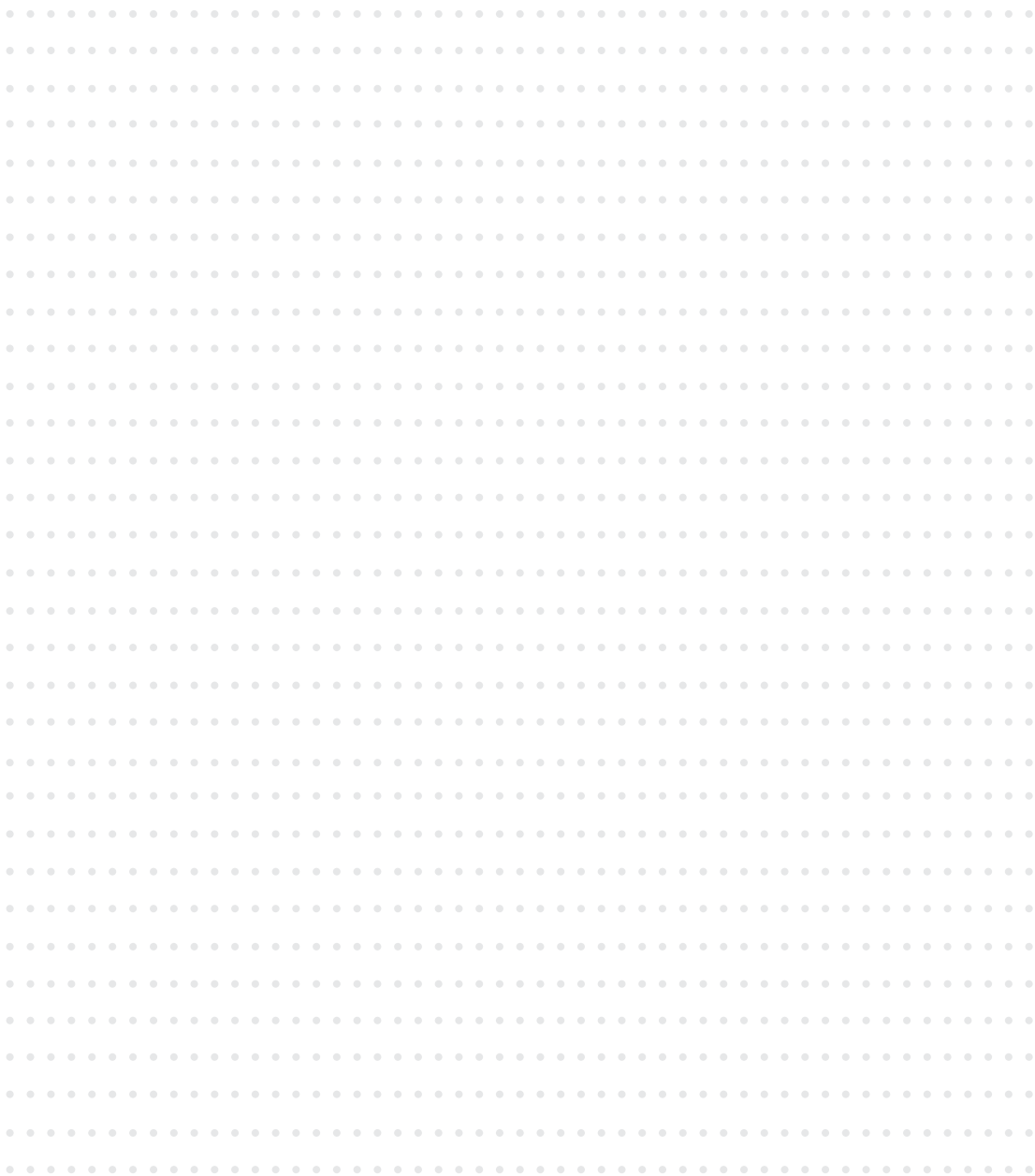
Surveys among businesses, employers and the administration should help to find out:

■ Are there productive (agricultural units, mining businesses, transport and communication...) or social sectors (education, health, local administration....) that will hire substantive numbers of workers in the near future?

■ Are there investment and reconstruction projects that will require a large workforce in the short term?

■ Are there possibilities for small subcontractors?

Trainer Note

Kosovo was a relatively "easy" DDR project as the numbers were low, the options plentiful, the economy picking up, and the population regarded the ex-combatants as heroes. The following options were provided for ex-combatants in Kosovo, and are templates for other places as well:

■ Immediate employment options.

■ Micro and small enterprises.

■ Macro projects.

■ Scholarships and formal education.

■ Continuing employment options.

Box—Options for ex-combatants in Kosovo

After the D&D of the Kosovo Liberation Army (KLA/UCK), former combatants were given a limited set of options. This was a result of limited resources and capabilities on the ground. The 'hard-core' combatants were given the option of joining the Kosovo Protection Corps (KPC). This was largely a political decision to satisfy the demands of a large number of combatants who hoped for Kosovo's eventual independent status. While the KPC was a temporary body, it could accordingly be transferred easily into a future Kosovo army.

2.3 Demand for goods and services

The gradual beginning of economic and social activity creates possibilities for a number of professions:

◾ In the transportation sector for goods and services.

◾ In the construction sector.

◾ In rural non-farming activities.

◾ In maintenance and support services.

◾ In new services that have not yet become available on the market…

Program designers should identify the demand for goods and services in communities, to profit from local economic activity. Information about this demand, or potential demand, should be made available generally, so that ex-combatants can participate in the process.

2.4 Skills needed

Box— South Sudan

A construction firm was hired to build a road in a post conflict area in Sudan. They were desperate for local skilled heavy machinery operators since they now hired operators from a neighboring country at high cost. Unemployment by ex-combatants in the area concerned was high, and the local government was pressing to hire locals. Nonetheless, construction firms were unable to accede to the pressure: given the professional requirements, they could only employ people with proven, licensed skills in heavy-machinery operation.

Employers are *sometimes* open to work-study schemes in which employees get practical training while in school. In other cases, they may be ready to hire employees without experience, who at least have formal training. Thus one element of any opportunity-mapping for income generation, is to identify what the limits are. You should ask:

◾ What are the most common gaps between income-generating skills the ex-combatants have, and employment/business requirements?

Trainer Note

The first stage in the return of ex-combatants to civilian life is often the most traumatic and difficult part of the process. Many ex-combatants have specific personal problems that seem insurmountable. Many have health and or family issues that need to be addressed. Above all, there is likely to be constant economic worry as they are separated from the support of their military life, and forced to succeed in an environment that may be very strange to many.

■ Where can training to overcome these gaps be provided, and by whom?

■ Will potential employers/customers be willing to accept local training, and participate in work-study programs?

2.5 Gender sensitivity and age-appropriateness

Programs must also account for the specific constraints to both men's and women's participation in labor market. These constraints can include:

■ Gender-biased recruitment mechanisms.

■ Lack of guidelines on recruiting women.

■ Inadequate channels for the information to reach women.

■ Lack of child-care facilities.

■ Regional and ethnic variations in attitudes to working women.

■ Traditional norms against women's handling of machinery.

Staff working on labor issues must be sensitized and trained in gender concerns and guidelines distributed at provincial and local levels. This is particularly true of male staff members who, in traditional societies, are often oblivious of women's needs and demands in the workplace and labor market. Coordinating this effort with women's organizations in the project areas can help ensure that gender biases are bypassed.

The needs, demands and abilities of older and younger adults, youth and children differ. It has to be ensured that interventions are age-appropriate.

3. Short-term and immediate income-generating options

The first steps of reintegration are a **bridge** between the period immediately after fighting has died down, and the institution of regular long-term reintegration programs. The first steps involve three elements that affect the success of the entire project.

■ **First assistance packages** are designed to ensure ex-combatants can survive until they find sources of income, however temporary.

■ **Quick Impact Projects** are activities, which are wholly financed by the reintegration program, and, ideally, will have a high local profile to help in providing a benefit to the community.

■ **Employment and business support** packages are intended to start the ex-combatants on the road to economic reintegration and self-sufficiency by providing them with *information* about jobs and necessary *skills* to find and fill jobs or business opportunities.

Trainer Note

1. The material benefits of reintegration programs have often been overemphasized in real programs, so much so, that DDR has sometimes been considered a commodity rather than a mutual process. Therefore, when designing programs, special attention should be paid to refocusing and repackaging benefits. There is a tendency to give money instead of material assistance as first assistance packages, which bears the risk of creating dependency, raising expectation, fueling tensions in society between combatants and those that are not defined as such etc. In many contexts the combatants spend their money quickly but not wisely – they party for a few days, then go home broke – instead of using the money as a support for the first few months of their civilian life.

2. Before singling out ex-combatants for added benefits, programs should always question whether the assistance promotes the ex-combatants' long-term acceptance by the community. Assistance could otherwise appear as a reward for previous violence and send the wrong signal to ex-combatants and their communities. Hence reintegration should be driven from an inclusive community-based perspective.

You may want to discuss these in detail with the trainees, where they can bring to bear some thoughts on these issues in their own area.

Trainer Note (Exercise 1)

There is some very strong evidence that providing cash payments to ex-combatants in post-conflict areas is a disputable idea. The following exercise is intended to allow the trainees to think about the advantages (and there are some) and the disadvantages (and there are many) of providing cash payments. When guiding the discussion, you should consider the issue from the point of view of (at least):

■ Administering such a program (its much easier for a government to simply give cash at a single point...).

■ The fiscal situation of the area where the ex-combatants is demobilized/ chooses to settle (a steady flow of cash directly to the area, particularly through fiscal institutions, can provide necessary capital).

■ The ex-combatant (and the differences between male and female ex-combatants!)

■ The ex-combatant's family (who need a regular income, and who might be marginalized if they are from a different ethnic group than the ex-combatant).

■ Logistical problems of carrying cash from demobilization point to settlement area (how to provide security for so many people carrying cash?).

3.1 First Assistance Packages

When ex-combatants are demobilized and return to their communities, they usually have no sources of income, nor any resources to support themselves. This often leads to banditry as they make their way homewards, and prey on communities on their way. It has become the norm to provide them with basic assistance such as clothes, food, bedding, transport and/or some cash. Their immediate family might also receive some kind of assistance. Cash payments are also often made to ex-combatants so that they can sustain themselves during the first months of civilian life: the 'reinsertion' phase.

There are certain risks involved in providing money. Families often do not benefit, since the ex-combatant might not have the skills, or desire, to spend the money on their families. Quite often the cash is extracted from the ex-combatant either by his former commanders, or by unscrupulous swindlers on the way. Thus, overall, it is a good idea to:

■ Limit cash payments as much as possible.

■ If a cash payment is absolutely determined on, as much as possible should be provided in increments, through a bank or financial institution in the ex-combatant's registered destination.

■ At least some portion of the money should be provided directly to the ex-combatant's wife, rather than directly to him, as most often, she is directly concerned with providing for their children.

Exercise 1: Cash payments to ex-combatants

As a group consider the various advantages and disadvantages of giving ex-combatants a cash payment, using the table below (the first two are illustrative. You should consider other issues as well. Add rows if necessary):

Table 1: Advantages/disadvantages of cash payments to ex-combatants

Item	Advantage	Disadvantage
Administrative	Easy to pay at point of demobilization.	Need to bring large amount of cash to demobilization point.
Security	Each individual ex-combatant responsible for own security as s/he sees fit.	Possibility that robbery might occur and become common.

■ *Individually*, once the items for discussion have been agreed on (the first column in the table above), you should each take five minutes, and fill in the advantage and disadvantage columns

■ *As a group*, discuss the different advantages and disadvantages, and devise a program to overcome the disadvantages.

Trainer Note

QUIPs were originally projects designed to enable returning refugees to earn a livelihood and become self-reliant. QUIPs can also facilitate the first reintegration of ex-combatants into their communities. Since it normally takes some time before the real reintegration services become operational, QUIPs can enable ex-combatants to earn a living, learn an occupation, and a live in a civilian environment.

Often QUIPs are restricted to ex-combatants, sometimes headed by a former senior commander with some managerial expertise.

QUIPs are not expected to be sustainable. QUIPs are dependent on handouts from international organizations assisting in the post-war peace-building efforts, since they are not expected to yield a profit. They are not a substitute for regular economic activity.

These projects benefit the overall population as well as ex-combatants. It is wise to engage ex-combatants, whatever their previous skills or capacities, in such work. Since these programs are highly visible, they may improve the image of ex-combatants in the public and may become a first step towards their reintegration, especially if other members of the community are included in the work force.

If such reintegration options are well designed, they create many jobs in the short term but may also create jobs in the long-term. The number of jobs is larger if the programs are based on unskilled/labor intensive work rather than on machines and technology that is capital-intensive. On the other hand, they often provide little experience that ex-combatants can parlay into self-sustaining jobs.

Salaries for this kind of labor tend to be low. Such programs therefore often need to be combined with food-for-work programs. In such a case, a careful calculation must be made to ensure that a fair wage is paid and that people in the program are not benefiting unfairly (by selling the food on the free market) which might arouse a great deal of public resentment against the participants.

Trainer Note

Detailed information on the subject of training and capacity building for ex-combatants in both the domestic/social spheres and the economic spheres can be found below. You may wish to reserve the discussion on the training element of short-term income generating activities until the section on Training.

If you want to expand on training here, the most important point is to remind the trainees of two points:

■ Training, certainly initial training is an *essential* element of sustainability of reintegration efforts, and, since early economic activities are almost always managed by the reintegration program, *training must be included as an essential elemnt at this stage*.

■ It must be made clear to ex-combatants that engaging in this early training *is absolutely a requirement, part of their job and a condition for their support by the program*.

3.2 Quick Impact Projects (QUIPs) and other immediate short-term economic reintegration options

A **Quick Impact Project** is a form of short-term economic reintegration where a group of ex-combatants, function to provide some publicly visible benefit to the community, paid for by an international donor. QUIPs have three objectives:

■ To provide an income-generating activity to a target group (in this case, ex-combatants).

■ To provide some clearly visible value for the community

■ To provide those engaged in the QUIP with some training and experience that they can later apply in the labor market.

Examples include eliminating the remnants of war; i.e. demolition / reconstruction of war-destroyed structures, de-mining, burial efforts, etc. Once these have been accomplished, there is little to expect in the way of additional employment.

Aside from public works such as QUIPs, initial activities should consider combinations of the following to jump-start the economic process for ex-combatants:

■ Access to land for farming or horticulture.

■ Agricultural inputs such as seeds and tools.

■ Reconstruction of houses and infrastructure for commercial activities.

■ Micro finance for small commercial activities including trading and small industries

3.3 Employment and business support

In order to be able to make the jump from QUIPs (effectively, non-viable economic projects financed by outside money) to a productive local economy, ex-combatants need to receive training that will prepare them to find and hold jobs, and to manage their own businesses if they so desire. Therefore, as early as possible, *certainly as part of their short-term economic activity* they should be provided with information on:

■ Civilian behaviors.

■ Job hunting.

■ Skills training.

■ Business and job possibilities and potentials.

Trainer Note

Ideally, of course, such projects will extend into the long term. You probably should discuss with the trainees how such projects can be extended into long-term employment in their area.

3.4 Employment at International Agencies

International organizations offer many short-term employment options for ex-combatants (drivers, translators, construction workers, etc.). UNICEF, for instance, makes use of carpenters trained through a DDR, to make school furniture. Employers include UN agencies, NGOs, CBOs, and the private sector actors. The question is how one can use these funds effectively to create permanent jobs.

Providing donors with a reasoned argument to utilize local skills, services, and products is important to jump-start the economic process in a war-torn economy. This in turn functions in a way that it provides outlets for local production and to provide experience for workers and entrepreneurs.

4. Intermediate income-generating projects (IGPs)

Income-Generating Projects (IGPs) create income and employment. They offer ex-combatants an opportunity to become self- sufficient and try to capitalize on the beneficiaries' skills.

These can be funded, wholly, or ideally only in part, by donors. Preferably, in order to encourage sustainability and good business practices, the support should be in the form of loans or other business financial instruments.

These livelihood-type projects are generally community-based. As a result, they can help revitalize communities, promote the reconciliation process, and lessen the risk of special group's social exclusion. By connecting several projects, community cooperation can be encouraged among ex-combatants and other community members. They are often home-based and thus more family-friendly and allow people to stay in their area. Among things that can be considered are:

■ Cottage industries supplying goods in demand at local or regional markets, or even overseas (e.g. tin can recycling, oven construction, fruit drying and packaging).

■ Communal agricultural activities that are too large to be sustained by one individual (e.g. fishponds, oil presses).

■ Provision of local services (e.g. machinery or vehicle maintenance).

Trainer Note (Exercise 2)

Brainstorm with the group on how more jobs can be created with available DDR funds and, how these jobs could continue after the end of the official program (sustainability!). It is useful to use a mind-map to provide ideas.

Think about issues of starting businesses and let the DDR project be their first client. For example, providing furniture or services for training centers set up by the reintegration project, or trained masons can be given a contract to make bricks to rebuild a school, and with the money earned from this contract could launch their own business.

In many contexts, when identifying what reintegration options can be offered, we find that the capacities of the service providers such as training institutions, placement services, and health services, are very low. One reason might be that, for example, there has never been a functioning vocational training system in the area, even before the war. In other contexts, the service providers have been seriously affected by the war, including destruction of premises, the looting of equipment, loss of human resources such as trainers, etc. Therefore, as part of identifying but even more so, creating opportunities for reintegration, an element of capacity building of the service providers is normally necessary.

Trainer Note

There are other ways of making a living of course, including large-scale business and day labor. The first, however, is outside the immediate horizon of most ex-combatants (and would not need any assistance from a reintegration program in any case), the latter is far less desirable, and most points regarding it have been discussed in "First stage and immediate income-generating options".

Exercise 2: Brainstorm

Discuss the following questions with the group:

■   How can more jobs be created with DDR funds?

■   How can these jobs be made sustainable?

■   Open your Reintegration Workbook at the header 'Employment.'

■   Write the recommendations down in you Workbook.

5. Income generating in the long term

One major objective of a reintegration program is to establish *the foundations* for long term economic stability of the ex-combatants. By their nature, reintegration programs are *transitory*. They are *not* intended to, nor do they, provide for long term economic activities in a post-conflict country.

However, to ensure that ex-combatants do not return to living by the gun, it is necessary to help them establish themselves in both the short- and the long-term, as economic actors.

The short-term issues have been discussed in the previous sub-section of this module "First stage and immediate income-generating options". Now we shall address the issue of establishing longer-term goals for income-generation.

Income can be generated by one, or a mixture of:

■   Formal salaried employment.

■   Self-employment.

■   Small enterprise.

5.1 Formal (long-term) salaried employment

Some ex-combatants may find a job in public administration, especially at the municipal level. Other formal options, e.g. in the educational, health, and other public sectors, should be explored.

As in any other employment sector, it is important to conduct an unbiased, disinterested survey of potential employment opportunities. It is also important to ensure that government services are not favored above private enterprise or secure employment in other sectors, which sometimes is the case.

Trainer Note

Warning! Quite often the retention of soldiers in the armed forces, or their recruitment to other security and para-military agencies – police, border guards, game protection service – may be a way to avoid commitments to downsize military or armed group's forces while retaining them in practice. It is necessary to be extremely careful about channeling ex-combatants to such positions, and to assess whether these are genuine national needs, or opportunistic political or ethnic ploys. Remember that the most important asset of demobilization is the breakdown of the command chain in fighting units. Be careful, for example, not to base private security firms on the hierarchical command structures of a former armed group.

Trainer Note

Small Enterprise Development (SED) programs

SED development programs include a number of elements. Some of these may be material, such as small loans to start a business, others are in the realm of capacity upgrading, and still other assistance can be in the form of providing information. The provisions for aiding entrepreneurs fall roughly into four large areas:

- *Assistance to starting entrepreneurs*: small startup loans; training in business (see the next section "Training and education"); information about the market.

- *Continuing assistance to existing entrepreneurs*: loans for business expansion; advanced training in business (see section "Training and education").

- *Apprenticeships*: a first training, particularly in craftsmanship and service provision, for ex-combatants who have decided on a particular enterprise they are interested in.

- *Information on legal aspects*: for all enterprises, knowledge about the legal regime, tax laws, and even international trade is a must.

Potential Sectors for SED
Potential areas for businesses should be identified at the local level. These could include:

- *Agricultural micro projects*: Farming new crops; developing crops for export; processing food in small-scale industrial form.

- *Rural non-farming activities*: Oil pressing; weaving; drying fruit; producing processed animal products such as cheese or leather.

- *Trade businesses*: Selling or reselling consumer items; small shops.

- *Craft businesses*: Needed local services such as bicycle repair, plumbing; brick-making.

- *Transport businesses*: Bicycles and tricycles; buses and charters; local freight haulage; water haulage

- *Construction companies*: manufacturing bricks; roofing; pouring concrete.

→

5.2 Jobs in the Security Sector

The career aspirations of many combatants are in the national security forces. Many governments, however, have set strict criteria for recruiting ex-combatants regarding their educational and political backgrounds. Regardless of the criteria applied, the process must be transparent. Ex-combatants have to receive clear unambiguous information from one source about their potential for recruitment.

5.3 Self-employment and small business

As formal employment options in post-conflict situations are completely absent many times, the vast majority of ex-combatants will be engaged in small businesses. These might range from selling small items at an improvised street-corner stand (cigarettes, home-made food, drinks) through small services (repairing bicycles, hairdressing, repairing thatch) to financed enterprises.

When combatants finalize their vocational training courses, have learned to draw a business plan and have been trained how to run a business, they could in principle start. However, they will need capital to start with, either in cash through micro finance, or in the form of a tool-kit and/or raw materials. For many combatants the initial capital provided under a DDR program is insufficient to buy more expensive equipment. Therefore, the program can stimulate and facilitate the combatants to organize themselves, preferably mixed with non-combatant entrepreneurs.

5.4 Micro finance

Micro finance as a term means the provision of small amounts of money as seeds for individuals or small groups to set up a business. Micro finance instruments include:

- Grants.

- Credit.

- Micro-leasing.

In those countries where grants were given widely in the emergency phase, it proved difficult to initiate a micro finance system later on. People get used to receiving free money very quickly. In fact, grants can disturb the micro-finance culture. Micro-finance should be run on a business-like basis by a banking institution, which has the tools to assess reliability and likelihood of repayment, by the borrowers.

5.5 Business support services and training

Starting entrepreneurs need follow-up visits of trainers and advisers, ideally professional business people that can advise them on:

- Writing a business plan.

- Book-keeping and accounting.

Although reintegration programs assess markets, future or existing entrepreneurs should also learn to do their own market assessments. This is part of sound business training!

Promotion of SED
The capacity of countries emerging from conflict to create employment opportunities is limited. Employment creation through private-sector initiatives in the form of micro- and small enterprises and cooperatives therefore needs major focus. Such initiatives need to be multi-faceted and should attempt to tackle diverse constraints in this sphere, such as national policy and regulatory environment, local-level business opportunities, needs of actual and potential entrepreneurs for credit, skills training, and other support services, and sustainability of enterprises.

For combatants to become entrepreneurs, they will need exposure to vocational training, learning how to run a business, but they will also need to be supported financially to start and to grow. One of the lessons learned in trying to turn ex-combatants into entrepreneurs is that first, they have the disadvantage of no or little experience in business. Second, not all people are born entrepreneurs. However, post-conflict economies do not leave them many options as formal employment opportunities are very limited. In order for them to succeed and to remain in business, they need to be supported, often very closely, for a long time.

Trainer Note (Box)

The following example of Mali illustrates how such a macro project can work.

Trainer Note

An additional warning you may wish to include in this issue:

In some cases, such cooperative projects were in effect hijacked by one individual or a small group – former commanders, or powerful coalitions of strong men – and became their 'private' enterprise. This usually happens when

- Armed groups are not broken up in the demobilization phase, and still retain their ties, or

- Participants in the cooperative do not know, or are unable to exercise their rights.

Before encouraging macro-business/cooperative enterprises, you should make sure that neither of these conditions obtains. You must:

- Check that the group applying for the support are truly equal partners, rather than a cover for one individual.

- Ensure – through training and individual counseling – that all participants in the cooperative scheme know their rights in the cooperative, and are able to exercise them.

- Financial reporting.

- Personnel management.

- Strategic planning.

- Access to micro-finance and credit.

- Regional training on basic subjects (e.g. marketing, business development, etc).

Reintegration programs rarely are able to provide such services. Offering such services, by enlisting local business bureaus, or even contracting local business associations or businessmen, can:

- Help the new entrepreneurs succeed.

- Create local business networks.

- Stimulate existing businesses.

- Inject cash into the local economy if this service is supported financially by the reintegration program.

5.6 Macro projects

Larger groups of ex-combatants can also engage in macro projects such as (re) starting a factory. Preferably, combatants and non-combatants would be mixed. Many successful cooperatives were born out of adverse economic conditions, which somehow stimulated determination to overcome obstacles in the sense of community, from which cooperative schemes emerged.

Box—Mali macro project

In Mali, each combatant was entitled to 300 dollars to start a business. However, before receiving the money, they had to come up with business plans. Some of the combatants joined and formed groups of 100 combatants so that they would receive 100 x $ 300 = $30,000, which was enough to start large bakeries. Three combatants worked in the bakeries full time; the others were share-holders and continued herding their animals. Their profits as shareholders were regularly put on their banking accounts. This seriously reduced their vulnerability in times of droughts, when they could come to town and access their savings.

Trainer Note

There are obviously numerous ways in which this information can be provided. These include:

■ Invitations to seminars or briefings or public meetings to provide the information.

■ Targeted individual communications – by mail, by e-mail, by messenger – with information, often based on the ex-combatant's individual profile.

■ Broadcast advertising through the media (radio or TV), by public notice boards, or even at public entertainment (dances, films, football games).

6. Information on economic reintegration options

Ex-combatants should receive detailed information on the various reintegration options available to them and on where to receive certain services. Many of the ex-combatants have been out of society for a long time and it cannot be assumed they will be able to find their way around civilian organizations.

Providing this information is an ongoing process, since quite often ex-combatants, like anyone else, are overwhelmed by the options and the strangeness of their new life. In addition to the awareness package provided to ex-combatants during the demobilization phase (see above "Publicity and Awareness"), it is necessary to provide ongoing information to ex-combatants on:

- Immediate employment options.

- Micro and small enterprises that can be initiated.

- Macro projects which they can join.

- Scholarships and formal education opportunities.

- Formal employment options (job advertising).

All such **information must be timely, accurate, and broadly disseminated**.

Ex-combatants, who feel they have not been provided with this information, are likely to feel a real sense of grievance.

Information should also be made available about:

- Details of peace agreements and other items relevant to security and peace-building.

- The impact and meaning of laws and local regulations.

- The *functioning* (what they do), location (where they are to be found), and *timetables* (when they are open, when closed) of local civil government and other services.

This is always important to all citizens, since, in many countries, arbitrary behavior by public officials, and lack of regular official services ranging from personal matters (marriage and birth registration, for example) to opportunities for getting a job (driving licenses, certificates of completing studies or military service) can seriously inhibit income-generating opportunities and a sense of well-being and empowerment.

It is particularly important where:

- Such services are only offered in a few locations and local transport is bad, and

- Where ex-combatants may feel a real sense of grievance and their legitimate expectations must be met.

Trainer Note (Exercise 3)

The groups now have the chance to reflect on the lessons learned. When all groups are finished, it is your task to highlight some agreements and differences of their responses.

Quite often, governments, particularly newly established ones, tend to ignore or downgrade the services they are expected to provide to their citizens. INGOs – who are not local, and are thus less vulnerable to administrative arbitrariness – are ideally placed to provide unbiased, properly focused information to local people, including ex-combatants.

Be aware:

■ Even if profiling and opportunity mapping was well done, ex-combatants did not succeed in finding jobs due to social stigma attached to them. Identify these potential problems in advance and address them.

■ Preparing receiving communities and local economies for ex-combatants should be well coordinated with the other aspects of DDR and start as early as possible.

■ Short-term community-based employment projects are more useful for reintegration than cash-payments.

■ Vocational training should respond to actual demand for labor.

■ Starting entrepreneurs need intensive and long term follow-up.

Exercise 3: Group work

■ Divide into subgroups of 4-6 persons.

■ Each group then discusses and analyzes the lessons using the following table. They should try to find at least one benefit and one risk of each lesson learned.

Questions:

■ Do you agree or not agree with this lesson?

■ What are the benefits of applying this lesson to your country/region?

■ What are the risks of applying this lesson to your country/region?

The following table allows you to examine some of the lessons learned internationally from setting up businesses for ex-combatants, in light of your own area or country's situation.

t·r·e·s·a

Table 2: Lessons learned on income generation

Lessons learned	Benefit in your case	Risk in your case
Even if profiling and opportunity mapping were well done, ex-combatants did not succeed in finding jobs due to the social stigma attached to them.		
Identify these potential problems in advance and address them. Preparing receiving communities and local economies for ex-combatants should be well coordinated with other aspects of DDR and start as early as possible.		
Short-term community-based employment projects are more useful for reintegration than cash-payments.		
Vocational training should respond to actual demand for labor.		
Starting entrepreneurs need intensive and long term follow-up.		

Summary of Section 5

In theory, there is a variety of short-, medium- and long-term options available for economic reintegration. Which options will function successfully depends on the target groups and on the local situation. A careful assessment prior to starting the R-Program is crucial.

Trainer Note

Please stress in this section that training is not a goal but a tool to integration. Training combatants without a clear set of employment and income-generating activities in mind has proven more harmful than when ex-combatants are not trained at all. The mere participation in some form of training raises unrealizable expectations. When these are not realized, frustration increases.

Section 6

Training and education

Objectives and Goals of Section 6:

This section deals with both training and educational needs of ex-combatants. In order to keep the concepts clear and common to all, we define the three major concepts we shall be using as follows:

■ *Training* is a form of capacity upgrading directly related to obtaining and holding an income-generating activity.

■ *Education* is broader term having to do with formal schooling qualifications (which might be general or specific) relating to *academic* qualifications at the elementary, secondary, or university levels.

■ *Life skills education* falls midway between training and education. It is not academic in scope, yet it is intended to provide the trainee with skills that among other things will help her/him survive in civilian life in the broader sense: socially, communally, legally, and politically.

Any or all of these capacity-building exercises for the individual might be necessary to help with reintegration. They can also contribute to deconstructing military models and behaviour as well as allowing ex-combatants to develop civilian values and norms.

1. Training

Training consists of the provision of skills for making a living. A good training program (like the one you are undergoing now…) should include not only frontal teaching teacheràclass, but also practical exercises and other activities to ensure you have some experience in actually performing what you are training to do.

1.1 Training and retraining

Professional training and retraining courses can help people in changing professions or adapting to new market demands. "On the job" training – often in combination with theory courses – has proven an effective means for reintegration. The objective of training is to increase the employability of ex-combatants. One of the key lessons learned is that offering courses should be based on the demands for skilled workers in the job market, and not on preferences of ex-combatants. Your objective is to match training opportunities to opportunities in the income-generation marketplace.

Note: designing and offering training courses must derive from the opportunity-mapping carried out earlier in the program!

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1.2 Developing a training system

As a result of the pre-conflict situation, there are often limited training facilities in many post-conflict countries, and few trained trainers. Since existing vocational training systems are unable to serve the large numbers of ex-combatants promptly, training centers, mobile training facilities, and facilities for informal training should be established. It is crucial to develop an overall training system, including standard certificates, training modules, and training material that fits local needs.

It is also very helpful to integrate the development of a training system into

- Potential dynamic changes that should occur in the local economy, as it becomes more successful, more sophisticated, and with greater and more varied demands.

- The analysis of potential future employment and income-generating opportunities. Jobs that might open include trainers, technicians to maintain equipment, and caretakers.

- Other business opportunities ranging from supplying office services through starting new training enterprises that might emerge as well.

1.3 Training providers

Training providers are normally subcontracted under a DDR program. They may include:

- Government institutions.

- Local enterprises.

- NGOs.

- Private schools and centers.

- Religious institutions.

- Artisans participating in an apprenticeship, or subcontracting to training centers.

Ideally, the reintegration program should carry out a survey of such bodies to make it available to ex-combatants. The information about such providers should include their field of expertise, their skill level, their fees, and their experience. Feedback from former trainees is a valuable resource as well.

1.4 Types of training needed

The types of training that will be needed vary extensively from one country and situation to another. Training needs must be clearly identified. There are some which have a very common occurrence, though others may crop up from time to time in specific local contexts. Two very important forms that are sometimes ignored are vocational training for self-employed and apprenticeships.

Trainer Note

The apprenticeship approach to training should be considered particularly where:

■ There may not be enough formal training places available.

■ Providing training through apprenticeship may immediately benefit the local community by tying benefits to ex-combatants to benefits to established community members.

■ Apprenticeship systems can soften the breakdown of traditional authority structures inherent in greater exposure to the world system.

■ Apprenticeships, particularly to masters of traditional crafts, may well enhance communal solidarity by supporting community handicraft traditions.

■ There is a local tradition of apprenticeship.

■ An apprenticeship will, in principle, be unpaid work since it is part of the training. Reintegration programs can involve themselves in apprenticeship programs by:

■ Subsidizing these learning and training opportunities by providing a stipend to apprentices. This will constitute an additional incentive to the master to hire apprentices.

■ Providing masters with business training to increase business (thus making the apprentice even more valuable).

■ Using the (often lengthy) apprenticeship time as a period in which ex-combatant apprentices are also be provided with life-skills and business training

Vocational training for self-employment

The choice for opening or restarting a business should be based on a market assessment and the preferences, skills, and experience of the respective person. If new skills are required or existing skills have to be updated, vocational training courses are an option. Programs can either try to train persons in skills generally needed on the job market that will increase their chances of employment. Alternatively, they can enable a person to perform a specific task (objective-based training).

Vocational training can also improve women's access to male-dominated professions. It is therefore crucial that when vocational training options are considered, the gender dimension is included as well. This means

- Making sure that women have the opportunity to attend training courses, even if local opinion is that these should be reserved 'for men only'.

- Making sure that real economic niches are opened to women, by providing vocational training for enterprises that might be realistically considered to be female dominated. This might be cottage industries, the provision of specific services associated with women's lives or activities, or even enhancing traditional activities so they provide some income.

Apprenticeships

After completing a vocational training course, the trainee can apply the skills in existing workshops/businesses. Apprenticeships provide an alternative avenue into income generation, since they are a form of vocational training. Normally, apprentices earn a low immediate income while training under a master to practice a particular craft. One great advantage of apprenticeships is that the trainee might be offered a job at the end. A second is that through work, the apprentice may start to establish his/her own reputation and social network, which may provide her/him with custom later in their work life.

Reintegration programs should ensure several things before embarking on supporting an apprenticeship program:

- Both apprentices and masters must understand the contract between them clearly, and both must be satisfied with the bargain. The program representative may agree to act as mediator during setting up the terms of apprenticeship, and as an arbiter afterwards, in case of disagreement.

- That clear criteria for completion of the apprenticeship have been set and will be enforced.

- Apprentices will be provided with further training in coordination with the needs of the apprenticeship.

Business training

In addition to vocational training, many ex-combatants will need business skills as the large majority of them will become small entrepreneurs. In Guatemala, micro-enterprises for women largely failed because the women lacked training in most of

Trainer Note

For an overview of opportunities and challenges of different employment programmes for youth, please have a look at Annex IV.

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the skills required for management success, including accounting, pricing, marketing strategies, production techniques and standards.

A person starting a business and many who already have some experience in running a business may need to improve their business skills. There are suitable business training methodologies for different levels of entrepreneurship. In general, business training should familiarize trainees with basic management concepts:

- The market.

- Costs.

- Clients and suppliers.

- Supplies.

- Basic accounting.

- Pricing.

- Marketing.

If dealing with children and youth associetd with armed groups, make sure that there are special provisions appropriate for the respective age group. By increasing their chances to effectively participate in the labour market, training and education can play a crucial role in the successful reintegration of underaged soldiers.

To prepare young people with no previous work experience for the highly competitive labour market, apprenticeships and/or "on the job training" places should be offered. Certain features have been identified that should characterize employment-oriented training approaches for youth:

- Labour market driven.

- Modular approach.

- Flexible timing both on delivery and entrance and exit into programmes.

- Learner centred.

- Multiple skills.

- Systems approach based on job-oriented design.

- Competency based.

- Complemented with life-skills training.

- Taught by good role models.

- Assessment to industry standards.

- Recognition of prior learning.

- Practical work experience through on-the-job training or apprenticeship.

(Source: Draft IDDRS 05.30 Youth and DDR, IAWG on DDR)

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2. Education

Education consists of the provision of skills and knowledge that may not necessarily lead to making a living, but which form a basis from which an individual will be able to launch a better life style. It includes three distinct forms within the context of reintegration:

■ Basic schooling in literacy, mathematics, and other "school skills."

■ Advanced education.

■ Life skills training.

Each of these has different requirements, and provides a different set of challenges to the reintegration program and to the ex-combatants.

Be aware that with some groups of ex-combatants it is more likely that they have not received any or hardly any education before being recruited, nor during their time at the armed forces. These include women, especially in societies where girls' and women's education is not regarded as important , and children and youth.

Box—Challenges in children and youth education

Children and youth associated with armed forces may find it difficult to adapt to traditional teaching methods. Appropriate schooling programmes should be developed in order to provide better support to children with learning difficulties.
You can't apply the same solution to all children. There are significant differences between children who are 10 or 16, those who have voluntarily or forcibly integrated into an armed force, those who have made decisions and taken responsibilities or who have been slaves, those who have a family waiting for them and those who cannot return. Not all children will require the same level of attention, the same approach, or the same support. Viable solutions need to be developed for each situation. Programme options such as formal education, non-formal education, vocational training and income generation should therefore be planned to accommodate differences in age (e.g. below 12, 12-14 and 14 and above).

Source: Draft IDDRS 05.20 Children and DDR

2.1 Basic education: literacy and numeracy

Literacy and numeric elements should be added to vocational training courses. They should be linked to the professional skill being taught so that students would, for example, be familiar with the respective jargon and can read and take measurements if necessary.

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2.2 Advanced education and scholarships

Young ex-combatants, especially those under 15, should be reintegrated into formal education. Some ex-combatants can be offered scholarships to finish their studies. Youth should have priority in these cases. In some countries where the conflict has lasted very long and combatants have not received any schooling, there should be more emphasis on "catch-up" education so that this group is not trapped into life-long poverty.

2.3 Life skills

For many, especially combatants, it is a necessity, not merely a luxury, to combine training with life skills education. Having experience a process of "de-socialization" from civilian life, and of hierarchical structures in armed forces, former combatants have to relearn civic and political values, including a respect for human rights, pluralistic decision-making processes, and solving conflicts by non-violent means.

Life skills include:

■ Non-violent conflict resolution: How to deal with social disagreements and conflicts without resorting to violence.

■ Civilian social behavior: How to behave in a non-hierarchical, non-formal environment.

■ Career planning: How to plan for mid- and long-term future prospects.

■ Household management: How to manage household finances, deal with rambunctious children, and attend to things ranging from household emergencies to plumbing.

■ Job search: How and where to find information on jobs or business opportunities.

■ Behavioral expectations of employers: Presenting oneself to an employer, writing a CV, deportment.

■ Using civil and social services: time and schedules, locations, and the kind of services provided by banks, government and municipal services, shops, schools, and so on.

Your reintegration program may wish to include other subjects as well, depending on the local needs, and the time and resources available. The most significant issue, however, is that: **Life skills are acquired by most people in the process of living their (civilian lives). The objective of life-skills training for ex-combatants is to train them to be full, independent participants in civilian life.**

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Summary of Section 6

In order to be able to reintegrate ex-combatants socially and economically, education and training is often required. This includes not only on the job-training and schooling, but also the passing on of life skills. Be aware that this can only partly be done by outside actors; instead, the co-operation of the receiving community is strongly required.

Trainer Note (Exercise 1)

The objective of this exercise is to be *inclusive*. It is also to explore, with the trainees, alternative and unexpected solutions to the very touchy (and not always understood) issues of social reintegration.

You may wish to have trainees throw ideas at a facilitator, and then to classify them to see which issues are repeated or go together. Some classes of responses might include (and you may add other categories):

- Establishing ties of friendship and association (such as joining an appropriate age-grade in some societies).

- Problems of getting married and finding a spouse.

- Finding and being accepted by kin.

- Adopting appropriate social roles.

- Establishing social capital (whether one can rely on people and be relied upon).

- Issues relating to mutual responsibility and security.

Section 7

Social reintegration

Objectives and Goals of Section 7:

■ Identify likely social problems ex-combatants may face.

■ Plan social reintegration of ex-combatants into receiving communities.

Although economic reintegration facilitates social reintegration, developing social reintegration as a separate process is sometimes needed to promote the further the acceptance of ex-combatants in the population. A number of issues inhibit social reintegration:

■ In many cases, former combatants are feared and shunned by the communities because of the atrocities they committed or their reputation.

■ Female members of armed forces, whether they served as combatants, sex slaves, or domestic workers, face particular difficulties in finding their ways back into communal life.

■ The traumas and vengeful mindsets from their former lives in armed forces often prevent ex-combatants' re-entry into civilian lives.

These and other issues are dealt with here. It must be noted that social reintegration is a delicate issue: it cannot be forced. At best, we can suggest some issues that the reintegration team needs to be aware of.

In general, forms of reconciliation and coping with collective trauma vary according to socio-cultural context and on a gender-specific basis. Activities for social reintegration should consequently be rooted in the communities and build on their internal reintegration capacities. In this way, reintegration can benefit not only the ex-combatants themselves but be beneficial for a long-term trust-building and reconciliation process.

Exercise 1: Discussion

■ What are the major barriers *in your country* to the social reintegration of ex-combatants?

■ Suggest some ways these barriers can be overcome!

Trainer Note

The logic of DDR programs is that ex-combatants must be assisted so as to help them return to "their community", where they are supposed to stay. A number of factors may militate against the reintegration of ex-combatants, such as their record of activities during conflict, which brings the issue of reconciliation to the fore. Another factor, which is an effect of the programs themselves, is the contradiction between ex-combatants and other groups that are singled out for targeted, compensatory assistance, such as internally displaced populations and returning refugees, and the rest of the community. DDR guidelines therefore recommend combining targeted and broader community or area-based programs in order to smooth relations. Experience is mixed, this kind of tension being endemic to DDR programs.

It is striking and somewhat puzzling how much confidence guidelines and manuals have in the coherence and stability of the typical "community" given that local populations are likely to be:

- Shattered by war.

- Divided by internal conflicts.

- Dispersed in many different locations due to general conditions of livelihood and security.

This means that you should emphasize to trainees that the ideological desire to 're-absorb' ex-combatants into where they came from is often not realistic. Plans must account for the fact that ex-combatants want to go somewhere else (which may be an urban environment, or another community or area).

Trainer Note

Point out that the rest of this Section deals with some of the more prominent issues that have arisen over the years in reintegration programs. These issues may not be all the problems that any given reintegration program may encounter. They do, however, represent some fairly typical issues that *must* be dealt with.
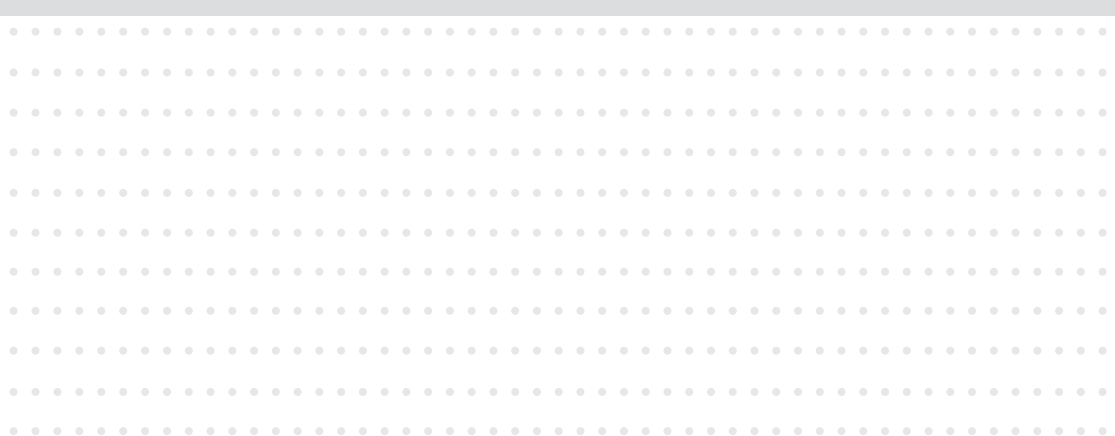
1. Receiving communities

Combatants, especially women and children, are often not welcomed by their communities. Special measures can thus help to inform communities, increase their confidence, and create an enabling environment for reintegration. These activities should start during the DD process, and early in advance of the ex-combatants' arrival in the communities.

This perception of community and the problems encountered are similar to those of, for example, repatriated refugees, return migrants and internally displaced persons. Two foundation activities can be initiated which might help the process of social acceptance of ex-combatants: consciousness raising in the receiving community, and making them full partners in the process of reintegration.

1.1 Consciousness raising among receiving communities

Campaigns to make clear that the ex-combatants are no longer engaged in violent activities, as well as the problems and advantages of receiving ex-combatants within the community should be initiated. Such programs benefit from examples of successful reintegration. The most critical point here is that campaigns to encourage communities to accept incoming ex-combatants must be truthful and honest.

Remember: all problems and doubts must be met and dealt with. If they are "swept under the rug" they are likely to resurface in far uglier terms when the ex-combatants actually do arrive.

1.2 Making the receiving community a partner in reintegration

Receiving communities must become partners to the integration of ex-combatants. If this is not the case, if the ex-combatants are forced on them (or if the community feels ex-combatants are being forced on them) there are likely to be social and economic repercussions. Among things that can be tried are:

■ Forming a community 'integration' committee, made up of representatives of community groups, who will discuss and plan for reintegration. Such a committee might also negotiate with returned ex-combatants the conditions for their return (if this is contentious) and mediate if there are later disagreements.

■ Providing services for community development where ex-combatants arrive.

■ Helping community representatives to be involved in all stages of the DDR process.

Trainer Note

Military vs. civilian behavior			
Military	Civilian	Appropriate behaviors among civilians	Examples of modifying military to civilian socialization
Denying individuality (uniform behavior, clothes, food).	Recognizing and catering to individual differences (everything from food choices through clothing and personal decoration).	■ Demonstrating one's individuality through decoration. ■ Being able to choose one's activities.	■ Encouraging choice through showing examples. ■ Getting rid of uniform clothes.
Top-down instruction.	Encouraging shared experiences as a way of learning.	Listening to others. Being patient with ambiguity.	In training situation, encourage everyone to critique training methods and subjects.
Juniors may not respond or object.	Everyone may, and often does, comment.	Any person being able to raise an objection may do so.	Always allowing juniors to express their opinions.
Aimed at co-ordinating violence.	No co-ordination. Aimed at constructive activities.	Positive activities to enhance well-being, both individual and communal.	Provide templates and ideas of how to direct energies towards well-being and individual fulfillment.
Goal is to make a better soldier.	A variety of individual and collective goals.	Seeking rational, peaceful ways to attain one's goals.	Self-discipline to be used for enhancing one's peacetime skills.

You can use this table (and add more items if necessary) as a basis for Exercise 2, and for explaining to ex-combatants (and to members of the receiving community) what they can expect, thus lessening tension between receiving community and ex-combatants.

Trainer Note (Exercise 2)

Ask trainees to brainstorm on how they think military and civilian behavior differ. Discuss. Hand out the Handout provided in Annex 5 where trainees can fill in their results.

2. Military and civilian behaviors

Military and civilian life is distinctly different in a number of dimensions. Part of the re-socialization process of reintegrating ex-combatants is to train the ex-combatants to *understand* and to *modify their behaviors* appropriately to the civilian context. Understanding the differences between military and civilian socialization helps in *understanding* ex-combatants, as well as in *re-socializing* ex-combatants, and *explaining* to them where problems might lie. The three major *social* differences between military and civilian social behaviors can be summarized as differences in *socialization* (the way one learns to be a member of the group); *association* (who one works with and does things with); and *hierarchies* (who is superior and who inferior).

2.1 Socialization

Socialization is the process by which an individual is made to become a member of the group. It includes formal learning and training, as well as informal training by one's peers, parents, superiors, and so on. Socialization is fundamentally about changing *behaviors* in the *social* realm.

There are great differences between socialization in the military (to become a better soldier) and in civilian life (where the goals are much more diffuse).

Exercise 2: Brainstorm

■   How do military and civilian behavior differ?

2.2 Association

■   The rights and possibilities for individuals to associate in the military realm are strictly limited.

■   In civilian life, people are allowed, and encouraged, to associate in any way they please so long as the norms of society are followed.

■   Ex-combatants should be *encouraged* to widen their acquaintanceship as widely as possible.

Trainer Note (Exercise 3)

The objective of this exercise is to get the trainees to think creatively about solving this fundamental divide. It is very important to highlight and make clear these differences between civilian life and military life. Many reintegration processes do not make the difference between military and civilian life clear and overt,and as a consequence, civilians and ex-military often feel very uncomfortable in one another's presence. The exercise is intended to stimulate creative thinking about how to deal with these covert, and often emotional issues.

You may wish to emphasize certain aspects of the problem:

■ If ex-combatants feel uncomfortable with other civilians, they are likely to aggregate as ex-combatants, with the risk of returning to love off the gun.

■ Civilian discomfort with ex-combatants can drive ex-combatants away from associating with other civilians.

■ Ex-combatant behavior is often not well-thought out: they are merely performing according to the way they have been socialized, and *re-socialization* is necessary before they can adapt.

Soldiers tend to associate almost wholly within their small unit. Civilians have wider acquaintanceships and can and ought to, belong to numerous different groups simultaneously. You can point out different associations possible for ex-combatants, which will help them submerge into different social, political, and economic groupings. This widens the network of people from whom to learn and whom to rely.

2.3 Hierarchies

- The military is based on hierarchies.

- Civilian life is often very chaotic.

Many ex-combatants, particularly those who come from within regular military forces, or those groups where order was a major component of behavior, are at a loss when they re-enter civilian life. Ex-soldiers often complain that civilian life is chaotic, and there is no direction, and that civilians do not have the respect for order, neatness, and obeying orders that soldiers do.

It is important to emphasize repeatedly to ex-combatants that:
Civilian life is not hierarchical.

Being a civilian is first and foremost about being an adult responsible for choosing one's own direction and activities. As a consequence, civilians cannot expect, nor should they, direction from above, or limitations (within the framework of the law) about their behavior.

Exercise 3:

Design posters, a game, a skit, or any other media form that will demonstrate the social differences between the military and civilians to ex-combatants. Discuss the reasoning behind your presentation:

- Does the presentation deal with all aspects of the issue (socialization, association, and hierarchies)?

- How could it fit with a general strategy to absorb ex-combatants into civilian lives?

3. Psychological aspects of reintegration

Some ex-combatants require professional psychological assistance. Trauma counseling has to build on the capacities for peace in the communities. In many cases, traditional healing methods have proven to be generally more effective than western psychological treatment, which mainly focus on the individual.

Trainer Note (Exercise 4)

The issue of trauma is very difficult to deal with by laypeople, since much of it is locked deep inside the traumatized person's memory. Very often, former combatants as well as other people who have been exposed to violence and warfare, require professional help: something outside the competence of most trainees, as well as this module. Sufferers from Post Traumatic Stress Disorder (PTSD) often require professional counseling and help. The problems can be ameliorated by community support. Many communities have evolved ways of dealing with these feelings, and, at least, making newcomers and/or returnees feel welcome. Try to draw out the trainees understanding of these issues from their personal experiences and backgrounds. Keep in mind that solutions need to be fairly simple, and should relay on local resources and traditions as much as possible.

Box—Mozambique

In Mozambique, for example, different internal, community-based re-integration measures already existed that were adapted to deal with the large number of alienated children and youth formerly associated with armed forces after the war. Many communities in Mozambique believed that evil is put into the body of a child soldier, which must be cleansed. As many of the rites include a component of rejection of so-called "modern" or Western values, which are perceived as alien and an enemy of traditional culture, local people are generally unwilling to talk about the past with foreigners. Traditional healers and members of the churches instead performed ceremonies that broke with the past by "cutting-out" the issue of war. As a result, the programs helped children and youth associated with armed forces to become part of the community again without upsetting the inner balance of the affected societies through external aid programs.

In principle, local healers, religious institutions, or other existing services and community practices should be used as much as possible.

Both those who fought and those who stayed tend to have, and often to suppress feelings of guilt. This may be because of something they did, or something they did not do, or merely because they survived whereas others did not. This tends to contribute to trauma and should be accounted for in addressing the issue of trauma.

Exercise 4:

Divide audience into several groups of 3-5 people. Each group should design a short program, involving a communally familiar ceremony or practice, to welcome ex-combatants and to help them overcome feelings of alienation and fear.

Box—Trauma

A Trauma reaction is:

■ A reaction to an extreme incident that is overwhelming an individual's capacity to integrate experiences into a system of memories.

■ Suffering from a complex of symptoms, especially **flashbacks** (vivid re-experiencing of the horrifying situation), **avoidance** of any situation that might be a reminder of the event, as well as from a constant state of alert (**hyper arousal**).

What happens in an extreme situation and what does it do to the human being? Human beings are able to deal with a lot of new situations. However, some events are so overwhelming that the body performs an alarm reaction.

When experiencing an extreme situation, the human body reacts with a variety of changes. Most of these changes aim at providing the body with the necessary energy it needs to protect itself, though this also affects psychological functions and the way the situation is memorized. ➜

Trainer Note (Box on trauma)

If you want to have more information on trauma and Post-Traumatic-Stress-Disorder (PTSD), please have a look at Annex VI. Please emphasize to your trainees that, unless you have professional training and education as a psychologist or psychiatrist, you are not qualified for treating trauma patients.

The development of a traumatic reaction
Not every person who experiences the same extreme situation (for instance, the same accident) is inevitably traumatized. Rather, it depends on whether the individual is able to integrate the experience into his/her life history or whether the situation interrupts his/her life history. This mechanism depends on a number of factors, some of which include:

■ **Prior personal experiences.** Have there been other traumatic events in the individual's life history?

■ The **social network.** Does the individual receive support from family/ peers? Is the person able to receive positive stimulation by peers in order not to classify the event as representative of the general state of the world?

■ The **duration and the character of the extreme event(s).** Was it a singular incident or have there been more than one incident? Did it last over a long period of time, days or even years? Was it life-threatening?

■ The **conditions after the experience of the traumatic event(s).** Was the individual feeling secure after the event(s)? Was he/she able to talk about the incident(s) openly?

Remember: it is not an individual's fault for being unable to successfully integrate the event into his/her memory, nor a sign of weakness. There should be no room for blame.

How is traumatic material stored?
When integration (or digestion) of the event is not managed, the traumatic material is separated from other memories, stored in the deepest parts of the psyche and seemingly forgotten. But what has happened is quite powerful and has developed deep roots, influencing many facets of an individual's personality. There is no way to undo the damage.

The traumatic events are not necessarily memorized in chronological order, but rather fragmented and highly charged with emotions and vivid sensations.

For further information on trauma see:

■ Schauer, M. Neuner, F. Elbert, T. (2005). Narrative Exposure Therapy: A Short-Term Intervention for Traumatic Stress Disorders after War, Terror, or Torture. Göttingen: Hogrefe.

■ Van der Kolk, McFarlane and Weisaeth (Eds.) (1996). Traumatic Stress: the effects of overwhelming experience on mind, body, and society. New York: Guilford Press.

■ Yehuda, R. (Ed.) (1998). Psychological Trauma. Washington: American Psychiatric Press.

■ Martín Baró, I. (1990). Psicología social de la guerra. El Salvador: UCA Eds.

■ Martín Baró, Ignacio (1988). La violencia política y la guerra como causas del trauma psicosocial de El Salvador, Revista de Psicología de El Salvador # 7, San Salvador.

■ Cienfuegos, J. and Monelli, C. (1983). The testimony of political oppression as a therapeutic instrument. American Journal of Orthopsychiatry, 53, 43-51.

■ Internet sources: http://trauma-pages.com/

Trainer Note

You probably should select from among the following factors that are significant in the area you are training in, and for local customs and norms. Problems in finding a spouse arise from perceptions that the ex-combatants is:

■ Unreliable as a partner.

■ May have previous marital or sexual alliances.

■ May have children elsewhere who can make claim on the individual.

■ Do not have 'social capital' in the community because of long absence.

■ May not have the economic capital – land, a profession, a job, job prospects – to make them an attractive partner.

■ May not be familiar with the locally approved ways of meeting people of the other sex and/or of contracting marriage (for example, if a go-between is formally necessary). →

Children and youth are specifically vulnerable to psychological trauma and tension. Reintegration programmes should assist young combatants to overcome negative influences and experiences they have been exposed to at a significant time in their development.

There is a variety of innovative strategies to help young people deal with trauma and psychological stress and to spread information, raise awareness and empower youth. These include:

- Music.

- Theatre.

- Sports and cultural events.

Youth radios.

- Contributions of the health sector to assist youth with war trauma and reproductive health matters, including contraception, HIV AIDS and other sexually transmitted diseases.

- Awareness arising and information activities to inform young people about security matters such as disarmament and new gun laws, human rights education and political issues.

Apart from the psychological consequences of war, children might also have psychological problems when they re-enter their communities. This results from the tremendous effort required to re-adapt to the environment in which they used to live. The psychological problems they experience can result from anxiety and uncertainty, idleness, stigmatization, fear of being rejected, poverty, lack of livelihood, etc. Psychosocial support should be offered to assist both the children and the communities to cope with those difficulties.

4. Kinship and marriage

Establishing and maintaining ties of kinship and of marriage are central to any human society or community. There are some special problems in this regard for reintegration processes. Three issues are paramount notably for people in post-conflict societies: finding a marriage partner; keeping marriages that were contracted during wartime intact (or not), and tracing relatives.

4.1 Finding a spouse

Ex-combatants who return home (and often members of armed gangs or armed individuals in non-post-conflict situations) often have difficulties finding a spouse. This is extremely difficult for women or girls who are pregnant or bring the child of an unknown father back to the community. Often, the children resulting from such relationships are stigmatised and branded as 'bastards'. The women or girls themselves, with or without children, have lower chances of finding a husband compared to girls who have not been involved in military activities.

In some places, additional factors may be important:

- An ex-combatant, particularly one who has been away fighting for years, may have lost contact with their family (or the family may not be local) and as a result may not be able to provide as much as a member of a local family in the form of family alliance.

- An ex-combatant might not be able to raise the necessary bride-price/dowry[5] that is essential in some societies.

Trainer Note (Exercise 5)

Alternatively, you can also divide participants into three groups:

- Group 1 composed only of men.

- Group 2 only of women.

- Group 3 a mixed group.

Have each group confer separately for 15 minutes. Each group must **write** their answers to the questions below on a flip chart:

- What would make a person attractive for marriage in your society?

- What would make them unattractive?

- Which of these factors would be strengthened/weakened by previous experience as an ex-combatant?

Discuss the various viewpoints of the groups, and also discuss how you could deal with these opinions in helping ex-combatants reintegrate into civilian life.
How are these viewpoints affected by the gender of the participants?

If you, the trainer, come from a Northern European or Northern American background, you may come from a society that insists that marriage is a matter for the two persons concerned, and has neither economic nor other dimensions besides personal preference. This is not the case in most human societies. Keep the main point in mind: **Marriage in all societies is not just an arrangement between two people, it is also, to a greater or lesser degree, an alliance between two kin groups/families.** It is likely that most of your trainees are aware of this feature, and, in some way, that it plays a part in their world view. In this exercise, we want to highlight these issues, which are a subtle, but very strong undercurrent in most ex-combatant lives. Be particularly aware of the fact that the problems noted above impact **more** on **female** than on male ex-combatants. Female ex-combatants are often portrayed, notably in male-dominated societies, as being 'loose', 'sexually promiscuous' potentially having children by other men, and sometimes as the main AIDS/HIV carriers. →

Marriage in all societies is not just an arrangement between two people, it is also, to a greater or lesser degree, an alliance between two kin groups/families.

Box—Social capital

'Social capital' is an imprecise short-hand used by many analysts to describe the sum of reputation about obligations and rights any individual has in a community: whether that individual can be relied on to help others, whether that individual will repay debts, whether that individual will defend her/his rights and help defend others.

In sum, 'social capital' is the estimate people make of how *trustworthy* an individual is, and how much *influence* they have in their family, community, or among friends and colleagues.

Exercise 5: Group discussion: Finding a spouse

With the entire group, discuss the following questions, putting your conclusions on a flip chart:

■ What would make a person attractive for marriage in your society?

■ What would make them unattractive (see examples above)?

■ Which of these factors would be strengthened/weakened by previous experience as an ex-combatant?

Discuss the various viewpoints of the groups, and also discuss how you could deal with these opinions in helping ex-combatants reintegrate into civilian life.

4.2 War marriages

A major problem, particularly for women, is the issue of war marriages. Men and women combatants often contract marriages during their service. Sometimes these marriages are more-or-less forced on women (and more rarely, on men). Bringing such a spouse home is problematical because:

■ Marriage is a relationship between families as well as between individuals.

■ The incoming spouse may be of a different ethnic group, and not be made welcome by the in-laws.

■ Language and culture (expectations about behavior) problems are very likely.

You should also remember that **most incoming spouses will be women accompanying their husbands**. If the husband abandons/divorces them, or dies, **these women are less likely to have alternative arrangements** than male incoming spouses.

There are two alternative exercises here, and which you use depends on the people concerned and the society they come from. Exercise 1 involves the entire group. In Exercise 2, you divide the group into three groups: men only in one, women only in the second, and a mixed gender group in the third. **Make sure** each group puts its main statements on flip charts **before** they present their case, so a proper comparison can be made.

The exercise is intended to help the group discuss these issues openly. Sometimes people might b reluctant to talk about the details, and it is up to you to navigate the discussion so that the main points, at least, are made clear, since **inevitably, they will come up in the real world**.

Trainer Note (Exercise 6)

The exercise is intended to put the audience into the place of the incoming (or local spouse). Highlight the difficulties of the issue for both sides. There are unlikely to be 'perfect' solutions, and all solutions will need some compromises in reality.

Among other things you should highlight are:

- Greater choices available to men in case of divorce, abandonment or widowhood.

- The issue of children: who claims them, who supports them?

- Difficulties getting along with in-laws.

- Loneliness and language difficulties for incoming spouses.

It may be useful to add another element to the exercise: how can the reintegration program, as now constituted, contribute to solving this set of problems? The answer will, of course, be very localized. In some cases, trainees will deny there is any problem, but the reality, as well as lessons learned over the years indicate that marital problems can create very serious, even deadly events in almost any society.

Trainer Note

We suggest this topic is presented in a positive way under the title 'acceptance'. The issue is not so much the stigmas themselves, but how to overcome them. Thus the emphasis in the discussion is on how to *dissolve* barriers to reintegration that arise due to social stigmas, rather than on the stigmas themselves.

Exercise 6:

■ Each trainee writes down 1 problem that an incoming spouse (male or female, your choice) is likely to encounter, on a piece of paper.

■ Write another slip with a problem that the returning spouse might have to encounter (again, indicating male or female individual).

■ Mix the slips in a bowl or hat.

■ Each trainee selects two slips, and has a few minutes to suggest solutions, which are to be presented to the audience.

5. Other challenges

5.1 Acceptance

Reintegration is often made difficult for individuals because there are a number of **stigmas** that are attached to returnees (including reintegrated ex-combatants) and which hinder their acceptance.

It must be remembered that some of these stigmas are the results of *genuine* concerns that people in the receiving community might have, but that some others *may be the result of a more-or-less covert campaign* directed against the returnees for one reason or another. Often people in a community:

■ Fear the violence that ex-combatants might bring with them.

■ Fear the upset of traditional roles they may bring (particularly by educated women).

■ Are using land that the returnees previously abandoned.

■ Fear returnees are better educated and thus may take away jobs.

In order to to reduce stigmas and to improve relations between the communities and the returnees, an inclusive approach to support not only the ey-combatants, but also the receiving communities should be aimed at. This not only helps to facilitates the ex-combatants sustainable reintegration, but also avoids the impression that joining an armed force or group is being rewarded. An inclusive approach can take the form of:

■ assistance for existing schooling systems or vocational training institutions,

■ health care systems,

■ provision of other infrastructures,

■ Etc.

Trainer Note (Exercise 7)

The issue of excluding returnees is a tricky issue in most societies that have undergone lengthy periods of war. There is an ambivalence here that is worth highlighting during the discussion. On the one hand, everyone agrees usually that 'the returnees are our kin' and 'returnees must be supported'. On the other hand, there are often vivid, yet unexpressed fears of these same returnees. This is *particularly* true of ex-combatants and of women returnees (ex-combatant women may be the most feared!). In some societies, this fear may be expressed in increased accusations of witchcraft or evil eye, refusal to marry returnees, or increased legal and political wrangling. This must be highlighted to the trainees, and they should be encouraged to face the issue openly, and to discuss it, if necessary, in some detail.

Trainer Note (Exercise 8)

Either in groups, or all together, have the trainees work up a local program which will dissociate the concepts of ex-combatants from that of AIDS. You can probably draw from any of the many local AIDS control programs, as well as from the WHO and other sites, and you probably should suggest to the trainees that this small element of an AIDS program should be co-ordinated with the larger efforts (if any) to control the disease.

Exercise 7: Discuss

■   Are returnees stigmatized in your area?

■   What form does this stigma take (accusations of health problems, violence, etc)?

■   How is it expressed (in gossip, through 'legal' arguments, etc.)?

5.2 Stigmas relating to sexual activity

Ex-combatants **notably female ex-combatants** are often viewed by the civilian population as being sexually loose and licentious. This accusation is repeatedly aimed at women ex-combatants, and is often an attempt by traditionalists and by males to re-establish their dominance over female members of the populace.

The result of such stigmatization may well be that either a female ex-combatant hides her past as a combatant (and thus becomes ineligible for benefits, if any), or that she is unable to marry and interact socially (and is marginalized in the society).

To add to the difficulty, members of many societies feel deeply uncomfortable about discussing sexual issues, and as a consequence, it may be difficult to raise the issue publicly to dispel the stigma (insofar as possible).

5.3 HIV/AIDS

HIV/AIDS and some other sexually transmitted diseases are medical problems. HIV is poorly understood, and so far there is no cure. However, with proper care, HIV infected people can play a role in the community so long as they are careful about protected sexual activity.

Strong stigmas are attached to HIV carriers in many societies because:

■   Many populations poorly understand the limitation on sexual activity.

■   HIV is often viewed as a supernatural phenomenon, related to behaviors other than sexual.

■   Transmission of the disease is poorly understood by many, because the symptoms may occur years after infection.

Exercise 8: Group work

■   What do people fear most about HIV/AIDS?

■   How can those fears be addressed in the reintegration program?

■   What kind of publicity campaign can be instituted to separate the idea of AIDS from that of ex-combatants?

5.4 Drug usage

Drug usage among ex-combatants has tended to be high in some conflicts. This has tended to stigmatize large numbers of ex-combatants, even if they are not actually drug users. Drugs are mainly used for two reasons:

■ During conflict, combatants were given drugs in order to make them aggressive and non-sensitive to pain

After conflict, ex-combatant might perceive the use of drugs as a strategy to cope with traumatic experiences, fear or guilt.

DDR programmes should make a particular effort to address the issue of drug and alcohol addiction. The consumption of such substances can pose a serious obstacle for the effective implementation of reintegration programs.

5.5 Murders and other crimes committed

In many civil conflicts, as well as international conflicts, atrocities and crimes are committed against populations and against individuals. In those conflicts where such atrocities have happened, an entire fighting force might be stigmatized as having engaged in those atrocities. By implication, anyone who was a member of that fighting group is, or may be, stigmatized by the populace, sometimes unjustly. Stigmatizing a group or individuals that have belonged to a group can be a significant barrier to their reintegration.

It is important that reintegration planners include in their planning an awareness that certain elements of the plan may encourage or lead to greater stigmatization of individuals or groups. It is important to be aware of this possibility and to counter such issues.

5.6 Trust building

Enhancing trust among the populace is one significant, yet subtle key to the success of social (and global) reintegration. Obviously, trust is an emotional issue that can only be worked out in time. It is also a function of all the other issues we have talked about in this section on social reintegration.

It is well worth keeping in mind that trust must be present, and displayed, in two populations: those to be reintegrated, and the receiving community.

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6. Tracing relatives

Shattered families are one of the greatest problems resulting from conflicts. Families can shatter and relatives vanish:

- Because of armed action.

- Because members have joined fighting forces.

- Because families have split in an emergency.

- Because of kidnapping or forced relocation. Or

- Because the family, or parts of it, have had to flee violence or threats of violence.

Getting family members back is often seen as the number one priority by many individuals, communities and societies. Connecting between family members in post-conflict situations is made difficult by two factors:

- Poor communication and documentation in the post-conflict area (because records have been burned or destroyed, and because of lack of communicative infrastructure).

- The length of time people have been separated. Particularly people who were separated as children from their families are likely to have only very hazy recollections of their families, and their families of them.

> *"I know my mother is still in Tanzania and the problem is that ICRC told me that they can only look for families in Rwanda. I know my mother is in Tanzania because she remarried a Burundian and the Burundians have not been repatriated yet because the war is still going on there."*
> *Rwandan underaged ex-combatant*

Source: Crossing the Border. Save the Children 2004

There are some community-generated means that can be used to help with finding missing relatives and kin. These can be worked into the reintegration program,and should be co-ordinated with a continuing development program since the results (or lack of them) will be felt for many years.

Given the chaos that accompanies civil wars, it has to be accepted that many kin will have vanished without a trace. However, sometimes it has been found that relatives who have been separated meet after many decades (in several known cases, they had been living no further than fifty kilometers from one another for decades, each thinking the other was dead). It is therefore important to emphasize that: **searching for missing kin is, and should be, a major priority, but that the effort might last for many years.**

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There are two ways to help with this issue:

- *Records.* And

- *Communication.*

6.1 Records

Insofar as possible, a full record must be made of the missing person(s). This may require that remaining family members note down, in writing, all they can remember about the missing person. Aside from the physical details (which can change over time), the missing individual should be located in terms of kinship and relationship to family members. This is called 'social space mapping'.

If funds are available, social space mapping, and the process of documenting absent kin, can be facilitated by three practices:

1. Standardized information database

A standardized information database built up from a standardized information sheet (see Annex VII and VIII for examples) helps in identifying missing relatives. It concentrates known information about the missing person. If such information is **widely available**, it may help in tracing missing people and cross-correlating data.

2. Information collectors

Information collectors can be trained for the community. These should be able to go to all households with missing members in order to elicit information on missing persons. Ideally they would fill in, or help the household fill in, the missing information, and provide it to a clearinghouse for storage and dissemination.

3. Centralized clearing house

A central clearing house which:

- Retains all information about missing relatives in the form of a database.

- Is responsible for reliably disseminating this information.

- Helps immeasurably in locating missing persons even after many decades. Ideally such a center would be staffed with persons (often older individuals) with knowledge of family and kinship relations in the community.

- Such centers can be set up at community and at national levels. They must be accessible to all.

6.2 Communication

Widespread communication of information concerning the missing person is a key to finding the missing. There are a number of ways of distributing such information both within a widespread, often fragmented group of people and outside it.

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Three different technologies can be used, going from the more complex/expensive to that which can be done by anyone merely by being better organized.

1. Radio

A dedicated daily program on missing people is and has been a feature of many radio stations after wars. In this program, details of missing people can be broadcast. The public can write in or send a message to the radio station, which will then be broadcast, for all to hear, even those people who are away from the group. Obviously this depends on the presence of a radio station, and a dedicated time for broadcasting the information. Such programs tend to be among the most popular and listened to, and have very often proved to be useful for gathering missing relatives.

2. Message boards

The construction of simple wooden message boards is a feature of life in many rural and urban areas. This allows for the dissemination of information throughout the populace. Such message boards can have announcements of people who are looking for relatives. Quite often a significant amount of information can be gathered very cheaply.

A message board requires a dedicated officer (paid or volunteer) whose sole charge is to oversee:

- The physical structure of the board (repairs and so on).

- Recording the information on the boards (see Records).

- Pasting notices up on the boards.

3. Public announcements

The composing of songs or information about missing persons can be entrusted to local singers, or local individuals with good voices who serve as town criers and announcers. Obviously, such a person needs:

- Some local funding, or at least support.

- Time to perform the function.

- Ability to memorize facts about the missing/kin and their family.

Box

In the Dinka context (East Africa), young men who spend their time undergoing austerities as part of their adulthood exercises, might take it upon themselves to memorize missing person details, run to a number of distant villages, cities or encampments, and as a test of stamina and bravery, recite, dance, or sing the names of the missing, then move on to another location.

Trainer Note (Exercise 9)

Divide the audience into three or four groups.
Have each group design a *cheap* and *reliable* system for finding missing relatives.
The object of the exercise is to get the trainees to think about *locally viable* solutions to the missing person program. Such solutions should keep in mind issues such as literacy, privacy, funds available, using community collective memory, and so on.

Exercise 9: Tracing missing relatives

■ Design a *cheap* and *reliable* system for finding missing relatives

Summary of Section 7

In many cases, especially when inner-state conflicts have included a lot of violence and the difference between the warring parties as well as civilians and combatants have been blurred, social reintegration is the most difficult part of Reintegration. It requires a lot of effort from the receiving communities and the ex-combatants in order to accept the others, to overcome traumatic experiences, prejudice or hate and mistrust, and to successfully manage the transition from military to civilian behavior and life.

Section 8

Political reintegration

Objectives and Goals of Section 8:

■ To be able to plan for training ex-combatants to function as political citizens, and to engage in disagreements in a non-violent manner.

■ To identify and train ex-combatants to exercise their political rights in the community in a positive and constructive manner.

Protracted militarized violence within a country contributes to geopolitical fragmentation as various military and political factions exert control over different parts of the country. Post-conflict political reintegration requires the incorporation of scattered and often isolated regions into an integrated political-economic whole. Formerly opposed communities continue their tensions and distrust in the aftermath of civil conflicts.

Political reintegration has two main goals:

■ **At a personal level**, to incorporate ex-combatants into the political system so that they are aware of their political rights, and exercise them equally to all other citizens and members of a community.

■ **At a collective level**, the objective is to encourage formerly hostile communities to communicate and bargain with each other, but within a framework of agreed-upon procedures that channel their competing interests and policy differences into peaceful forms of competition and collaboration.

It is critical to make these peaceful channels more attractive as the means for achieving group and individual interests than the alternatives of taking up arms. Other post-conflict political problems and obstacles to political reintegration include a shortfall in government legitimacy; a diminished state capacity to undertake basic democratic structures and processes.

Political reintegration is especially important for many higher-ranking combatants of the "rebel" groups as their integration-claims will often go beyond individual economic support, but will include political representation such as posts in key-ministries and the new security forces.

Trainer Note

Rather than laying down solutions or a full discussion of political rights, the following list offers a series of exercises that you can employ to get the trainees to think about the difficulties of ensuring that rights are indeed ensured for all people, receiving communities, ex-combatants, and IDPs/refugees alike. In some countries these rights are understood fully, in others (and that means for other audiences) you may have to ensure that the trainees learn to accept these rights for granted, and that ensuring that they actually are exercised is an important aspect of reintegration, inasmuch as it tackles some of the root causes of most civil conflicts.

Trainer Note (Exercise 1)

Many trainees have not had good experiences with voting systems. This is an opportunity for you to direct the discussion. You should be able to emphasize that: No matter how much individuals object to a proposition, *all ideas have a right to a hearing.*

The way to defeat unpopular or improper propositions is not to deny them a hearing, but to stop them by the process of democratic voting.

Trainer Note (Exercise 2)

The exercise is a modified version of Oxford Union debates. The intention is to make the trainees understand that the right to vote is fundamental, even if people are not happy with the results. Feel free to add propositions suitable for the audience. At the end of the process, have a general discussion in which you should:

■ Ask what lessons have been learned.

■ Re-emphasize the importance of *the absolute right to vote* for adults.

1. Political rights

Political reintegration means ensuring that *all* individuals in the post-conflict area are aware of, and able to exercise, the **rights** and **obligations** of full citizenship.

1.1 The right to vote

Exercise 1: Voting

■ Divide into groups of 3 people.

■ Write the following slogans, one each on a slip of paper. Fold the slips and put into a hat or bag. Each group randomly chooses one slip. Each group has 5 minutes to prepare a speech urging people to vote for their slogan:

   ■ The sky's color is declared to be bright green.

   ■ Stones are henceforth to be considered people, with all rights and duties.

   ■ Every person must at all times carry a piece of fruit in their hand.

   ■ It is forbidden to walk backwards.

   ■ Everyone's name must start with a number.

■ Each group has 3 minutes to deliver its campaign speech.

■ Following all speeches, people will vote either by show of hands or by secret ballot.

■ Discuss: Should any of the propositions *not* be allowed to be brought to a vote? Explain.

Exercise 2: Discussion. Right to vote

Divide into three groups. The groups should alternate as "Pro", "Con" and "Voter" groups for the following propositions. The Pro and Con groups will appoint a speaker (different ones, in turn) and a second speaker. The groups will have 5 minutes to prepare their arguments. The Pro and Con groups will present their position in 5 minutes each. The other group will have the right of rebuttal for 3 minutes. The Voter group will vote for one proposition or the other.

Propositions:

■ Women may vote in all elections, but men may only vote in local elections.

■ All babies shall have the right to stand for office from birth.

■ No one may ever tell any jokes or stories without a license.

■ Dancing is forbidden.

Trainer Note (Exercise 3)

One very likely outcome of the first two questions is that certain candidates should be barred from standing/encouraged to stand without opposition. You should lead the discussion in such a way that the trainees understand that: **Barring someone from office without serious cause (e.g. proven criminal intentions or past), is as dangerous as allowing someone to stand unopposed.**

Trainer Note

Obviously the issue of political rights is a tricky one in two dimensions. One is the extent of these rights, which can make a lengthy list of its own. The other is the background of the trainees. If you are training people from a LDC with no or little political experience in a stable democratic system, you may want to elaborate on these rights, and even develop exercises to allow the audience to experience the issues. If you're training people with long experience in stable democracies, these issues might be self-evident.

Whatever the case, it is important to emphasize two points:

■   These rights are **not** self-evident in many countries, though they **should be**.

And

■   **Absence** of these rights **for all** is often the root cause of many civil wars.

Therefore it is of primary importance that a reintegration program **be aware** at the very least, of how the reintegration program can and should assist both receiving communities and ex-combatants to adjust to better political conditions and forms.

1.2 The right to stand for public office

Exercise 3: Discussion

■ A general group discussion on the following:

■ What kind of person is the most desirable candidate for office?

■ What kind of person is the *least* desirable candidate for office?

■ Should either of these two candidates be *ineligible* for office? Should either be allowed to stand without opposition?

1.3 The right to organize freely with others for all peaceful purposes

Exercise 4: On what basis could people organize?

Each participant should write, on a sheet of paper, a group of people s/he feels they could become a member of. The choice must be based on either:

■ A food preference.

Or

■ A leisure activity they like to carry out.

Mix the papers together. Have each participant choose one of the pieces. Divide the participants into groups. Each group selects one of the strips of paper, and must formulate a program to get more people to join their group, which they will present in 5 minutes.

Other rights you might consider exploring include:

■ To express opinions publicly and without threat.

■ To go about one's legitimate business (economic, social, political, transitory) without hindrance.

■ To have access to, and benefit from equitable justice.

Trainer Note (Exercise 5)

In many cases, women are excluded from decision-making at the community and national level. Where they can express opinions, these are often reserved. Men either deliberately or unconsciously, often suppress women's political abilities and rights. This exercise is designed to reverse the positions. Following the women's group's presentation, you should pose a question to the audience as a whole:

■   How did this reversal feel? Do you think that excluding anyone on the basis of their sex is a legitimate form of political selection?

2. Political obligations

Political rights **always** have an obverse: political obligations. Political obligations are sometimes written into laws (e.g., in some countries, it is obligatory to vote). Obviously, you must obey the law. However, here we are more concerned with ensuring that ex-combatants are made aware of their *fundamental* political obligations, those that underpin the law.

There are two fundamental political obligations that are often not sufficiently highlighted during reintegration of ex-combatants, and which should form a part of the reintegration training (and see also the section on socialization of ex-combatants in the social reintegration section):

■ **To resolve disagreements of opinion through non-violent means.**

■ **To allow the political rights mentioned above to *all* others.**

It is important that reintegrated ex-combatants understand that they must now act as **civilians**. Their previous use of violence for achieving their goals are no longer legitimate. A major part of their obligation as citizens is to allow others to exercise their political rights in the ways they see fit. You may wish to integrate this fully as a strand in all phases of the reintegration process.

3. Gendered politics

Exercise 5: Gender groups work and discussion

Divide into two groups: men separately and women separately. The men are to debate and decide three questions:

1. What is the best location for a cooking stove in a house?

2. Should female babies and male babies be dressed in different, or the same colors?

3. Should the house be swept in the evening before retiring, or in the morning, before going to work?

Women are to debate the following:

1. Should there be a law restricting children to working no more than 4 hours a day?

2. How should the community heads (chiefs, council, mayor, etc.) be elected?

3. How is the community to raise taxes?

After 15 minutes discussion, the women's group shall present their findings, explain why they have reached the decision. Men will not be allowed to participate in the discussion.

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Though men and women may have different views, and, indeed, different needs and ways of accomplishing their goals **political rights and obligations remain the same**. It is critical that throughout the reintegration process, ex-combatants, receiving communities, and those who are implementing the reintegration process do nothing, by **omission** or by **commission** that goes against this statement.

Unfortunately, for reasons of political expedience, laziness, fear of upsetting local traditions, this important principle is sometimes either ignored or actively worked against by local interests or even by the implementers themselves.

You should ensure that both implementation and planning staff, and the people the reintegration program works with **throughout the length of the project** are made aware of the fact that departure from this political principle will not be tolerated.

The interests of children and youth are often neglected in the politics. In many war-affected societies, children's and youth's rights are not high on the agenda. This can have a negative impact on children and youth in general, but also on reintegration efforts for children and youth associated with armed forces. Additionally, youth are excluded from decision-making processes. Children and youth associated with armed forces who might have had status or even power during their time in the armed group, might find it very difficult to accept this. This can cause frustration, serious problems and even turmoil. In order to avoid this, reintegration programs should aim at involving and empowering youth wherever possible.

Note:

- Reintegration programs must help ensure that political rights for all are maintained, including ex-combatants and civilians, women and men, adults and children. Accordingly, reintegration programs must frame their work in coordination with development programs for the long term to ensure these rights are maintained.

- Reintegration programs are not responsible for political reintegration *per-se*. However, if political reintegration does *not* happen, a new cycle of violence is likely to occur. Therefore political reintegration must form a part of the total reintegration strategy.

- Women's political rights (the right to express an opinion on public issues, the right to vote, the right to be elected) are often violated, covertly or overtly by entrenched political interests. The reintegration program must ensure that activities within its scope are not exploited for this form of discrimination.

Summary of Section 8

The issue of political rights and obligations is often at the heart of a civil war or intra-national violence. These must be addressed as part of preparing the receiving communities as well as training the ex-combatants.

Trainer Note (Exercise 1)

These statements are collected from a variety of sources, and are commonly heard, by both perpetrators and victims, in violent conflict. You can't tell, without supporting evidence, who is victim and who perpetrator. But you may very well have to deal with these, or similar statements.

Objectives: to enable trainees to respond to conflictual statements relevant to truth and reconciliation.
Duration: 10 minutes individual work, 20 minutes presentation and discussion
Material needed: Handouts provided in Annex IX.

After having provided trainees, as individuals, with the table provided in Annex IX, and after having them fill in the handouts, you can adopt one of two strategies.

■ **Strategy 1:** Have the trainees discuss, as a group, each of the ten responses. Try to ensure that their responses are non-judgmental, and don't hesitate to try and upset their assumptions by introducing new factors, such, as e.g. "But the respondent was only 10 years old at the time s/he committed those crimes"
■ **Strategy 2:** Divide the trainees into two groups. One to represent the perpetrators, the other former victims and/or members of the community into which the returnees are to be reintegrated. Discuss how the responses to these ten statements might differ, and how these differences might hinder, (or help reintegration).

Discuss results. **Point out that there is no "solution" or ideal answer.**

Section 9

Reconciliation and transitional justice

Objectives and Goals of Section 9:

■ To understand the features of reconciliation and of transitional justice for atrocities and war crimes during conflict, and how these can impact on the reintegration program.

Reconciliation is an important part of peace building. In post-conflict peace building, physical reconstruction is more easily seen but efforts to deal with damaged human relations and sensibilities are just as important.

Combatants often need assistance in changing their mindset when they enter civilian life again. In general, however, the reconciliation of combatants and the receiving communities should have first priority.

1. How to promote reconciliation?

■ By organizing common social, ritual, cultural and sports activities.

■ By using local authorities such as chiefs, religious leaders etc.

■ By supporting the inclusion of women in receiving communities.

■ By providing services to ex-combatants and communities.

■ By boosting local economies and having business people interact across ethnic, social, or political boundaries.

Exercise 1: Individual work/Discussion

■ Discuss statements that may be made to a community by ex-combatants. What do you say to the interlocutors?

t·r·e·s·a

2. Transitional justice mechanisms

Transitional Justice (a name given to mechanisms established to account for, and sometimes punish those guilty of war crimes) is not, strictly speaking a matter for reintegration efforts. However, it is an aspect of restoring the rule of law, and of re-establishing civil procedures, that is closely related to reintegration.

Transitional justice should be a consideration all throughout the reintegration process. Some of those to be reintegrated may well be guilty of war atrocities, and should be brought to book for it. This does not always happen for numerous political and practical reasons. Transitional justice is almost always a feature of the end of conflict that is dependent on local willpower and desire to see justice done. This is sometimes not done in post-conflict societies.

The following makes note of some of the potential features of transitional justice that you may need to take into account, and may wish to facilitate as part of your reintegration planning. There are a wide range of Transitional Justice Mechanisms (TJMs). TJMs have a variety of aims, so transitional justice programs tend to combine them in order to promote a more comprehensive form of justice tailored to the particular context. Broader conceptions of justice require a range of approaches, particularly institutional reform and reparations, that suit the particular events of the conflict, and local views.

2.1 Truth commissions

Truth commissions are non-judicial commissions established to investigate human rights abuses, usually those perpetrated by military, government or other state institutions. The aim of truth commissions is to facilitate reconciliation by allowing the truth to be heard and officially acknowledged, creating an accurate historical record of human rights abuses.

2.2 Trials

Trials can take a variety of forms (domestic, international and "mixed" courts, transnational criminal and civil proceedings). Each has different implications for the peace process, and not unnaturally, for reintegration as well.

2.3 Reparations

Reparations include measures taken with the aim of redressing past wrongs by restoring property or rights, providing compensation, and rehabilitation for victims. These can be goods, services, money, citizenship, and symbolic forms of recognition. Reparations can be judicial or non-judicial, and can be allocated to individuals or collectively.

Trainer Note

Transitional justice is an extremely difficult issue to come to grips with, and you may wish to mention its importance without going into detail. The fundamental issues are the balancing of impunity granted those who committed atrocities (directed violence against civilians, and/or committed acts contrary to the Geneva convention and/or to the Convention Against Genocide) in order to have a smooth transition to a post-conflict peaceful society, with the rights of the victims of those acts.

In each case and in each country, different conclusions have been reached, going from a desire to forget and forgive the past and start anew, to the demand for full disclosure and justice for the victims. *Every* transitional justice system must make the decision where it wants to locate itself. The pressures are of course a matter for local concern and local politics. However, those dealing with reintegration must be made aware of the issues, even if solutions are difficult, and even if each transitional justice system must be seen on its own merits.
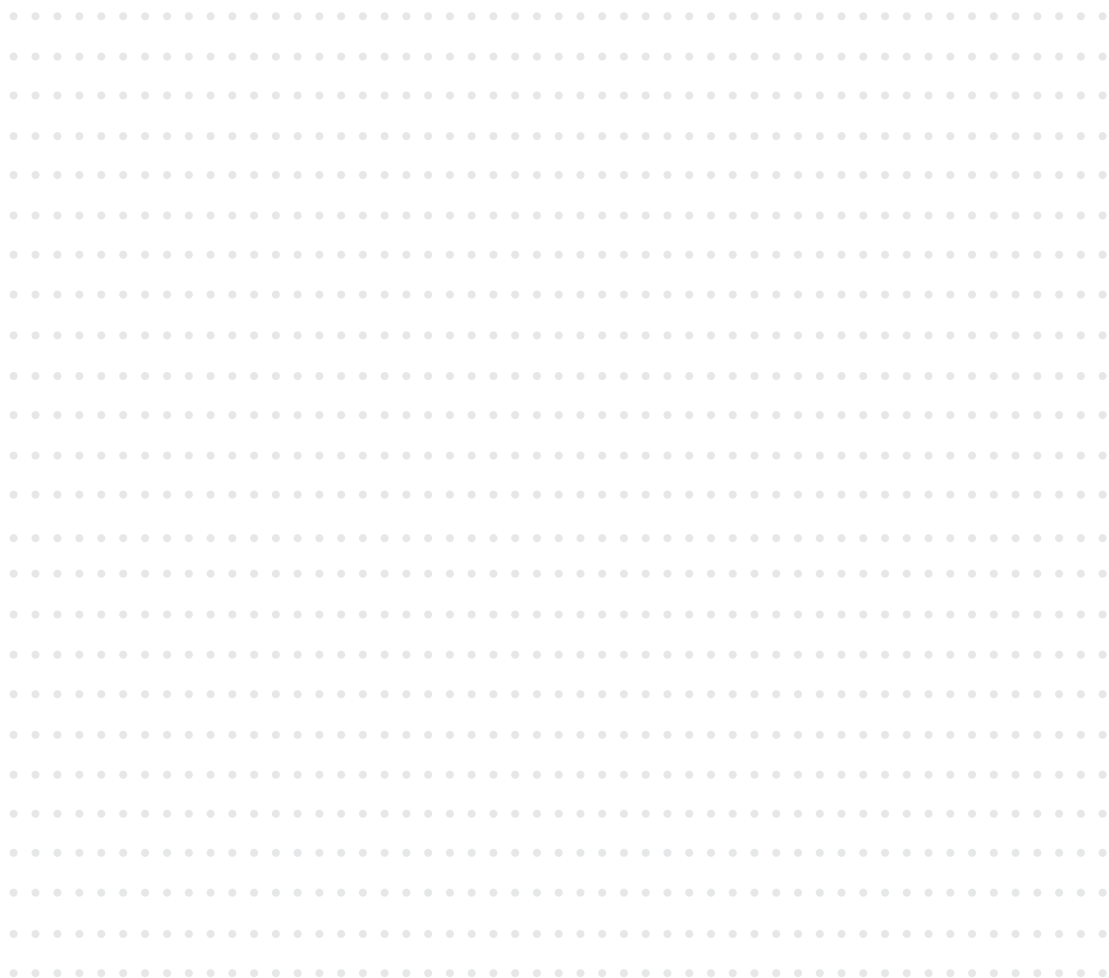
2.4 Amnesties

Amnesties may be granted perpetrators of human rights abuses. This is problematic because it can create impunity, encouraging the continuation of human rights violations

2.5 Traditional justice

Traditional justice systems incorporate local versions of justice, which may be more acceptable to the population. However, they may entrench local-level power inequalities, marginalize certain groups, or be based on *lex talionis* which goes against modern justice norms.

Box—Criminal responsibility of underaged combatants

"Former child soldiers are victims of criminal policies for which adults are responsible. Any judicial proceedings for children should take place in the context of juvenile and restorative justice in order to assist physical, psychological and social recovery, in line with article 40 of the Convention on the Rights of the Child. Mitigating circumstances should be acknowledged, and children shall not be prosecuted or detained for military misdemeanours (such as desertion, insubordination, etc.) or for criminal acts committed while associated with armed forces or groups. The detention of a child shall be used only as a measure of last resort and for the shortest appropriate period of time (art.37 of the CRC).

While some processes of determining accountability serve the best interests of a child perpetrator, international child rights and juvenile justice standards require that alternatives to judicial proceedings should be applied, providing that human rights and legal safeguards are fully respected (article 40(3b), CRC; rule 11, Beijing Rules). For example, the concept of restorative justice – achieved through finding alternatives to criminal courts – is aimed at the offender understanding and taking responsibility for his or her actions and also involves achieving reconciliation between the offender, the victim and the wider community through reparations."

Source: Draft IDDRS 05.20 Children and DDR, IAWG on DDR

Exercise 2: Discuss

- What are the advantages and disadvantages of the various transitional justice mechanisms?

- How could they contribute to better reintegration?

- How could they hamper reintegration?

For further information on the topic of truth and reconciliation, we recommend:

- Bloomfield, D., Barnes, T., and Huyse, L. (eds) 2003, 'Truth Telling', chapter 8 in *Reconciliation after Violent Conflict*. A Handbook. Full document available online

- Bloomfield, D., Barnes, T., and Huyse, L. (eds), 2003, 'Justice', chapter 7 in *Reconciliation after Violent Conflict. A Handbook.*

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- Wilson, R.A. 2001. *The Politics of Truth and Reconciliation in South Africa: Legitimising the Post-Apartheid State*. Cambridge University Press, Cambridge

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http://lnweb18.worldbank.org/ESSD/sdvext.nsf/67ByDocName/ADDRessingGenderIssuesinDemobilizationandReintegrationProgramsMay2002/$FILE/DDRWatteville.pdf

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Fischer, Martina *Recovering from Violent Conflict: Regeneration and (Re-) Integration as Elements of Peacebuilding*, In: *Transforming Ethnopolitical Conflict. The Berghof Handbook*, ed. by Alex Austin, Martina Fischer, and Norbert Ropers. Berlin: VS Verlag für Sozialwissenschaften, pp. 374-402.

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United Nations Development Programme (UNDP) on Crisis Prevention and Recovery (http://www.undp.org/bcpr/)

United Nations Disarmament Website (http://disarmament.un.org:8080/)

United Nations International Children Emergency Fund (UNICEF) on child soldiers (http://www.unicef.org/emerg/index_childsoldiers.html)

World Bank Conflict Prevention and Reconstruction Unit (http://lnweb18.worldbank.org/ESSD/sdvext.nsf/67ParentDoc/ConflictPreventionandReconstruction?Opendocument
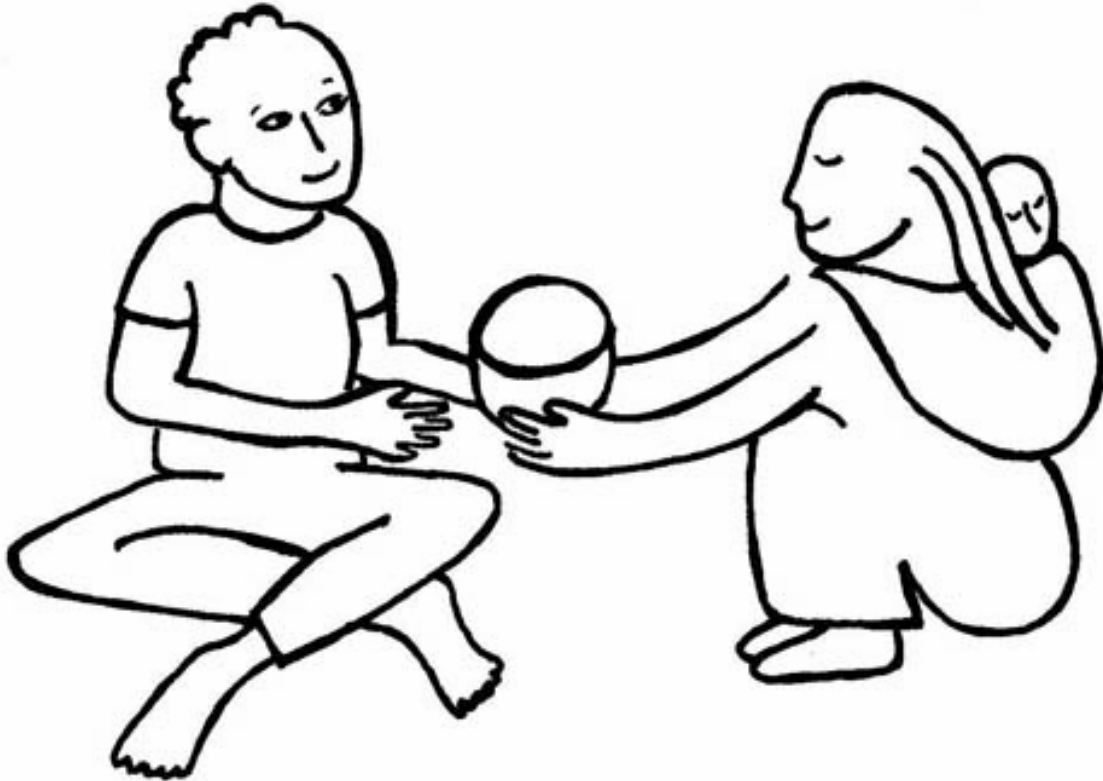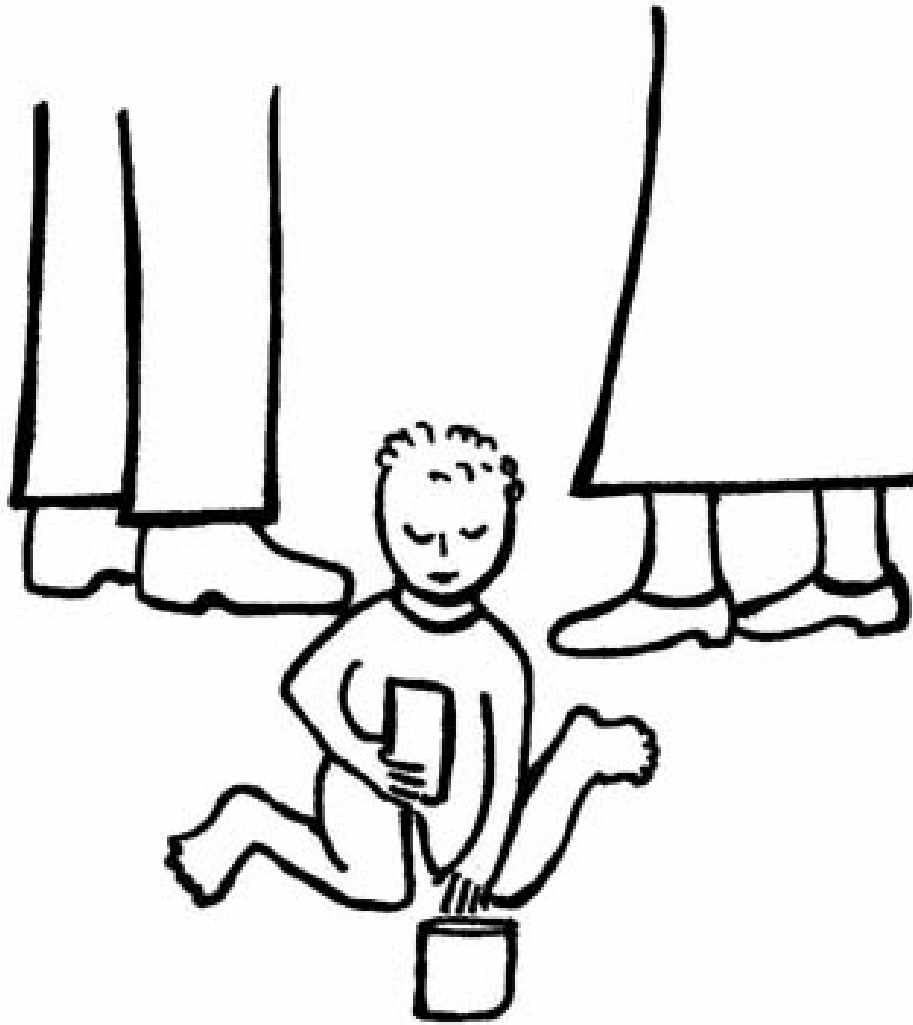
Annex Ia: Role models— Defender
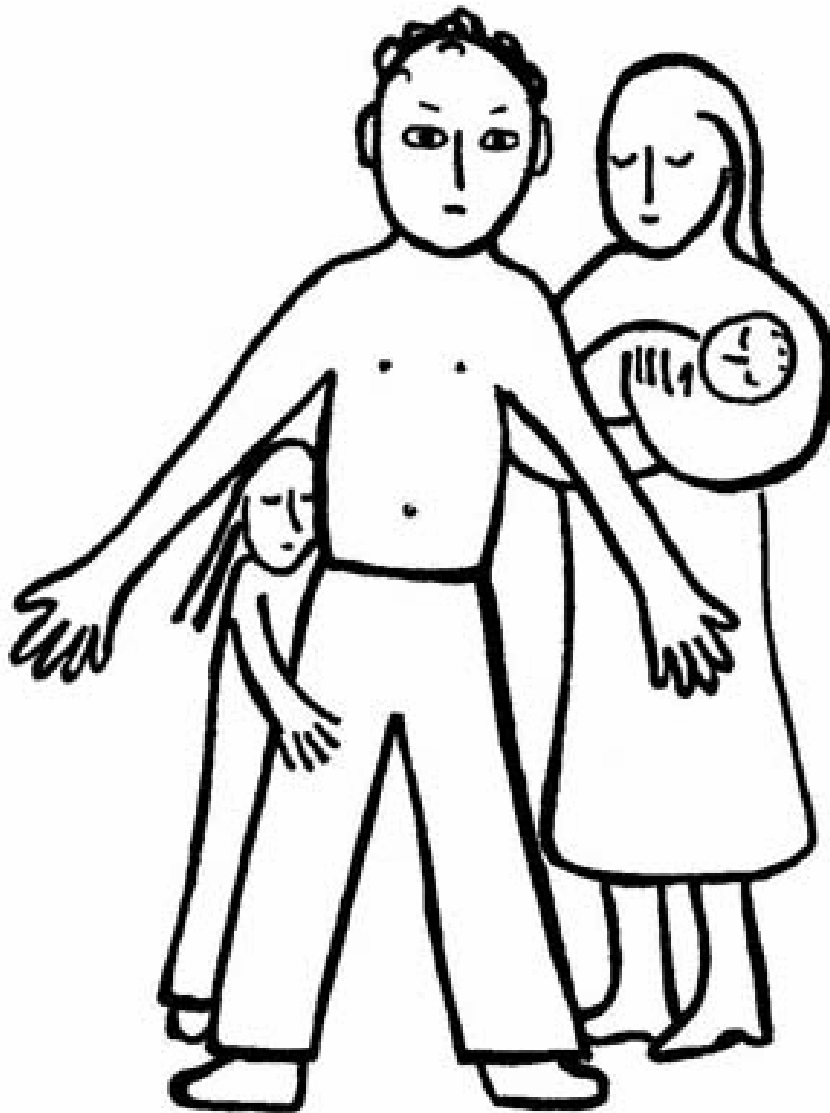
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Annex I b: Role models— Nurturer

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Annex Ic: Role models—Child

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Annex II: Security Council Resolution 1325

Note: The text of Security Council Resolution 1325 has been annotated and explained by UNIFEM

Security Council Resolution 1325 (text)	What it means
8. ***Calls*** *on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;*	**Having previously noted the need for greater involvement of women (i.e gender balance) in peace and security decision-making, the Security Council emphasizes the need to involve local women and value indigenous processes. Importantly, this paragraph suggests that the content of agreements needs to reflect gender issues, regardless of who is doing the negotiating or implementing. Peace processes and negotiations are not isolated events. The negotiations begin during war and persist throughout the various stages of changeover to peace.** Peace agreements can include the following: power-sharing arrangements, economic reconstruction, demobilization and reintegration of soldiers, legislation on human rights, access to land, education and health, the status of displaced people and the empowerment of civil society. Therefore, they provide a unique opportunity to transform institutions, structures, and relationships within society, and can affirm gender equality through constitutional, judicial, legislative and electoral reform. By addressing reintegration, the Security Council is recognizing that refugee and IDP returns as well as return of demobilized soldiers to their homes requires particular care and attention. Refugee women and demobilized female soldiers as well as women and girls who are abducted by armed forces have specific protection needs. Refugee return must be voluntary and facilitated return must consider issues of security.

➜

*13. **Encourages** all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;*	During the post-conflict period, prevention of new violence depends on the willingness of armed groups to lay down their arms, (disarmament) disband military structures (demobilization), and return to civilian life (reintegration). If armed groups or warlords do not put down their weapons, peace will never be possible. Each of the DDR processes involves and has implications for women, whether they participated in combat, have family members who did, or are members of a community trying to integrate former combatants. While some women join armed groups of their own free will, large numbers are abducted into combat and/or forced to become sexual and domestic slaves.
	It is increasingly understood that women need and deserve inclusion in what DDR programs have to offer – such as vocational alternatives, financial payments. In addition, planners are increasingly recognizing that women have a great deal to offer to the planning and execution of weapons collection, demobilization and reintegration programs, and that such initiatives work better when women are involved. However, reports and analysis about DDR efforts recently completed and currently underway suggest that a large gap exists between broad policy commitment to the inclusion of gender perspectives and specific actions on the ground. Agencies and practitioners need more guidance and tools to assist them to

Source: WomenWarPeace.org,
http://www.womenwarpeace.org/toolbox/Annotated_1325.pdf

Annex III: Managing the socio-economic reintegration of young combatants. Key aspects

Characteristics of young *ex*-combatants	Age (at the time of recruitment and at the time of demobilization) Sex Psycho-social status Physical conditions (e.g. disability) and health status (e.g. HIV/AIDS) Literacy, education and skills levels Socio-economic background (before and after the conflict) Presence of dependents
Reintegration environment	Political priority Family re-unification Community involvement in the reintegration Economic opportunities Legal, social or cultural restrictions placed on employment or education due to one's sex and social gender expectations
Factors affecting socio-economic reintegration	Behaviour and aspirations Time spent in the military Reasons for joining the army and type of recruitment (voluntary or forced) Roles assigned in the military Demographic trends Aggregate demand Labour market institutions and regulations Education and training outcomes Work experience Entrepreneurship options Representation and voice
Socio-economic reintegration	Labour supply (employability): Transition to peace programmes (e.g. discharge programmes, life-skills training) Catch-up education Vocational education and training Work experience Self-employment and entrepreneurship training

	Labour demand (employment opportunities): Priority to pro-employment and pro-youth approaches (general) Private sector development (general) Sectors with high youth employment elasticity (specific) Recruitment quotas for young ex-combatants in publicly-funded tenders (specific) Labour intensive infrastructure reconstruction and development (targeted) Community services (targeted) Local economic development in receiving communities Job-placement programmes and other incentives (targeted) Incentives for self-employment and micro-enterprise development, including cooperatives (specific)
Partnerships	Coordination of several government agencies at national and local level. Involvement of employers' and workers' organizations communities and the civil society, including associations of youth and war veterans

Source: IDDRS 05.30 Youth and DDR, IAWG on DDR

Annex IV: Youth employment programs

Programmes targeting labour demand for youth: Opportunities and challenges

Programme	Opportunities	Challenges
Temporary public works and community services	–Help youth gain labour market attachment –Improve physical and social infrastructure, especially if combined with (local) development strategies and sectoral policies –Increase employability if combined with training	–Low labour market integration capacity –Young workers can be trapped in a spiral of temporary public works programmes –Often biased against women and girls. –Displacement of private sector companies
Wage incentives	–Can create employment if targeted to specific needs (e.g. compensate initial lower productivity and training) and groups of disadvantaged youth (e.g. unskilled, persons with disabilities)	–High deadweight losses and substitution effects (if not targeted) –Employment may last only as long as the subsidy
Entrepreneurship promotion	–Can have high employment potential –May meet youth aspirations (e.g. flexibility, independence) –More effective if combined with financial and other services, including mentoring	–Can create displacement effects –May have high failure rate which limits the capacity to create sustainable employment –Often difficult for youth owing to lack of networks, business experience, know-how and collaterals

Source: IDDRS 05.30 Youth and DDR, IAWG on DDR

Annex V: Military vs. civilian behavior

Military vs. civilian behavior			
Military	Civilian	Appropriate behaviors among civilians	Examples of modifying military to civilian socialization

Annex VI: Trauma

A trauma reaction is:

➔ A reaction to an **extreme incident**, that is overwhelming an individual's capacity to integrate experiences into a system of memories.

What happens in an extreme situation and what does it do to the human being?

Human beings are able to deal with a lot of new situations. However, some events are so overwhelming that the body performs an alarm reaction.

When experiencing an extreme situation, the human body reacts with a variety of changes. Most of these changes aim at providing the body with the necessary energy to protect itself, though they also affect psychological functions and the way the situation is memorized.

From the experience of an extreme incident to the development of a traumatic reaction

Not every person who experiences the same extreme situation (for instance, the same accident) is inevitably traumatized. Rather, it depends on whether the individual is able to integrate the experience into his/her life history or whether the situation interrupts his/her life history. This mechanism depends on a number of factors, some of which include:

■ Prior personal experiences. Have there been other traumatic events in life history?

■ The social network. Does the individual receive social assistance by family/ peers? Is the person able to receive positive stimulation by peers in order not to classify the event as the general state of the world?

■ The duration and the character of the extreme event(s). Was it a singular incident or have there been more than one incidents? Did it last over a long period of time, days or even years? Was it life-threatening?

■ The conditions after the experience of the traumatic event(s). Was the individual feeling secure after the event(s)? Was he/she able to talk about the incident(s) openly?

Note: it is not an individual's fault for being unable to successfully integrate the event, nor a sign of weakness. Blame should never be laid.

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How is traumatic material stored?

When integration (or digestion) of the event is not managed, the traumatic material is separated from other memories, stored in the deepest parts of the psyche and seemingly forgotten. But what has happened is quite powerful and has developed deep roots, influencing many facets of an individual's personality. There is no way to make it undone.
The traumatic events are not necessarily memorized in chronological order, but rather fragmented and highly charged with emotions and vivid sensations.

A Trauma reaction is:
1. A reaction to an **extreme incident**, that is overwhelming an individual's capacity to integrate experiences into a system of memories.
➔ Suffering from a complex of symptoms, especially **flashbacks** (vivid re-experiencing of the horrifying situation), **avoidance** of any situation that might be a reminder of the event, and a constant state of alert (**hyper arousal**).

What does a traumatic reaction look like?

Post-Traumatic-Stress Disorder (PTSD) is a formation of various symptoms. It is only possible to diagnose a PTSD over a defined period of time after the incident has occurred. To diagnose PTSD, not only is the existence of various behaviors important, but also their frequency and consistency. The diagnosis of PTSD is a complicated job and should be done by experts.

There are three main symptoms of suffering from PTSD:

■ Re-experiencing (by Flashbacks and/or nightmares): Within a flashback phase, a person travels back through time and experiences everything that was experienced during the traumatic situation(s), including the perception of the stimuli connected to the event. For example, the individual will smell, taste and hear the same things and feel nauseous. The same terrible scenes will be re-experienced.

■ Avoidance: Every stimulus associated with the traumatic situation is attempted to be avoided, even situations where incidentally a flashback occurred. This may go to such lengths that the person is highly restrained in his daily life.

■ Hyper arousal: The individual suffers from hyper-arousal which may go along with the inability to rest (e.g. lack of sleep).

Note: there is an important discussion going on as to whether the Western approach to dealing with PTSD can be applied to other non-western cultures. The concept of PTSD is very much connected with and arose out of the Western approach to psychological/psychiatric disorders. It is therefore inseparably connected with the concept of mental disorders which consist of a defined set of symptoms. Be aware that there are other interesting approaches as well.

Trainer Note

Note: Be aware and emphasize that unless you have received professional education as psychologist or psychiatrist, you are not qualified for treating trauma patients. Do not experience with them, you might do serious harm to their health!

Further negative development of a traumatic reaction

After PTSD has developed, the trauma complex might be enhanced once the individual adopts the terrible event(s) into his/her memory and view of him/herself and the world.

In addition, a person suffering from PTSD is also vulnerable to other disorders. Sometimes the traumatic disorder is accompanied by depression or anxiety disorders. **Over the course of time, it is also possible that the traumatic reactions can transform and compose part of an individual's personality.**

How can you help?

■ **Pre-planning** the days and weeks gives structure, which is very important for traumatized people.

■ Activating the **social network** is an important coping mechanism and also helps to correct falsely developed perceptions of the outside world (cognitive knots). This does not mean that individuals have to meet to talk about their traumatic experiences. They should actively join groups, such as age-mates, families, etc.

For further information on trauma see:

■ Schauer, M. Neuner, F. Elbert, T. (2005). *Narrative Exposure Therapy: A Short-Term Intervention for Traumatic Stress Disorders after War, Terror, or Torture.* Göttingen: Hogrefe.

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■ Martín Baró, I. (1990). *Psicología social de la guerra.* El Salvador: UCA Eds.

■ Martín Baró, Ignacio (1988). *La violencia política y la guerra como causas del trauma psicosocial de El Salvador*, Revista de Psicología de El Salvador # 7, San Salvador.

■ Cienfuegos, J. & Monelli, C. (1983). *The testimony of political oppression as a therapeutic instrument.* American Journal of Orthopsychiatry, 53, 43-51.

■ Internet sources: http://trauma-pages.com/

Annex VIII: Sample standardized missing kin information sheet—Children

The object of this form is to help locate the missing person in her/his social space. In different places, social space mapping can be very different, so some of the entries might not be relevant in any given case.

Name of child …………………………
Ref ………………………

F: Family Tracing Report	**Confidential**

1. Date of arrival at the centre _____

2. Name of mother : _____

3. Name of father : _____

4. Does the child want his/her family traced? _____ if no, why ?
_____

5. If yes, person(s) to be traced:
_____
_____

6. Address:
            Province: _____   **District** _____

            Secteur: _____ _____   **Cellule:** _____

7. Relation to the child
_____

8. Is the child accompanied by any siblings?   yes_____   no _____   (write names and ages)
_____
_____
_____

9. Was the trace successful? yes_____ no _____   date of verification _____
If yes, reaction of the child :
_____

Reaction of the family :
_____

10. If the family trace nominated by the child resulted in a failure, are there any other family members available? Is it a suitable placement for the child ?

_____

_____

_____

t · r · e · s · a

11. Name and addresses of adults and children in contact with the child who can give information on child's family.

_____
_____
_____

12. Verification check – check the box

☐ **cross check information on form and from relative**
☐ **questioning of significant events and comparing accounts**
☐ **photograph for child to identify**
☐ **interview with neighbours and local authorities**

13. Family/home/situation assessment

_____
_____
_____

14. Consultation with superviser required before decision for reunification can be made ?   oui _____ non _____

15.Is reunification planned?   yes _____ no _____ If yes, when? _____

16.Assistance required/special arrangements : (please state)

_____
_____

17. If reunification is not to take place now, what is the plan for the child/children ?

_____
_____
_____

18. If tracing was unsuccessful, what is the plan for the child/children ?

_____
_____
_____

Comments :

_____
_____
_____
_____
_____
_____
_____
_____

Date of interview _____   Place of interview _____

Name of interviewer_____ Name of organisation _____

Source: Crossing the Border. Save the Children 2004

11. Name and addresses of adults and children in contact with the child who can give information on child's family.

_____
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- ☐ **questioning of significant events and comparing accounts**
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_____
_____
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Comments :

_____
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_____
_____
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_____
_____

Date of interview _____ Place of interview _____

Name of interviewer_____ Name of organisation _____

Source: Crossing the Border. Save the Children 2004

Annex IX: Handout truth and reconciliation

	Statement	Your response
1	"They have to pay for what they have done"	
2	"I want the truth to come out"	
3	"I was a soldier, and I followed orders"	
4	"I didn't know those things were happening, it happened in another area of the camp/battlefield"	
5	"A soldier has needs, and if he is to fight well, those needs must be satisfied"	
6	"I don't want to know"	
7	"Its all over and done with. There's no point in raking up the past"	
8	"I will *never* forgive them for what they have done"	
9	"I was only ten, so I didn't really know what I was doing"	
10	"I had to be strong, and to show my strength to survive, that is why I did it."	

Endnotes

[1] These rules were adapted from the UNDP Sierra Leone "Arms for Development, Module II Training Workshop, Police Training School Hastings, 27.9.-02.10.2004".

[2] For full article see: Our Bodies - Their Battle Ground: Gender-based Violence in Conflict Zones. IRIN Web Special on violence against women and girls during and after conflict. http://www.irinnews.org/webspecials/GBV/default.asp, accessed 04.01.2006.

[3] http://www.eldis.org/gender/dossiers/Genderviolence.htm#conflict, accessed 05.01.2006.

[4] This definition comes from Nicola Johnston and William Godnick with Charlotte Watson and Michael von Tangen Page (2005), Putting a Human Face to the Problem of Small Arms Proliferation: Gender Implications for the Effective Implementation of the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects, International Alert, February 2005.

[5] Bride price: Money or goods (cattle, camels) given the bride or her family to ensure the stability of the marriage. Dowry: Money or goods brought by the bride or given by her family to ensure the initial economic success of the new couple.

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