United Nations **Office of the Special Adviser on Africa** **(OSAA)**		**Government** **of the Democratic Republic of Congo** **(DRC)**

Second International Conference on DDR and Stability in Africa
Kinshasa, Democratic Republic of Congo
12-14 June 2007

FINAL REPORT
ON THE SECOND INTERNATIONAL
CONFERENCE ON DISARMAMENT,
DEMOBILIZATION, REINTEGRATION
AND STABILITY IN AFRICA

KINSHASA, DEMOCRATIC REPUBLIC OF CONGO

12 - 14 June 2007

"Peace, Stability and Development"

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Executive Summary

The Second International Conference on DDR and Stability in Africa was organized by the Government of the DRC and the United Nations Office of the Special Adviser on Africa (OSAA) from 12 to 14 June 2007, in Kinshasa (DRC). The Governments of Belgium and Sweden provided extra-budgetary support. The Conference was attended by nearly 200 participants representing 19 African nations, 17 international organizations and the international donor community.

During the Opening Session, the Special Representative of the Secretary-General for the DRC, Mr. William Swing, represented the Secretary-General of the United Nations; the Minister of State in charge of Foreign Affairs and International Cooperation, Mr. Mbusa Nyamwisi, represented President Joseph Kabila Kabange; and the Belgian Ambassador to the DRC, Mr. Johan Swinnen, stood in for the Belgian Minister of Development Cooperation.

Plenary Session 1 was devoted to providing an overview of DDR programmes in Africa, followed by a presentation on "Lessons Learned in the Implementation of Multi-Country Demobilization and Reintegration Programmes (MDRP) in the Great Lakes Region" by the Representative of the World Bank, and a presentation on "UN System-wide Support to DDR Programmes in Africa" by a representative of the UN Department of Peacekeeping Operations. Plenary Session 2 was devoted to country experiences, which were presented by representatives of Angola, the DRC, Liberia, Sierra Leone and Uganda.

The Conference identified and focused its work on four major areas of concern in current DDR programmes. Presentations by experts were made on selected thematic issues, namely :

a) Linkages between DDR and security sector reform (SSR)
b) Children and women associated with armed forces and armed groups
c) Links between DDR and transitional justice
d) Combatants on foreign soil

During the breakout sessions participants discussed the challenges of improving the most critical aspects of immediate post-war recovery, disarming former combatants and ensuring their successful reintegration into civilian life. It was recognized that reintegration programmes that focus solely on meeting the individual needs of demobilized combatants cannot ensure the success of DDR strategies. The Conference also noted that community reintegration approaches should be based on the synergic reinforcement of the existing network of partners and stakeholders involved.

The Conference also identified the issue of public and private partnership in reintegration processes as a critical aspect which needed further consideration by the international community. The debate about this topic gave rise to many discussions among participants on the impact of local businesses on peacebuilding and reconstruction of the country, including the reintegration of combatants as well

as the economic role that ex-combatants could play in economic growth through private sector development and entrepreneurship . The Conference concluded that DDR programmes and planners should take into account the potential of local economies in the design and implementation of reintegration programmes, which should involve local communities.

Participants agreed on a set of recommendations aimed at improving the implementation of various national disarmament, demobilization and reintegration programmes in Africa, including the improvement of the Multi-Country Demobilization and Reintegration Programme (MDRP) approach regarding the reintegration of ex-combatants.

In the recommendations, participants noted that in dealing with ongoing conflicts, efforts must be made to integrate DDR within ceasefire and peace agreements. Such early consideration would allow for proper sequencing and planning of DDR activities as well as related dimensions of the security sector reform strategy. Participants also acknowledged that political will at the Government level is critical to progress in DDR. It was thus recommended that aspects related to political negotiations and settlements be assisted by other African organizations, especially the African Union, as well as the UN Economic Commission for Africa.

Regarding the effectiveness of DDR programmes, participants concluded that it tends to be determined by the extent to which budgetary resources are disbursed in a timely manner. As a result, the Conference recommended that in the future, monitoring and evaluation of DDR programmes in Africa should become a distinct component of post-conflict and reconstruction mechanisms. Specific recommendations on the working groups and the thematic areas are included in the present report.

Regarding the follow-up to the conference, it was recommended that a committee to monitor progress in the implementation of the recommendations by the different countries and stakeholders should be established. Participants also expressed their wish to hold the "Third International Conference on DDR and Stability in Africa" in 2009.

Introduction

1.   In the last couple of decades some African countries have initiated peace processes after many years of armed conflict. Post-conflict strategies offered the opportunity to develop disarmament, demobilization and reintegration (DDR) programmes for ex-combatants. The importance of successful DDR programmes in preventing the reoccurrence of violence and creating conditions for sustainable peace and development has been long recognized. Successful DDR programmes have greatly contributed to consolidating peace processes, regional security and economic development. However, there is ample evidence that current DDR practices often do not accomplish those objectives and that where DDR programmes have not been successful, one can observe a recrudescence of armed conflict.

2.   In order to further contribute to peace and development in Africa, the United Nations Office of the Special Adviser on Africa (OSAA) organized the "First International Conference on DDR and Stability in Africa" from 21 to 23 June 2005 in Freetown, Sierra Leone. One of the recommendations of the conference was to strengthen the network of African DDR practitioners and build DDR capacity among African stakeholders by organizing, every two years, a conference to enable African countries to share experiences among themselves and with their bilateral and multilateral partners.

3.   The "Second International Conference on DDR and Stability in Africa", which took place in Kinshasa, Democratic Republic of Congo (DRC), from 12 to 14 June 2007, was in response to this recommendation. It was attended by over 200 practitioners and experts from many countries, including 19 African countries, the donor community and international organizations. (See Annex II: lists of participants). The Conference built on the achievements of the Freetown Conference and focused on African-owned processes, enhancing effective policy formulation and strategy implementation in African DDR programmes.

4.   The overall objective of the Kinshasa Conference was to improve the effectiveness of DDR programmes in Africa in promoting peace and development in post-conflict situations. The political significance of having the conference in Kinshasa was to highlight the importance of the newly-established Government of the Democratic Republic of Congo after the successful presidential elections of July and October 2006. In this regard, it should be emphasized that good governance is a prerequisite for peace and stability in Africa, especially within the Great Lakes region. Within this framework, the conference aimed at achieving the following objectives:

   (a) To strengthen and build the capacity of African DDR practitioners and experts by providing them with a forum to share their experiences;

   (b) To enable and facilitate dialogue in Africa on selected issues of special importance in order to enhance understanding and develop recommendations, in particular on:

        (i)   The linkage between DDR and security sector reform (SSR);
        (ii) DDR and transitional justice;
        (iii) Children and women associated with armed forces and armed groups;
        (iv) Combatants on foreign soil (COFS);

   (c) To formulate recommendations on best practices and strategies for DDR programmes in Africa, particularly in the issue areas identified above;

(d) To draw the further attention of African and international stakeholders to the importance of improving the overall political, social and economic environments in post-conflict countries, within a broad peacebuilding framework.

I. <u>Opening Session</u>

5.   The Special Representative of the Secretary-General (SRSG) for the United Nations Mission in the DRC (MONUC), Mr. William Lacy Swing, delivered a message on behalf of the UN Secretary-General. He thanked President Joseph Kabila Kabange for his Government's support, as well as the Congolese people for the excellent arrangements and their warm hospitality. He also thanked the Belgian and Swedish Governments for their assistance in financing the conference and all those who made the event possible, notably UN agencies and, in particular, the MDRP Unit of the World Bank and the Office of the Special Adviser for Africa (OSAA).

6.   SRSG Swing noted that peace and stability in Africa constituted one of the Secretary-General's priorities, adding that the Secretary-General was committed to a partnership between the UN and Africa for peace, prosperity and hope. SRSG Swing stated that the Secretary-General was pleased with the progress that had been made in the consolidation of peace in Africa and pointed to the successful holding of democratic elections in the DRC as a good example. In this regard, he highlighted the significance of holding the conference in Kinshasa soon after the elections in the DRC. He also noted that the international community was paying increasing attention to the reality that post-conflict reconstruction was essential to peace and security; recalled that the Secretary-General had underscored the importance of DDR for the restoration and consolidation of peace; offered reasons for considering disarmament and demobilization as activities suitable for governments' bilateral and multilateral collaboration; gave a brief background to the conference and cited four key recommendations of the Freetown DDR Conference of June 2005.

7.   SRSG Swing outlined the four objectives of the Kinshasa Conference, under the overriding objective of improving the effectiveness of DDR programmes in Africa, and highlighted the four issues that the conference would address, namely, combatants on foreign soil, DDR and 'transitional justice', children and women associated with armed forces and armed groups, the linkage between DDR and security sector reform. Finally, SRSG Swing identified the following three sectors as underpinning the continuity of DDR programmes: the reintegration of combatants, the rehabilitation of judicial systems and social sector reform, and the creation of employment.

8.   His Excellency Mr. Johann Swinnen, the Belgian Ambassador to the DRC, addressed the conference on behalf of the Belgian Minister of Development Cooperation. The speech conveyed Belgium's commitment to the DDR process in the Democratic Republic of Congo and Africa. According to the Ambassador, Belgian financial and technical contributions to the DRC and the UN, the organisers of the conference, demonstrate its determination to provide a strong basis for success to young democracies. He commended the conference organisers for enabling participants to discuss critical issues such as the DDR and SSR linkage, women and children associated with armed forces and armed groups, DDR and transitional justice, and combatants on foreign soil.

9.   The conference was opened by His Excellency Mr. Antipas Mbusa Nyamwisi, Minister of State of Foreign Affairs and International Cooperation of the Democratic Republic of Congo (DRC), on behalf of President Kabila. The Minister of State welcomed all the participants to the Second International Conference on DDR and Stability in Africa. He then thanked the UN Secretary -General, Mr. Ban Ki-moon, for enabling the DRC to host this second international conference. He also expressed his gratitude to all the multilateral and bilateral partners for their support and active participation. With reference to violent conflicts in the DRC, the Minister of State pointed out that the country had just entered a new phase, that of democracy, the rule of law, reconstruction and African renaissance. According to the Minister of State, the DRC is carrying out DDR programmes in the context of the African renaissance. Two major programmes addressing the issues of security and DDR are being implemented. Both SSR and DDR programmes achieved considerable results but much still remains to be done.

10.   Finally, the conference adopted the programme (see: Annex I) and appointed Mr. Daniel Kawata as the overall rapporteur of the Conference.

II. Plenary Session 1: Overview of DDR and Stability in Africa

11.   This plenary meeting was co-chaired by the Vice Minister of Foreign Affairs and International Cooperation and SRSG Swing, the latter on behalf of the United Nations. Three papers were presented on the following topics:

- Overview of DDR programmes and current practices in Africa, by Mr. Martin Rupiya, Institute for Security Studies in South Africa.
- Lessons learned in the implementation of MDRP programmes in the Great Lakes region, by Mr. Bruno Donat, representing the MDRP Unit of the World Bank.
- UN System-wide support to DDR in Africa, by Mr. Simon Yazgi, representing the United Nations Department of Peacekeeping Operations.

1. Summary of presentations

1.1. Overview of DDR programmes and current practices in Africa

12.   The paper examined whether the implementation of DDR programmes had led to stability in Africa by looking at what progress had been made in operational terms, as well as considering DDR as part of peace processes. It concluded that over the past three decades DDR programmes in Africa had had "mixed results", with some being described as innovative and remarkably successful (Angola, Eritrea, Ethiopia, and Uganda) and others as glaringly ineffective (Somalia, Sudan). It noted, however, that the last two years had witnessed considerable progress with regard to the implementation of DDR processes in Africa. In considering DDR as part of a peace process, three different scenarios were outlined:

- (a) DDR as a result of peace secured by a negotiated settlement between the conflicting parties, usually following pressure from an external party (Zimbabwe, 1979; Namibia, 1988; South Africa, 1990s);
- (b) DDR as a result of peace settlements established by one party defeating others militarily (Angola, 2003; Rwanda, 1994; Uganda, 1986; and Ethiopia, 1990s);

(c) DDR as a result of peace agreements due to external intervention, usually in the context of a mutually hurting stalemate (Mozambique, 1990s; Angola, 1988; Sierra Leone; Liberia; and Côte d'Ivoire).

13. The paper then conducted a country-by-country review covering 18 countries: Angola, Burundi, Central African Republic, Republic of Congo, Democratic Republic of Congo, Côte d'Ivoire, Eritrea, Guinea Bissau, Liberia, Mozambique, Namibia, Rwanda, Sierra Leone, Somalia, South Africa, Sudan, Uganda, and Zimbabwe.

14. Six issues established the boundaries of the framework for analysis and discussion: historical overview on the ending of the conflict; combatants on foreign soil; links between DDR and SSR; children and women associated with armed forces and armed groups; DDR and transitional justice; and "spill-over" effects.

15. Four cross-cutting issues were examined: gender, human rights, governance, and community-based issues and participation.

16. The common challenges, successes and pitfalls identified emanated from, or related to, three factors: planning, political will, and resources.

17. In addressing the question of institutional frameworks to support DDR, the paper noted that apart from South Africa, the other countries had invited support from the regional economic and security structures working with lead countries to assist local initiatives. The role played by recipient communities at the local level was emphasised. At the national level, three other forms of institutional arrangements were discussed: arrangements with former colonial powers (Zimbabwe/Britain in the 1980s, Côte d'Ivoire/France, Sierra Leone/Britain); bilateral arrangements such as those with the EU; and multilateral arrangements such as those with UN agencies like UNDP and the World Bank's MDRP. The paper noted that support had been uncoordinated and underscored the need for, and importance of, coordinated actions among actors at all levels, as well as distinguishing between DDR and SSR.

18. The paper made a comparative evaluation of DDR experiences outside Africa (Afghanistan, Colombia, Haiti) and in Africa (Angola, Côte d'Ivoire, Somalia, Sudan) and identified the following lessons learned from complex DDR processes:

(a) DDR is unique to specific local and subjective conditions and is a process that does not readily lend itself to a common template;
(b) Political agreement is vital for peace processes to evolve and for DDR to be located within such a framework;
(c) DDR is central to peace and stability in post-conflict societies.

19. The paper concluded that successful DDR offers an opportunity for a peaceful future in Africa. It noted that in Angola, Burundi, Central African Republic, Côte d'Ivoire, DRC, Rwanda, Somalia, Sudan, and Uganda, interest in consolidating DDR as part of peacebuilding and long-term stability is immense. The participants appreciated the role of OSAA in bringing this issue to the attention of the international community and all stakeholders of DDR by organizing the international conference on DDR and providing a forum for the exchange of ideas among African countries and their partners, including the need for support to efforts to ameliorate the situation in the Mano River Basin, the Horn of Africa and the Great Lakes

region. The paper posited that solving complex DDR problems in the DRC required a comprehensive and regional approach and that, by implication, failure would have adverse regional consequences. Finally, the paper called on the conference participants to identify the key areas of focus on which to target both attention and resources in order to achieve a successful DDR which has clear links to long-term and sustainable SSR.

1.2. Lessons learned in the implementation of MDRP programmes in the Great Lakes region.

20.   The presentation highlighted some key facts about MDRP before addressing the emerging lessons from the programme. Launched in 2002, the Multi-Country Demobilization and Reintegration Programme (MDRP) supports a regional planning and financing framework for the demobilization and reintegration of an estimated 400,000 combatants in countries involved in, or affected by, conflicts in the Great Lakes region.

21.   Specifically, MDRP supports demobilization and reintegration efforts in Angola, Burundi, the Central African Republic, the Democratic Republic of Congo, the Republic of Congo, Rwanda, and Uganda.

22.   MDRP aims at contributing to the overall security environment, regional peacebuilding and stabilization process in the Great Lakes region, and thus lays the groundwork for sustainable development by:

- Providing a comprehensive regional framework for DDR
- Providing a mechanism for donor coordination and resource mobilization
- Providing a platform for national consultative processes for DDR

23.   The largest demobilization and reintegration partnership in the world, MDRP is financed by the World Bank and 13 donors – Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Italy, Netherlands, Norway, Sweden, the United Kingdom, and the European Commission. It collaborates with national governments and commissions and with over 30 partner organizations, including United Nations agencies and non-governmental organizations.

24.   Programme implementation is progressing reasonably well. Region-wide, some 286,000 ex-combatants have been demobilized and some 160,800 have been, or are being, assisted through reintegration support.

25.   The following emerging lessons were described:

1) **National ownership – a core principle of the MDRP – remains critical:**

   a) Only national actors can provide the necessary commitment to achieve peace and stability
   b) External actors and agencies can compensate for lack of technical implementation capacity or financial resources – but not political will.

2) **Supporting regional peace and stability requires not only national efforts, but cross-border approaches as well:**

a) Several activities cannot be implemented by national programmes alone (e.g. COFS)
b) DDR projects should not encourage ineligible combatants, for example those operating in countries that are not participating in the DDR programmes, to benefit from them
c) Weapons control and traffic need to be addressed from a regional perspective.

3) DDR must be situated within a larger security framework:

a) DDR is not a panacea and can be undermined if an appropriate security framework is not in place. Nor is it a conflict resolution tool, when implemented in isolation
b) The international community still lacks a comprehensive framework to integrate peacekeeping, SSR and DDR with ==stabilization and the promotion of the rule of law==.

4) DDR must be adapted to the specific local circumstances:

a) Not all peacebuilding efforts require a traditional DDR approach:
  - Combinations of civilian disarmament, resettlement and community reconciliation/reconstruction efforts can sometimes be more effective than "traditional" DDR, e.g. Uganda
b) "R", meaning reintegration, is not the answer to development problems or the solution to the root causes of conflict:
  - It only provides transitional support and sets the stage for longer-term sustainable solutions. The local economic environment is critical.

5) DDR must focus on the target group (ex-combatants) while linking to broader processes of recovery:

a) Targeted ex-combatant reintegration is useful and can be effective in the short-term
b) This is distinct from longer-term (community) development and reconciliation
c) DDR cannot cover all needy groups (IDPs, war victims, etc); these groups should be assisted through concurrently implemented specialized programmes
d) DDR cannot succeed when appropriate security arrangements are not in place (risks of re-mobilization of ex-combatants) and economic opportunities for reintegration are scarce or altogether lacking.

6) Buying time for peace:

a) Longer-term sustainability of reintegration depends on economic recovery and growth, as well as the security context.

7) Special-needs groups represent a special challenge (women, children, disabled):

a) The needs of these groups are also better addressed through concurrently implemented specialized programmes.

8) A single coordinating and financing framework and strategic partnership of MDRP is complex, but essential for effectiveness:

    a) It creates a common platform to harness and optimize political, military and financial interventions
    b) It brings some order and cohesion during a chaotic post-conflict period
    c) It reduces duplication and wastage
    d) It optimizes the comparative advantages of different partners
    e) It helps reduce confusion and set realistic expectations among ex-combatants

26.   The communication concludes by indicating its strategic directions and activities, consisting of consolidating gains in programme implementation, enhancing regional focus and relevance to groups such as combatants on foreign soil (COFS), and strengthening DDR/security sector reform, support to vulnerable groups, and linkages to longer-term community development initiatives. More information is available online at www.mdrp.org .

1.3. The United Nations System-wide support to DDR programmes in Africa

27.   The presentation informed the conference that the United Nations had been involved in disarmament, demobilization and reintegration (DDR) in Africa since 1992, when its first DDR operations were carried out in Mozambique. Since 2000, the Security Council had established five United Nations peacekeeping operations in Africa with a mandate for DDR. These operations, which target some 400,000 combatants, are in Burundi, Côte d'Ivoire, Democratic Republic of Congo, Liberia, and Sudan. The last five years have also seen an increased engagement of the United Nations in DDR in countries where peacekeeping operations have not been deployed by the Organization, such as the Central African Republic, the Republic of Congo, the Republic of Niger, Somalia and the Republic of Uganda. DDR has also been included in the mandate of several United Nations political missions and the United Nations is working with the African Union to bolster its capacity to implement DDR as part of its peacekeeping operations.

28.   As a result of this experience, a number of important lessons learned have informed the Organization's approach to the DDR processes. These have resulted in the adoption of the Integrated DDR Standards (IDDRS), which were developed and adopted by the United Nations Inter-Agency Working Group on DDR, a group of sixteen United Nations Agencies, Departments, Funds and Programmes, in order to better plan, develop, implement and monitor DDR programmes. The IDDRS are complemented by a web-based United Nations Disarmament, Demobilization and Reintegration Resource Centre (www.unddr.org).

29.   A number of key principles underpin the United Nations approach to integrated DDR programmes:

- DDR programmes should be people-centred. They must address the specific needs of all the intended participants and beneficiaries, including women and children associated with the armed forces and armed groups and ex-combatants with disabilities

- DDR programmes should be adaptable, and tailored to the specific circumstances of the country or region in which they are being implemented

- Disarmament, demobilization and reintegration programmes should be subject to accountability and transparency and should include mechanisms for monitoring, oversight and evaluation of the programmes
- They should be nationally owned. Genuine national ownership implies the participation of a wide range of State and non-State actors, including civil society and women's organizations
- The United Nations recommends the adoption of an integrated approach to DDR, including by integrating DDR strategies with other post-conflict stabilization efforts such as security sector reform or transitional justice and, where applicable, adopting a regional approach to DDR
- Integrated DDR calls for a varied approach to addressing different types of participants, including male and female adult combatants; youth and children associated with armed forces and armed groups; ex-combatants with disabilities and chronic illnesses; those working in non-combat roles and dependents and the receiving communities

30.   The presentation recommended key strategic and policy guidance from the series of United Nations Integrated DDR Standards (IDDRS) as the agreed policies and procedures of the United Nations for preparing and executing DDR programmes in peacekeeping operations. IDDRS cover 24 areas of DDR, ranging from the strategic level to the operational and tactical levels.

31.   African practitioners were encouraged to use IDDRS because:

(a) IDDRS successfully consolidate policy guidance in the field and translate the guidance into a United Nations approach to DDR
(b) IDDRS constitute the most complete collection of lessons and good practices of DDR based on the experience of the United Nations
(c) IDDRS provide not only a policy guidance framework but also policy options for effective implementation of DDR programmes
(d) IDDRS enable DDR practitioners and experts to make informed decisions at every step of DDR programming

32.   As a policy tool, IDDRS may help African initiatives achieve the main objective of a DDR programme, which is to contribute to security and stability in a post-conflict environment, so that recovery and development can begin, and to make ex-combatants stakeholders in peace. The United Nations System-wide support to DDR programmes involves agencies, programmes, funds and other entities such as the Department of Political Affairs, the Department for Public Information, the Department of Peacekeeping Operations, the International Labour Organization, the International Organization for Migration, the United Nations Development Programme, the United Nations Population Fund, the Office of the United Nations High Commissioner for Refugees, the United Nations Children's Fund, the United Nations Institute for Disarmament Research, Office for Disarmament Affairs, the United Nations Development Fund for Women, the Office of the High Commissioner for Human Rights, the World Food Programme, the United Nations Programme on HIV/AIDS, the World Health Organization, and the Food and Agriculture Organization of the United Nations.

33.   The presenter concluded by stating that IDDRS will underpin United Nations support to DDR programmes in Africa and elsewhere.

III. Plenary Session 2: Country-specific DDR Experiences in Africa

34.   The plenary was co-chaired by His Excellency Mr. Denis Kalume, Minister of State in charge of Interior, Decentralization and Security of the Democratic Republic of Congo, and Mr. Patrick Hayford, representing the Office of the Special Adviser on Africa (OSAA).

35.   Five countries presented their DDR experiences: Angola, Liberia, the Democratic Republic of Congo, Sierra Leone, and Uganda; the presentations were followed by a general discussion.

1. Summary of presentations

1.1. The Democratic Republic of Congo

36.   The conference learned that the DRC implemented two security sector reform programmes: one responsible for the integration of 18 brigades, and the other for coordinating the DDR process. The DDR programme was characterized by the following achievements:

- Transportation of 64,799 ex-combatants before elections in the context of electoral security
- Negotiation with key armed group leaders who were not signatories of the peace agreement, to unconditionally free under-aged combatants and hostages
- Negotiating with transitional authorities to grant amnesty to some warlords and local communities for the reintegration of ex-combatants
- Partnership with NGOs to assist and protect vulnerable groups, especially women and children
- Reinforcing the application of transitional laws prohibiting recruitment of children and establishing child protection agencies throughout the country
- Designing the operational framework for effective implementation of the national DDR programme (PNDDR)
- Repatriating Congolese COFS from Angola (1,628) and Congo-Brazzaville (483).

37.   The presenter indicated that the government faced the following challenges:

- Redesigning the national DDR programme to take into account the needs of ex-combatants and the concerns of the local community
- Establishing synergy between the DDR programme and other post-war reconstruction programmes
- Completing the disarmament of national and foreign armed groups
- Mobilizing financial partners for robust and consistent funding of DDR and SSR

1.2. Angola

38.   After two unsuccessful peace agreements (Bicesse and Lusaka Accords), the armed conflict between the Government of Angola and National Union for the Total Independence of Angola (UNITA) forces ended with the signing of the Memorandum of Understanding of Luena in April 2002. The peace process was observed by the UN. Angola carried out a full scale DDR programme named Angolan Demobilization and Reintegration Programme (ADRP) with the financial and technical support of the World Bank and other donors. Currently, the National Commission for the Social and Productive Reintegration of the Demobilized and Displaced (CNRSPDD) is responsible for political and administrative coordination of the DDR programme, and the Institute for the Socio-Professional Reintegration of Ex-Combatants (IRSEM) is its operational structure. The programme has succeeded in demobilizing 97,392 ex-combatants out of 138,000 targeted.

39.   Provisions for transitional justice are not part of the programme since the Luena Peace Accord grants a general amnesty to all combatants, including those involved in war crimes. The programme includes specific projects for assisting members of vulnerable groups (women, children, and disabled). The government partners with non-governmental and religious organizations to extend assistance to local communities and combatants' dependents. The programme also provides for a national conference on the reintegration of ex-combatants, which took place in April 2007. The general practice is to place demobilized combatants in the public health and education sectors. Lessons learned from the Angolan DDR case include:

- The need to reinforce the competencies of national institutions
- Adequate planning and timing are crucial
- Involvement and participation of all stakeholders, credible governmental and non-governmental, is vital to success
- The need to reinforce implementation capacities of all operational partners involved
- The importance of following up and evaluating the programme.

40.   In conclusion, the example illustrates the importance of establishing a linkage between the DDR programme and associated programmes at the beginning of the programme,; determining a clear timing for the programme; transferring DDR tasks and responsibilities to relevant national agencies or structures, especially those dealing with vulnerable people and war victims; and deploying and employing qualified human resources for the effective implementation, follow-up and evaluation of DDR programmes.

1.3. Liberia

41.   Rivalry between two conflicting social groups has been the main cause of social tensions and conflicts. At the beginning the DDR programme involved 38,000 ex-combatants, and then 98,000 more joined. The programme was fully implemented, evaluated and yielded satisfactory results. DDR and SSR processes were separated; the SSR programme was started later. Community members were given the opportunity to voice their opinion on all combatants who wanted to be reintegrated in the army. Regarding transitional justice, Liberia made a national policy decision to resolve and settle disputes through local traditional structures in order to foster community reconciliation and national unity. The presenter recommended that:

- International donors should support rather than dominate local structures

- National ownership is important. African governments should provide their contributions to DDR programmes and budgets and participate fully in order to get full control over the process
- DDR programmes should take into account the concerns of women and children to avoid excluding those who demobilize themselves in order to protect their dignity
- Judiciary and justice problems should be dealt with by local rather than international structures

42.   At the end of the presentation the Liberian Minister, head of the delegation, requested that Liberia host the next international conference on DDR and stability in Africa.

1.4. Sierra Leone

43.   The resolution of the conflict in Sierra Leone was made possible thanks to peace agreements which were concluded in Abidjan (November 30, 1996), Conakry (October 23, 1997) and Lome (July 7, 1999). The DDR programme emerged from these peace agreements. The active involvement of ECOWAS, armed group leaders and civil society played a decisive role. A DDR committee included representatives of the United Nations, in addition to the national members, and an informational structure for the sensitization of local communities and combatants. Overall, the DDR programme facilitated the demobilization of 72,490 combatants, instead of the 45,000 initially targeted. Of those, 6,845 were child soldiers.

44.   With the assistance of the IMATT (International Military Assistance TRG Team), 2,400 combatants qualified for integration into the new army. The police force also had accepted a certain number of combatants. The DDR programme was designed and implemented in synergy with the World Bank's programme for poverty reduction and the Monitoring and Progress Review Division (MPRD). A central secretariat of the National Security Council coordinated all security sector reform activities, including DDR. UNDP provided financial support for the collection of 9,000 weapons. UNICEF supported the Programme of Reintegration of Children. Children aged 16 to 17 years received vocational training. The programme managed to place demobilized combatants after training.

45.   Few women benefited from the programme because they were regarded as dependents, rather than combatants. Civil society organizations filled the gap by providing training and skills development programmes for women. Concerning transitional justice, a Special Court for Sierra Leone was established on 30 November 1996. The court dealt with violations of international and humanitarian laws. A Truth and Reconciliation Commission was established 90 days after the signing of the peace agreement. The Government has been talking with 435 COFS since October 2002. Of those, 144 were repatriated in April 2005. In collaboration with the private sector, which was weakened by the war, about 1300 jobs were created for younger combatants throughout the country.

46.   The DDR programme faces the following challenges:

- Lack of a regional approach to DDR, despite the involvement of the regional actors such as ECOWAS
- Failure to assist combatants' dependents
- Failure to gender the programme

- Lack of resources and capacities to address the psychological needs of demobilized soldiers and war victims
- Difficulties in assuring national ownership and linking SSR to both DDR and DDRRR

47.   The experience of Sierra Leone underlines the importance of national ownership, basic education and political commitment to security arrangements, fundraising for complex security programmes, coordination, control and integrated management of DDR processes by the government. In conclusion, the experience of Sierra Leone led to recommendations that DDR practitioners should:

- Consider institutionalizing the linkage between SSR and DDR programmes and other relevant programmes in a long-term perspective
- Assure coordination of the DDR processes
- Mobilize sufficient funds for disarmament and demobilization, and reintegration and rehabilitation
- Involve local communities
- Determine the root causes of the conflict
- Invest in national reconciliation and community participation initiatives
- Gender the DDR process from the very beginning
- Apply governance principles of transparency, profitability and equity throughout the management of the DDR process

1.5. Uganda

48.   Uganda, which got independence from Britain on 9 October 1962, is landlocked. The population of this rather small country is 27 million people divided into 56 tribes, characterized by ethnically based armed conflicts. The armed struggles aimed at achieving political power destabilized the country during various regimes of the post-independence era.

49.   Uganda's recovery from a protracted civil war since 1962 is widely cited as a success story, brought about through structural and institutional reform that opened the country up to the world economy and the adoption of market-friendly policies. However, Uganda's success story in economic growth and poverty reduction has been seriously undermined by conflict and displacement in the north, a consequence of the 20-year war in the north on the one hand and the continued lawlessness in the Karamoja region on the other, resulting in governance and humanitarian challenges. In terms of achieving the Millennium Development Goals (MDG), the conflict in the north and the cattle-rustling practices in Karamoja have contributed significantly to increasing regional disparities. To achieve peace and security in the two regions, the Government of Uganda has undertaken disarmament, demobilization and reintegration exercises at different times.

50.   During various regimes and at various stages, the country has disarmed, demobilized and reintegrated the following categories of combatants:

- **Surrendering combatants**: These included all those who gave up due to either pressure from government forces or hardships in the unfriendly bush environments
- **Captured combatants:** During their armed struggle, a large number of combatants were captured and became prisoners of war, while their comrades continued fighting

- **Defeated combatants**: These included members of armed rebellions that were defeated by government forces
- **Victorious combatants**: These include all those armed combatants who won victories, enabling their political wings to take state power. While many of them became government forces, others opted for civilian life in an effective DDR.

1) Achievements and Challenges

a) Achievements

51.   Since the resumption of disarmament, there have been a number of achievements as follows:

  (i)   **Relative peace**. The region is enjoying a peaceful atmosphere just like many other parts of the country.
  (ii)   **Law and order.** There is reasonable law and order in the region with an increased presence of state organs. There is no more loitering with guns.
  (iii)   **Reduction in road thuggery.**
  (iv)   **Recovery of guns**. During the 2001/2002 disarmament, 10,000 guns were recovered, and from 2004 to the present time about 8,000 have been recovered out of the total 40,000 estimated to have been in illegal hands in the region prior to the commencement of disarmament.

b) Challenges

52.   The disarmament programme has been faced with a number of challenges, the most notable ones being:

  (i)   **Source of guns**. The guns found in the pastoralist community in Karamoja came from various sources that include:
            - Uganda itself. Through attacks on isolated targets, a number of guns have been lost to the community
            - Foreign countries. Most of the guns in Karamoja come from Sudan, Ethiopia, Somalia and Kenya. These countries have pastoral communities with ethnic links to the Karamojong and usually sell them arms.
  (ii)   **Escape to Kenya**. The Kenya/Uganda border is an imaginary line that cuts through families. This resulted in families and tribes being divided into two different countries. Whenever crime is committed or in order to avoid disarmament, Ugandan pastoralists move to Kenya.
  (iii)   **Influx from foreign countries**. Pastoralists from Sudan and Kenya often come to Uganda under the pretence of searching for pasture but come fully armed, and engage in cattle rustling and arms dealing.
  (iv)   **Alternative means of livelihood**. For a long time now, the gun has been used to acquire wealth. Animals are stolen, road blocks staged and thefts carried out for financial gains. If the gun is taken away, then there is fear of becoming poor.
  (v)   **No popular support for disarmament** Since there was an objective of financial gain in acquiring guns, no one is willing to surrender his. The few who acquired them for protection would not easily surrender them either.

2) Way Forward

- Continue with disarmament
- Joint disarmament with Kenya in order to stop the escape of criminals to Kenya, and vice versa
- Continue achieving regional security through the East African Community (EAC) and the Inter-Governmental Authority on Development (IGAD)
- Implement the Karamoja Integrated Disarmament and Development Programme (KIDDP)

3) Conclusion

53.   The presentation indicated that the Government of Uganda has successfully disarmed, demobilized and reintegrated former rebel groups. Forceful and voluntary disarmament of the protagonists, demobilization of the defeated groups and reintegration of the members of these groups, into civil society in some cases, or into government armies, is still going on.

54.   Using this approach, the Government has managed to create conditions for lasting peace and stability.

2. <u>Summary of discussions</u>

55.   Following discussions, the common lessons learned were:

1) There is a need for African countries to share their successful experiences of DDR.

2) There is a need for effective appropriation of the programmes by the nationals. This point of view was abundantly raised by the participants who noted that the effort provided by the financial partners is not sufficient in connection with the construction of a national expertise in DDR. If at the beginning of the programmes it was felt that there was a lack of national expertise it is not always the case today, when many African countries have solid expertise and effective capacity to manage DDR programmes.

3) Dialogue between the international community and beneficiary countries should allow both parties to define the level of technical and financial support necessary for the successful implementation of DDR processes. The national ownership processes should coincide with the designing of the programme, enabling locals to take over immediately when the programme ends.

4) The political authorities should demonstrate more commitment to DDR processes by taking responsibility, instead of marginalizing them or being unaware of them. The financial partners and the international community played their role; it is time for the governments of the African countries to also play theirs by, for example, improving governance, combating corruption and judicial impunity, providing a political, financial and legal support system, and developing national programmes adapted to the internal needs of their respective countries.

5) In DDR, we have observed that the "R", i.e. 'reintegration', is often neglected, which makes it difficult for the peace sought after the conflicts to be consolidated due to the fact that reintegration is considered in the short term and thus cannot acheive a sustainable socio-economic reintegration of the demobilized in the civil community. It is a fundamental issue which later meetings should revisit.

6) Often the benefit to those who are demobilized within the framework of their rehabilitation is perceived by the local community as a reward for the antisocial behaviour of the ex-combatants, who may have committed numerous reprehensible acts against members of the community.

7) It is important to also examine the best manner of organizing the material support necessary for the rehabilitation of the demobilized.

8) DDR programmes should be examined on the regional level, because it is often the presence of armed groups on foreign soil which affects the relations between various African countries, thus preventing, the restoration of peace. One will thus have, within the framework of regional agreements, to ask for an engagement of each country to prevent the existence of the armed groups. Simiarly, the success and durability of DDR programmes also depend on regional safety measures, such as the adoption of the pact on security, stability and development in the Great Lakes region.

9) It is necessary to link DDR with the objectives of development, because DDR engenders peace, and without peace there can be no sustainable development.

10) DDR programmes focus on disarmament of former combatants but often overlook disarmament of the community at large, with the result that when demobilized ex-combatants arrive in communities there are weapons present. Community disarmament needs to be on the DDR agenda.

11) Demobilized ex-combatants are trained and supported in preparation for their reintegration, while the community in which the ex-combatants will undertake their activities is sometimes not supported at all, which leads to many cases of failure in the reintegration of the ex-combatants; it is thus necessary for successful DDR to also take into account the support of the receiving communities for more effective reintegration.

12) Another explanation for the inefficiency of DDR programmes is that they are not implemented in synergy with the campaigns against poverty; if they were, this would ensure the durability of reintegration activities.

13) In DDR programmes, education on the culture of peace is not regarded as a priority.

14) There is a need to understand the strategic importance of rural development and agriculture, of investment in public works and infrastructure, and the creation of employment and the appropriation of programmes.

15) Often the Ministries of Agriculture, Education and Labour, which are key actors in DDR as much as the Ministries of Defence, Security, Finance, and Social Affairs, are

overlooked at the national level. At the international level, organizations such as FAO, UNESCO and ILO can play a prominent role.

16) A linkage between DDR and the various programmes for women and children needs to be established.

IV. <u>Plenary Session 3: Private and Public Partnership in the Process of Reintegration of Ex-combatants</u>

56.   This session was co-chaired by Mr. Albert Mulimbi, President of the "Fédération des Entreprises du Congo" (DRC), and Mrs. Claudia Coenjaerts, Senior Specialist for Socioeconomic Reintegration at the International Labour Organization (ILO).

57.   In order to facilitate the discussion, International Alert and UNDP made initial statements which were followed by a vigorous discussion on the critical subject of reintegration of ex-combatants and the local economy.

1. <u>Summary of presentations</u>

58.   Mr. Mulimbi underlined the important role that the FEC plays in the reintegration of ex-combatants, in partnership with government agencies. FEC coordinates 80 per cent of DRC enterprises and provides 80 per cent of public revenues. FEC's viewpoint is that only the private sector and the FEC in the first place can create value-added wealth and accelerate job creation processes that reflect DDR needs effectively.

59.   Such a challenge requires a serious and constructive partnership between the Congolese private sector and government. With reference to presidential electoral promises (President Kabila's five development areas), government needs to improve the business environment for private sector development in order to rebuild a strong, impartial, competent state and respond to people's demands for social goods and economic opportunities, such as employment for ex-combatants, training skills development for demobilized combatants, and, above all, vulnerable groups such as women and youth. It is FEC's desire that the private sector in the DRC should also be involved in the management of the international financial assistance for public sector programmes such as DDR and SSR.

60.   Mrs. Coenjaerts reinforced FEC's contention by stressing the importance of employment creation and economic growth to DDR. As experience clearly indicates, without job creation the risk of renewed violence increases. She stressed the fact that private sector development is not only about creating business and employment opportunities but also a matter of partnership between all development agencies, including self-employment and SME organizations and formal sector organizations, in order to fulfill the political-economic role of government to facilitate the creation of a healthy business environment for the private enterprises that can employ ex-combatants, community workers, and others.

61.   The representative of International Alert, Ms. Charlotte Watson, said that local private companies and community organizations should play a crucial role as peacebuilding stakeholders because they can attend to many social and economic needs which are beyond government capacities. Their contributions to social development processes impact on DDR

programmes and hence foster socio-economic reintegration of demobilized combatants. Social sector organizations are therefore key to the success of DDR programmes.

62.   The UNDP representative Mr. Ross Mountain agreed, asserting that post-conflict countries need sustainable peace and security in order to rebuild their economies. Therefore DDR processes should go beyond disarmament and demobilization and address the critical aspect of socioeconomic reintegration of ex-combatants. DDR is more likely to succeed where there is sustainable development and where the process utilizes resources for reintegration in the same way it does for disarmament and demobilization. Reintegration is the most difficult challenge to any DDR programme but it is also the most important in terms of DDR being successful in creating sustainable peace and security. DDR approaches that promote sustainable reintegration should be encouraged. Such approaches benefit both individuals and host communities. They also contribute to community reconciliation. They foster sustainable private-public partnership because they are based on long-term strategies and programmes. This partnership becomes vital in a situation where financial networks are also almost non-existent. DDR practitioners and experts should consider the role that the private sector may play in the sustainable reintegration of demobilized combatants, beyond government agencies and NGOs.

63.   UN-HABITAT argued that in Africa or anywhere else in the world, no DDR programme will ever have a chance of success in an environment of economic or social instability because the opportunities for criminality are simply far greater than the security and safety capacity of the state in such circumstances. One of the key factors, both in DRC and in Africa at large, is the uncertainty over land and property rights; this is evident in the continued demand for UN-HABITAT to engage with both the humanitarian community and government over conflict points, mainly in Eastern DRC, where a significant portion of the population remain armed. Therefore, as a complementary means of establishing stability and providing alternative means of dispute resolution for land and property rights, UN-HABITAT proposes to work with ex-combatants, helping them develop skills for sustainable livelihoods within a strategic recovery programme that also reduces flashpoints for conflict over land and property rights. Working alongside humanitarian and development actors who are addressing a range of immediate needs, both UN-HABITAT initiatives, complimented by technical assistance and capital reconstruction works, contribute to building sustainable peace following years of conflict in the DRC and in Africa.

64.   Participants noticed that the majority of cases in Africa, including reintegration programmes such as the MDRP, have not sufficiently taken into account the dynamics and limitations of the local economy. It was therefore requested that more detailed and holistic research, as well as analysis of local economies, be undertaken prior to the design and implementation of reintegration programmes, which should also take into account the involvement of local communities.

2. Summary of discussions

65.   After discussion, the lessons learned were that:

    1) Involving the private sector in DDR programmes is a good initiative. It links reintegration challenges to job opportunities in the private sector and to the integration

of ex-combatants into productive activities of the economy. Attention should also be given to microfinance and commercial bank facilities.

2) The majority of women ex-combatants are deprived of DDR benefits or compensation schemes for several reasons, such as illiteracy, family responsibilities, discrimination, <mark>dignity</mark>, exclusion, etc. Reintegration compensation schemes should provide more incentives to attract female combatants to DDR programmes.

3) DDR programmes are often perceived as emergencies or short-term projects. This perception must change. DDR programmes should have long-term objectives. Here, partnership with the private sector is likely to add value to the process.

4) African countries and their funding partners express the need to update DDR programmes for the following reasons:

- Generally, DDR programmes are designed for short- and medium-term periods, whereas reintegration needs are long-term;
- Under the terms of many national peace agreements, DDR programmes target ex-combatants and not their dependents.

5) Many employers and investors do not wish to employ ex-combatants, whom they believe to be 'lazy' and weakened physically, psychologically and educationally.

6) DDR programmes should go beyond limiting the process to small survival activities or packages. DDR must respond to macro-economic policy and regional integration challenges and issues.

7) The private sector plays an important role in the success of DDR programmes. However, the role of the private sector should not be overestimated. This role is limited and dependent on government's willingness and ability to create a favourable environment for business development by providing services such as security, safety and human protection, justice and discipline. In Africa, superpowers that control the global economy and determine the price of African commodities also impact on private sector development.

8) Reintegration programmes need to take into account the dynamics and limitations of the local economy, and the involvement of local communities, prior to the design and implementation of these programmes.

V. **Plenary Session 4: Critical Questions in DDR Programmes in Africa**

66.   The session was co-chaired by His Excellency Mr. Denis Kalume, Minister of State in charge of Interior, Decentralization and Security of the Democratic Republic of Congo, and Mr. Patrick Hayford, Director, Office of the Special Adviser on Africa, representing the United Nations.

67.   Four issues were identified as critical aspects of DDR programmes. In order to facilitate the discussion, international experts engaged by the United Nations made presentations on the subject as follows:

- Linkage between DDR and SSR by Mr. Alan Bryden, Deputy Head of Research at the Geneva Center for Democratic Control of Armed Forces (DCAF)
- Children and women associated with armed forces and armed groups by Ms. Sylvie Bodineau, Independent Consultant
- DDR and transitional justice by Mr. Alpha Fall, Senior Associate at the International Center for Transitional Justice (ICTJ)
- Combatants on foreign soil by Mr. Hans Romkema, Independent Consultant.

1. Linkage between DDR and SSR

68. The close links between DDR and SSR have been acknowledged by experts in both fields. This paper discusses some of the key challenges that must be addressed in order to link DDR and SSR concerns in ways that can positively influence policy and practice. In particular, it argues that supporting security sector governance institutions provides an important way to link DDR and SSR concerns. Some of the key challenges to achieving better synergies in practice between DDR and SSR are identified and related to post-conflict peacebuilding experiences in Africa. As the major theatre of engagement for peacebuilding activities by the United Nations as well as a host of other bi- and multilateral actors, Africa merits special attention in terms of the benefits to be accrued from improving the record of post-conflict peacebuilding. In order to understand the relationship between DDR and SSR in Africa, it is essential to draw on experiences from a range of different contexts with states in different phases of transition from war to peace. The paper highlighted examples of Burundi, the Democratic Republic of Congo (DRC), Liberia, Sierra Leone, and South Africa.

69. Across a range of different contexts, security governance issues such as disarmament, demobilization and reintegration (DDR), security sector reform (SSR) and reinforcing the rule of law are now increasingly recognized as priority, interrelated peacebuilding tasks. Within the framework of post-conflict peacebuilding, strong linkages are particularly apparent between DDR and SSR:

- DDR sets the parameters for SSR through determining the numbers and nature of the security sector
- Successful DDR can free up resources for SSR
- A vision of the future security sector – its mandate, objectives, structure, etc. – should inform decisions on who is demobilized or retained
- SSR is in part a reintegration mechanism. Former soldiers may be employed in other parts of the security sector
- DDR is defence reform. Depending on who is demobilized or retained, this may result in performance improvements but may also have other unintended consequences
- Failed reintegration causes additional strain on police, courts and prisons, as well as threatening the human security of communities and individuals.

70. Addressing the needs of former combatants is directly linked to opportunities to reform (or transform) the security sector, both immediately following conflict and as a contribution to longer-term security and development. The two issues are often best considered together as part of a comprehensive security and justice development programme. Increased coordination and cooperation are crucial to operationalizing the DDR-SSR nexus.

71.   A pre-condition for effective coordination is that all actors share the same understanding of DDR and SSR. The relative novelty of the SSR concept and its varying interpretations represent an obstacle in this respect that accentuates the need for commonly applied definitions. Bringing more clarity at the policy level would have a consequent effect in programming terms, particularly in avoiding duplication of efforts. A security governance approach must lie at the heart of efforts to address the challenges of DDR and SSR because it provides a means to integrate activities and actors, formal and informal, at international, state and sub-state levels, based on common understandings of core principles.

72.   This perspective goes beyond state-centric approaches to emphasize the human security of individuals and communities as the key criterion for success. In this regard, due attention must be paid not just to enhancing the performance of security and justice providers, but to national capacities to manage reform processes and to ensure democratic control and oversight of the security sector, by parliaments as well as civil society. Particular focus must be placed on under-represented groups such as women and children.

73.   A key yardstick for success in both DDR and SSR is the attention given to the needs and priorities of local and national actors. The principle of local ownership in DDR and SSR requires an approach to policy making and programming that is firmly grounded in local contexts. Local ownership is a process characterized by participation, communication, humility and long-termism. Local ownership must extend beyond central government to include broad participation at all levels of society. It requires building the capacities of national and local actors to take responsibility for their own security, thus providing a genuine prospect for a meaningful transfer of responsibility. Fundamentally, this means that external actors must resist the temptation to impose their own models and expertise but instead facilitate the design, management and implementation of locally driven programmes.

74.   Peace agreements represent an under-utilized mechanism for addressing both DDR and SSR concerns. This argues for flexibility to ensure that agreements do not bind parties too tightly to unrealistic figures that will later have to be adjusted. Broadening the range of actors involved in peace negotiations is one way to invest negotiations with security governance concerns by enlarging the expertise base of participants and ensuring that under-represented parts of society are provided with opportunities to participate and input their views and perspectives. In particular, this addresses the long-term risks posed by marginalizing groups from the peace process.

75.   If the roles of different security actors have become blurred during conflict, then an important part of the link between DDR and SSR programmes is to clearly distinguish these roles and enshrine the distinction in legislation. SSR considerations – in the shape of clear criteria for entry into the security sector – should therefore come first in such arrangements. If the requirements of reintegration can be met then that is a bonus, but they should not be what drives policy. If it is a stated goal to place former soldiers in other parts of the security sector, then this needs to be linked to the capacity of the security sector to absorb them.

76.   Ideally, decisions on DDR should follow a broad-based SSR assessment process that involves a wide range of national stakeholders – facilitated by the international community – in defining their own security needs as a point of departure to determine the size and nature of the security sector. Developing a national security strategy can be an important process in helping to define a state's security needs and therefore the type of security sector most suited to it. In reality, how the DDR-SSR nexus plays out in practice is highly context-specific.

Processes may be parallel with little direct relationship between the two. In some cases DDR provides an entry point for SSR or SSR may prove a confidence-building measure to allow for DDR. In others, DDR can be considered as an integral part of a broader SSR programme. The bottom line is to avoid situations where efforts in one area have ripple effects that adversely affect broader peacebuilding.

77.   Issues relating to resources should be considered seriously. Resources provided to support DDR and SSR processes suffered from shortfalls, short-termism and a lack of correlation to the budget limitations of national authorities. The UN's Integrated DDR Standards (IDDRS) reinforces this point by stressing that "while taking ex-combatants into public service may be an important part of overall reconciliation and political integration strategies, especially as part of SSR, it can be sustainable only when economic circumstances allow for the expansion of public services". Both external actors and national authorities must commit appropriate resources and, critically, political will, if these issues are to be addressed.

78.   DDR processes are often judged by the numbers of former combatants that are disarmed, demobilized and successfully reintegrated. But, the success of linking DDR to SSR depends on how the process reforms or even transforms a dysfunctional relationship between the security sector, elected authorities and society. Injecting such broader considerations may seem to muddy the waters in terms of evaluating DDR programmes. But understanding and operationalizing this linkage is essential if the contribution of DDR in shaping broader security and development outcomes is to be optimized.

79.   The following recommendations were put forward as a contribution to the debate on linking DDR and SSR:

1) Concepts count. In particular, conceptual clarity on what constitutes 'SSR', both within the UN family and across the range of relevant actors, will provide a frame of reference for coordination.

2) Further consideration should also be given to developing synergies between other related activities such as mine action, small arms and light weapons programmes or transitional justice. An increased emphasis on assessment, monitoring and evaluation of DDR and SSR programmes should be pursued with the specific goal of facilitating harmonization and alignment. A specific chapter should be developed in the IDDRS to address the DDR-SSR nexus. This will facilitate the integration of these concerns into institutional policy and practice.

3) Better coordination between DDR and SSR stakeholders at headquarters and in the field can be achieved through mechanisms that provide for structured information sharing that prioritizes a division of labour based on comparative advantage. Fundamentally, coordination between international actors involved in DDR and SSR will be of limited value unless national actors play a central role in these processes.

4) Coordination will only be meaningful if appropriate human and material resources are deployed to implement DDR and SSR programmes. This calls for a multidisciplinary approach that utilizes a wide range of skills sets from military and police professionals to legal, financial management and human resource experts.

5) DDR and SSR programmes require timely and sustained funding. Slowly disbursed funding for reintegration frequently causes broader security problems while short budget cycles and individual project funding for SSR lack the sustainability necessary to shape outcomes in long-term reform processes.

6) Reintegration of former combatants into other parts of the security sector is a concrete way that DDR can contribute to SSR. This should not be an ad hoc process based on the preferences of political leaders or individual choice but should reflect clear SSR-driven criteria. Candidates must be vetted for war crimes or human rights abuses and tailored training must be provided.

7) The international community has significant leverage – often not effectively deployed – to influence the shape of peace processes. To integrate DDR and SSR concerns, strong efforts must be made to ensure that peace agreements reflect the needs of the future security sector rather than simply the preferences of former conflict parties. DDR provisions should be flexible and process-based to meet shifting perceptions of threat and need.

8) DDR and SSR programmes will be best linked if they reflect an expression of national priorities and will. Local actors need to be intimately involved in DDR and SSR activities from their inception.

9) DDR and SSR programmes must be designed to have a positive impact at the community level. Local stakeholders' participation will promote transparency and accountability.

10) A security governance approach provides the right optic to link DDR and SSR. Fostering national capacities in security sector governance institutions provides a key means of linking DDR and SSR. This will promote local ownership and thus sustainability and legitimacy, and a gradual transfer of responsibility to local actors.

2. Children and women associated with armed forces and armed groups

80. In the field, many questions arise regarding the efficiency of DDR processes for children. Experience shows that DDR programmes can adversely affect children if designed inappropriately. The challenge is not only one of ensuring that all children are eligible for DDR benefits and access to DDR programmes. Indeed, progress has been made in this area. The publication of standards captured in the "Paris Commitments" (February 2007), the "Paris Principles" (February 2007), and the "UN Integrated Standards on DDR" (IDDRS, December 2006) is a measure of the progress made in recognizing the specific treatment required for children in DDR processes.

81. Rather, the challenge is two-fold: 1) to recognize that the release and demobilization of children should be driven by international legal standards prohibiting the recruitment of children, rather than be driven by a concern for security; and 2) that long-term reintegration, in contrast to short-term reinsertion, should be the driving force behind DRR from the outset to ensure long-term sustainability.

82.   African nations, through the African Charter, agree that the recruitment of children under 18 is illegal and among the worst forms of child labour. This principle was agreed on at the international conference held in Paris in February 2007, during which 59 states, 15 of them from Africa, committed to 20 p rinciples.

83.   With regard to the second remaining challenge identified, namely, reintegration, the challenge is increasingly to ensure that programmes are designed to facilitate broad reintegration and prevent re -recru itment. Prevention of re-recru itment remains an outstanding challenge. To be successful, prevention of recruitment must take into account the various reasons why children are incorporated into armed forces and armed groups in the first place. It is essential to address attitudes which allow children to participate, and to improve the circumstances of children's lives which lead them to make such dangerous choices. Successful prevention requires a collaborative set of actions, including local, national and regional actors.

84.   In order to support reintegration, several actions should be undertaken: support to the family, alternative care, holistic socio-economic approaches, education, economic reintegration, psycho-social support, health care and follow-up. All these actions need competent, properly prepared staff, able to make a long-term commitment. In addition, the "economic" part of the process must be considered.

85.   At the heart of the issue are the needs of girls who do not experience the same realities as boys. Programmes often fail to respond to their specific needs. Girls suffer a wide spectrum of unequal treatment and abuse as they are subjected to prejudice from their communities, commanders, and the formal DDR process , which focuses on male combatants. Despite their active p articipation in conflicts, voluntary or not, girl combatants are rarely taken into account by demobilization programmes; when they are, their specific needs are neglected.

86.   Despite the existence of a legal framework and considerable efforts by the international community since Graça Machel's report in 1996, the use of adolescents and children by armed forces and armed groups continues in all African countries in conflict.

87.   Elements such as principles and good practice have been elaborated (Cape Town Principles, Paris Commitments, Paris Principles, IDDRS), yet challenges have emerged and continue to need reflection and exchange. Many questions arise regarding the efficiency of DDR processes for children. Experience shows (e.g. Liberia) that DDR programmes can be disastrous for children for a variety of reasons:

- Delays in launching the formal process prevent children from being released. In other cases, due to political or security priorities, the process is accelerated, leading to a "massive" release of children without proper preparation
- Not all children are included, because the identification and screening mechanisms are ill-conceived
- The process is conducted under military conditions that do not enable "self-demobilized" children or girls to join without fear of stigmatization or abuse
- Mission staff are rarely qualified to guarantee child protection
- The funding is too often based on, or restricted to, the 'mechanics' of the demobilization, and fails to take into account the community needs and those of other children affected by the armed conflict

- DDR is a short-term process, whereas child protection is a process that unfolds over a longer period of time
- The 'mechanical' aspect of the formal process leads to the belief that things can be easily settled using the same procedures for everyone. Child protection, however, needs an individual approach.

88.   This is due to the fact that formal DDR processes aim at providing country security, whereas child protection programmes aim at re-establishing children's rights and improved living conditions. For security-conscious actors managing the demobilization process, priority will be given to identifying, disarming and demobilizing children who fought to eliminate this security risk. Prioritizing security issues over child rights causes formal DDR programme priorities to dominate child protection programmes. The experience of Liberia illustrates this tension and demonstrates that even when provisions are made for children at the policy level, these are not necessarily implemented.

89.   Age determination can be misleading since, in many other African countries, birth records are often not issued, and as such there is no precise way to determine the age of most children.

90.   Communities are key actors in preventing recruitment as well as identifying and reintegrating children, for the following reasons:

- Identifying children who avoided the formal process is most likely done by the community
- Raising community awareness can reduce stigmatization
- The community can ensure long-term reintegration of children
- Targeting community can help prevent recruitment

91.   Even if the main objective is protecting children, programmes should not limit themselves to this target group. Programmes supporting child reintegration must consider the community as actor and beneficiary in order to bridge this gap.

92.   Multi-donor funds have some positive aspects, notably the volume of the funds and the possibility of starting at the same time as demobilization. Peace agreements, as a central component for developing the framework of DDR programmes, should mention issues related to child protection and rehabilitation. Often, camps for refugees and internally displaced persons are likely places for recruitment of children. This area requires special attention and additional measures.

93. The paper presented the following operational conclusions and recommendations:

1) Close collaboration and coordination with formal DDR programmes are necessary

2) Implement specific programmes for child protection that operate outside and sometimes before the formal DDR process begins (even when no formal DDR programme is implemented, efforts have to be made to release children and reintegrate them)

3) Modify the funding rules of child-oriented programmes and target the entire community as well as other vulnerable persons

4) Ensure that child protection specialists are part of discussions about the formal DDR process as soon as possible

5) Separate children from adults as soon as possible in militarized cantonment sites

    Officers in charge of the formal process should take part in child protection training and awareness-building activities

6) Provide mechanisms to reach children who have eluded the formal process

94.   UN IDDRS has proposed a number of specific recommendations (see IDDRS OG5.20 Table 5.20.1: Key focus areas for young ex-combatant reintegration programmes and Table 5.20.2: Labor market measures to improve reintegration prospects of young combatants).

95.   The paper made specific recommendations for girls associated with armed forces and armed groups, namely:

1) Collect more information about girls and disaggregate data according to age and gender

2) Employ more girls in the programmes

3) Give emphasis to education and vocational training for girls

4) Develop more informal programmes

5) Learn from experience and expertise, including findings on research and outcomes of pilot programmes for girls recruited and used by armed forces and armed groups

6) Involve women's groups in programmes

7) Advocate for a culture of equity where rights are respected

96.   The paper also discussed mechanisms for reaching girls and facilitating their reintegration:

1) Improve the identification of girls in the formal process by defining selection criteria and sensitizing agents in charge of identification and screening

2) Improve information flows so they know what their rights and their possibilities are

3) Identify them through the community and through activities such as the establishment of girls' clubs

4) Sensitize communities so they perceive girls as victims and assist in their reintegration and respect their rights

97.   To respond to the problems encountered by girls, the following aspects need to be considered:

1) The psycho-social aspects of sexual abuse and unwanted pregnancies

2) Health servic es including accessible, confidential, child-friendly reproductive health care and psychological support. These services should be also available to girls within communities who were not part of armed forces and armed groups but where sexual violence was p revalent.

3) The need for accommodation (family reunification)

4) Education in parenting skills for unmarried mothers

5) Education and specific socio-economic activities (more for the purpose of socializing than generating income)

3. DDR and transitional justice

98.   Since the mid-1980s, transitional justice (TJ) emerged from the need to confront the legacies of serious human rights abuses with strong judiciary measures such as criminal prosecutions, truth commissions, reparations for victims, and vetting or other forms of institutional reform. Transitional justice often overlaps with programmes for the disarmament, demobilization, and reintegration (DDR) of ex-combatants. The paper focuses on the need for coordinating TJ and DDR programmes, and the importance of achieving both reintegration and justice. Overall, this paper supports the view that the long-term goals of both DDR and transitional justice measures are similar, and that with a moderate degree of cooperation and coordination they may in fact reinforc e each other in positive ways.

99.   The author's position is based on the fact that post-conflict countries in Africa have seen some of the most renowned initiatives in the field of transitional justice, including the South African Truth and Reconciliation Commission, the International Criminal Tribunal for Rwanda, the Special Court for Sierra Leone, the Sierra Leone Truth and Reconciliation Commission, the *gacaca* process in Rwanda, and the first indictments of the International Criminal Court (ICC) against leaders of armed groups in Uganda. Africa has also been the site of the greatest number of DDR operations.

100.   The author defines transitional justice as the range of approaches that societies use to contribute to a holistic sense of justice for all citizens, to establish or renew civic trust, to reconcile people and communities, and to prevent future abuses. TJ differs from other forms of justice in four ways. First, transitional justice addresses the legacies of past human rights crimes. Second, transitional justice requires that the need for justice be balanced against the need for peace, democracy, equitable development, and the rule of law. Third, transitional justice emphasizes the need for a comprehensive approach. Fourth, transitional justice p rioritizes a victim-centred approach.

3.1 Democratic Republic of the Congo

101.   Security sector reform (SSR) and transitional justice appear today to be two of the most crucial issues for consolidating and assuring a lasting peace in the Democratic Republic

of the Congo in a fragile political context , after ten years marked by conflicts and more than 30 years of a brutal dictatorship.

3.2 Liberia

102.   Opportunities for building peace and reconciling people were squandered by President Charles Taylor. The country returned to war in July 1999, which lasted until the Comprehensive Peace Agreement (CPA) was signed on 18 August, 2003 in Accra, Ghana. The new administration of Mrs. Ellen Johnson-Sirleaf inherited enormous social, economic, political and security deficits that need to be addressed in order to avoid any relapse into violent conflict.

3.3 Rwanda

103.   To speed up genocide trials and reduce the prison population, the Rwandan government created an ambitious system of some 11,000 local community courts (*gacaca*) to try lower-level genocide suspects. *Gacaca* rewards those who plead guilty with reduced sentences, including community service as an alternative to imprisonment. However, *gacaca* appears to have compounded, rather than resolved, the problem, as 800,000 people have been accused in *gacaca* proceedings. Virtually all demobilized combatants have received reinsertion and reintegration support. The Rwandan government has also encouraged ex-combatants to form associations and launched microcredit projects to improve their economic opportunities.

3.4 Sierra Leone

104.   Civil society group s involved in the peace negotiations advocated for a truth commission and reparations for victims with the intention of addressing impunity, responding to the needs of victims, and promoting "healing and reconciliation." In 2004, the Truth and Reconciliation Commission (TRC) called for the formulation of policies and legislation to engender reform, as well as the establishment of a fund to provide reparations for the victims of war through a service package and symbolic measures.

3.5 Uganda

105.   As an estimated 21,000 combatants have found their way back to civilian life, the Amnesty Act can be considered a success as an incentive for demobilization. The majority of the population in war-affected areas as well as the government consider the Amnesty Act an indispensable tool for achieving peace.

4. Combatants on foreign soil

106.   Armed groups (AG) that operate across borders as well as combatants on foreign soil (COFS) in general are recurring phenomena in several parts of Africa. Currently their existence is particularly an issue of concern in the Great Lakes region of Central Africa, parts

of West Africa, Somalia, and in the interrelated conflicts affecting the Darfur region of Sudan, eastern Chad and the Central African Republic (CAR).

107. Various types of armed groups have existed in Africa since independence. Their motivations range from regional or ethnic interests, regime change or changing the political order or systems. Economic rent-seeking is an additional motive which may gradually overtake the original objectives.

108. Although over the past years and decades several conflicts on the African continent ended, the problem of cross-border armed groups and COFS persists. In the Great Lakes region, several armed groups from Burundi, Rwanda and Uganda have benefited from the civil conflict and state weakness in DRC to establish and maintain an operating presence in the eastern provinces of DRC. The possibility of demobilized combatants becoming a source of instability in the Great Lakes region, like in West Africa, should also not be excluded. The situation in Somalia is altogether different. Since the emergence of the militias of the Union of Islamic Courts (UIC), Somalia has attracted several hundred foreign fighters, most of whom are driven by religious convictions. Their motivation varies:

- Ideological
- Religious
- Ethnic
- Insecurity
- Seeking to escape legal charges
- Economic rent-seeking

109. However, there is a group of COFS that never decided to join an armed group but who were either:

- Recruited forcibly *or*
- Recruited under false pretexts (e.g. in 2006 some Rwandans were lured into joining a Congolese armed group under the pretext that they would be building roads in the DRC).

110. The report argues that many armed groups are able to operate in foreign countries because those host countries and the armed groups had or still have some political, security or economic relationship. AGs are often used in conflicts between countries. Other reasons for AGs to cross borders are military pressure in their country of origin. Lack of state authority and common interests (of the AG and the host country) may allow armed groups to seek refuge in a neighbouring country. Moreover, some AGs were, in fact, created abroad; for instance, by exiles, sometimes with the support of the country or countries hosting the refugees. Refugee populations and, more generally, the poor, needy and economically excluded are the most prominent sources for recruitment. Therefore, solutions to the COFS problem need to take these issues into consideration seriously.

Recommendations

1) Countries should cease to tolerate (on their territory) or support foreign armed groups. The African Union and regional structures should both monitor and take action against those countries that do not respect the sovereignty and integrity of other states.

2) Countries, including donors, should prevent refugees and immigrants from organizing state-undermining activities against their countries of origin.

3) The conclusion of regional security pacts should become a priority for countries in conflict-prone zones as well as their international partners.

4) A similar pact at the continental level could provide the AU with the legal tools to take action against those countries that continue to host or support armed groups and/or political activists supporting armed groups.

5) Countries emerging from conflicts should make the prosecution of suspected war criminals a priority.

6) Donor countries and international institutions should make the rehabilitation and re-establishment of independent judicial institutions one of the priority areas of their aid programmes in post-conflict situations.

7) Refugees and immigrants who are suspected war-criminals or who might have been involved in acts against humanity should be investigated and prosecuted, either in international courts or in their country of origin.

8) When appropriate, priority should be given to those exiles who are still members of armed groups or who continue to support armed groups.

9) Armed groups do not tend to disappear automatically. If neglected, many gain strength over time. Therefore, is it necessary that affected countries, regional structures, AU and external partners work together to end the presence of all armed groups on the continent.

10) In post-war situations, national governments and international partners should work towards the full integration (into society or government institutions) of all armed groups, combatants, officers and political activists in order to prevent armed groups from reorganizing in subsequent years.

11) COFS should either be repatriated to their country of origin or integrated in the country where they served but should never be neglected.

12) Countries emerging from conflict should work on state-building, including good-governance practices and democratization.

13) Economic misery is a major reason that young men and women join armed groups.

14) Sufficient economic reintegration assistance should be provided to demobilized ex-combatants.

15) Support to countries emerging from conflicts should continue for a considerable period (keeping in mind the first ten years, during which the risk of renewed conflict is exceptionally high).

16) International organizations in particular should review their policies of supporting only voluntary repatriation of COFS. COFS are not refugees and they do not enjoy the legal benefits and protection of refugees. They deliberately destabilize states; they are members of armed insurrections; and they should be treated accordingly. Voluntary repatriation mandates are acceptable but, in some circumstances, the UN Security Council should consider authorizing a mandate to forcibly disarm and repatriate COFS.

17) The various repatriation and reintegration activities should be well coordinated. This requires the exchange of information, including intelligence on COFS.

18) The MDRP's scope and role in the DDRRR of COFs should be extended to other parts of Africa; alternatively, similar structures should also be developed in regions other than the Great Lakes that are affected by COFS.

VI. Breakout Sessions

111.   The participants were divided into four groups based on their preferences. Each group was co-chaired by relevant international organizations, and a rapporteur for each group was nominated as follows:

- Group I: The linkage between SSR and DDR
  Chair: Simon Yazgi *(*DPKO)/ Luc Lafreniere (UNDP)
  Rapporteur: Colonel Zena Nzikani

- Group II: Children and women associated with armed forces and armed groups
  Chair: Ms. Rebecca Symington (UNICEF) / Ms. Beth Verhey (OSRSG -CAAC)[1]
  Rapporteur: Mrs. Flore Sangara

- Group III: DDR and jransitional justice
  Chair: Gen. Lamine Cisse (DPA)[2]
  Rapporteur: Mr. Pascal Mukonkole

- Group IV: Combatants on foreign soil
  Chair: Mr. Bruno Donat (MDRP) / Mr. Ralf Gruenert (UNHCR[3])
  Rapporteur: Mr. Gatho Libobo

112.   The outcome of the discussions was presented by the rapporteurs at Plenary Session 5.

VII. Plenary Session 5: Presentation of the Outcome of Breakout Sessions

113.   The session was co-chaired by His Excellency Mr. Antipas Mbusa Nyamwisi, Minister of State in charge of Foreign Affairs and International Cooperation of the Democratic Republic of Congo, and SRSG Swing on behalf of the United Nations.

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[1] Office of the Special Representative of the Secretary-General for Children in Armed Conflict (OSRSG-CAAC)
[2] United Nations Department of Political Affairs (DPA)
[3] United Nations High Commissioner for Refugees (UNHCR)

Group I: Linkage between DDR and SSR

114. The group divided itself in three technical subgroups, namely :

- A sub-group on "the linkage between DDR and SSR"
- A sub-group on "local ownership of SSR"
- A sub-group on "SSR capacity building and coordination, including funding"

Subgroup 1: Recommendations on the linkage between DDR and SSR

1) Commitment to the implementation of SSR should be made at the regional and international levels, by individual countries as well as by the United Nations and international and regional organizations.

2) Ownership and reinforcement of national capacities of SSR and DDR should be an integral part of the implementation process.

3) African governments should take ownership of DDR processes through a political and financial commitment and ensure that they guarantee a successful conclusion of the processes.

4) The effective control of recovered weapons during a DDR process and their destruction should be reinforced.

5) Linkages between SSR and DDR need to be clearly defined in terms of needs assessment to ensure better planning and the achievement of objectives.

6) Peace agreements should take DDR and SSR aspects into account to provide a legal basis to different parties.

7) There is a need to find a better term than "reform", which is not accepted by security agencies.

8) It is imperative that parties to a conflict respect the agreements to which they have committed.

9) There is a need to further strengthen the planning, needs assessment, and specific actions to be implemented.

10) A meeting of Members of Parliament of countries at war or in post-conflict situations should be organized in order to discuss the linkages between DDR and SSR. This would provide an opportunity to discuss the enactment of coherent laws and streamline strategies to disarm communities.

11) There is a need to provide material and financial support for advocacy and sensitization programmes in order to manage the collection of weapons owned illegally by civil populations.

12) Training and capacity building of individuals involved, or to be involved, in a SSR process should be provided before they take on their duties.

Subgroup 2: Recommendation on local ownership of SSR

In order to ensure local ownership of SSR and DDR:

1) It is necessary to clearly define these concepts in local contexts and the socio-economic and political influences which may impact on them.

2) Local stakeholders need to design and implement DDR and SSR processes in their respective communities. Local ownership of DDR and SSR initiatives needs to be understood as multi-level processes with multi-level interventions based on local challenges and opportunities.

3) A single and fixed approach needs to be avoided. Programmes should promote local viewpoints, knowledge and perspectives so as to provide external actors with an inclusive view of the situation. Greater effort needs to be made in order to understand the specific nature of conflicts in different countries.

4) Local stakeholders need to be included in all aspects of DDR and SSR processes as well as the initiatives undertaken to design and implement the programmes with a clear definition of roles and responsibilities among the different actors, taking into account their competencies and capacities.

5) For a genuine DDR/SSR intervention, all actors – government agencies, civil society organizations, NGOs and international agencies – need to be involved. The role of traditional actors, authorities and structures needs to be reinforced in these processes.

6) Although external intervention and support are essential to facilitate dialogue and to provide logistic and financial support, the final decision on these programmes should rest with the national governments, which should consult with all relevant actors through a mechanism of collective participation.

7) In order to optimize existing capacities, local capacities need to be correctly assessed and developed, taking into account existing capabilities in the system and the traditional structures of governance.

In order to ensure a coherent and coordinated policy:

1) External actors should facilitate dialogue and provide logistic support while local actors should guarantee leadership during the implementation process.

2) In terms of political willingness, there should be significant involvement at all levels of government with an institutionalized periodic evaluation of the process.

3) Continental and regional stakeholders such as the African Union (AU), Intergovernmental Authority on Development (IGAD), East African Community (EAC), Economic Community of West African States (ECOWAS) Economic Community of Central African States (ECCAS) and the Great Lakes countries should play a higher coordinating role.

4) Links among political initiatives such as the AU development structure and peace reconstruction, the APRM, national strategies for development and poverty reduction should be strengthened.

5) Improved sensitization strategies should be put in place in order to reach target populations to inform them about the process and its developments. These strategies should especially take into account women and children, thereby ensuring a higher degree of success.

6) Clear and effective channels of communications among all relevant actors should be put in place to better ensure coordination and the sharing of good practices.

7) Capacity building of local stakeholders – government, NGO, and local communities – is critical to ensure the success of the programme.

8) Clear norms, a defined agenda and an institutionalized mechanism should be agreed and established to conduct a successful evaluation of the programme.

Subgroup 3: Recommendations on SSR capacity building and coordination, including funding

1) Considering the availability of funding for humanitarian and development initiatives, it is also necessary to provide funding for SSR processes, since without security the successful implementation of the other programmes is at stake.

2) It is necessary that concerned countries own the SSR programmes and financially contribute to their implementation.

3) It is necessary to reinforce the capacities of regional and sub-regional organizations to better coordinate and implement SSR strategies.

4) Considering discussions by the UN Security Council on SSR and the Presidential Statement of 21 February 2007, the subgroup recommended that these efforts be supported and that discussions on SSR be continued. The subgroup supported the organization of the "International Conference on Reinforcing Support on SSR in Africa: Toward an African perspective", which will be jointly organized by South Africa and Slovakia in October 2007.

5) It is necessary to define ways, means, and mechanisms to ensure appropriate SSR funding.

6) Parties involved in SSR need to adopt clear and unambiguous terms and definitions for SSR.

Group II: Children and women associated with armed forces and armed groups

115. It is essential to:

1) Reaffirm all principles, as well as ratify and implement all related legal instruments, including the IDDRS, the Paris Principles and Commitments, Security Council Resolution 1325 as well as the Optional Protocol to the Convention of the Rights of the Child on the involvement of Children in Armed Conflict.

2) Set up an appropriate follow-up mechanism of all recommendations; this is not the first time that recommendations have been made on this issue.

Theme 1: Influence of formal DDR processes on the programmes for the protection of children and women and the promotion of gender equality: conflict of interest between security objectives and the best interest of children and women

a) Children

(i) Avoid giving cash subsidies to children

(ii) Separate DDR processes for children and adults

(iii) Identify the specific needs of children and develop and implement appropriate strategies. For example, if need be, ensure a longer period for reintegration and a more consistent supervision and follow-up.

(iv) Ensure that the necessary funding is available for children before, during and after DDR formal processes.

(v) Ensure that mechanisms of child protection in justice are taken into account in DDR process.

b) Women

(i) Consider the three categories of women involved in DDR processes: combatants, women associated with armed forces and armed groups, and dependent women with specific needs.

(ii) Develop specific strategies to respond to the needs of each of these categories.

- Adopt a pedagogic and budgetary approach integrating the gender dimension.
- Conduct socio-economic studies in reintegration zones to ensure better consideration of the gender issue and intersectoral complementarity beyond the DDR programmes.

- Understand that a female combatant usually chooses not to identify herself, and that as such, there is a need to create an appropriate environment for her inclusion in the DDR process.
- Involve women at each level of the DDR sequence in order to reach the DDR objectives, for example during the design, planning and the execution of social studies.
- Develop sensitization/information strategies for each group: DDR personnel, military personnel, communities, women, etc.
- Ensure the funding of the programme in its entirety from the moment the programme is designed.

Theme 2: Support to reintegration: long-term perspective and link with reconstruction programmes

a) Children

(i) Ensure livelihood opportunities for reintegration

(ii) National reconstruction or reconstruction plans (strategies for the fight against poverty) must be developed alongside demobilization

(iii) Community approaches need to be encouraged to avoid discrepancies among children and thereby reinforce family capacities.

(iv) Education and training programmes for children need to be understood in a broad way: orientation, psychosocial aspects, etc.

(v) It is critical to prevent the illegal recruitment of children; actions could include:

- Implement a ban on political-military activities in refugee camps and reinforce communities so that they can defend themselves against such phenomena
- Ratify and implement the various protocols protecting children
- Establish supervisory programmes for children in refugee camps and IDP camps in order to keep children through vocational training and literacy programmes
- Assess the job market in order to identify appropriate vocational training opportunities and avoid a situation whereby children receive training on the same employment.

(vi) Set up an early warning system for prevention, monitoring and appropriate responses.

(vii) Stress education in its general meaning (civic, technical, etc).

b) Women

(i) DDR is a transformation process aiming at achieving the stability of communities and societies. It is an opportunity to create a better environment. The traditional roles of men and women must be improved to better promote gender equality principles.

(ii) It is necessary to reinforce and capitalize assets during the reconstruction period.

(iii) Governments and partners involved in the process must acknowledge women's capabilities by giving them decision-making positions.

(iv) It is necessary to work on effective and specific links between DDR and development programmes.

(v) It is important to promote cooperative associations of women.

(vi) It is important to sensitize communities to protect young girls and women from being forcibly and/or illegally re-recruited.

(vii) Make appropriate reparations to women victims of sexual violence.

Group III: DDR and transitional justice

116.   The following recommendations were made with regard to DDR and transitional justice:

i) Within the legal framework of DDR processes

1) UN experts as well as governmental and non-governmental organizations with experience in transitional justice (TJ) should participate in negotiations of peace agreements among belligerents in order to provide expert advice.

2) DDR programmes should not lead to general amnesties of ex-combatants. Amnesties should be selective, conditional, and should not apply to leaders and other decision-makers and to those suspected of having participated in the perpetration of serious violations of human rights and international humanitarian law.

3) Conditionality should be studied in order to balance the needs of transitional justice and those of DDR.

4) Compensation and reparation aspects should be included in all negotiations and peace agreements in relation to DDR.

ii) Within the design and implementation of DDR programmes

1) Coordination should be established between DDR and TJ initiatives in order to reduce conflicts between the demobilization process and the need to undertake investigations to find out the truth.

2) Children associated with armed forces and armed groups should be treated in accordance with international law, with moderate sanctions being imposed and considering their situation vis-à-vis their position as eventual perpetrators and victims of crimes.

3) Reparation programmes should be established as early as possible during transitional periods.

4) A careful balance should be established between the compensation offered to the ex-combatants and that allocated to victims.

5) Ex-combatants should be encouraged to voluntarily participate in initiatives aimed at searching for the truth.

6) The gender dimension should be taken into account in the design of TJ and DDR initiatives.

7) Coordination of institutional vetting and DDR should be ensured.

8) It is important to avoid the use of transitional justice initiatives for the purpose of imposing the will of the winners over the defeated.

iii) Within information strategies and polices

1) The exchange of data and information between DDR processes and the mechanism set up to find out the truth should be considered.

2) Sensitization strategies targeting the public should be coordinated to ensure dissemination of fair and reliable information.

3) Specific sensitization strategies for women and children associated with armed forces and armed groups should be put in place.

iv) Within specific reintegration and reconciliation programmes

1) Positive traditional justice measures which are not in conflict with existing laws need to be recognized and respected.

2) It is important to facilitate and strengthen the ways and means in which local measures and national TJ initiatives relate to each other.

3) Local authorities need to be involved, depending on context, in the negotiations leading to DDR and TJ programmes.

4) The gender dimension should be considered in the reintegration and reconciliation programmes.

5) Specific strategies should be studied and implemented, including aspects related to reparatory justice which would allow ex-combatants the opportunity to apologize and repair the damage caused to the victims or the community.

6) Local communities should be involved in social reintegration projects and in community development, as these projects and activities constitute a bridge between the demobilized ex-combatants and host communities.

Group IV: Combatants on foreign soil

117.   Political will at the national level is necessary. Governments should not tolerate the presence of COFS on their soil. In order for this to happen, governments should:

1) Create a continent-wide inventory of the presence, number and settlement of COFS.

2) Create a list of countries that support or voluntarily host COFS within their territories

3) Establish a network of practitioners and other actors dealing with COFS in order to facilitate the sharing of best practices and lessons learned.

Governments should strictly respect regional and continental legal instruments. Existing peace agreements which include aspects related to COFS in Africa should be fully implemented. These include the Lusaka Ceasefire Agreements of 1999, the Pretoria Peace Agreement of 2002, and the Pact on Security, Stability and Development of the International Conference on the Great Lakes Region as well as major decisions of the Tripartite Plus One. It is therefore imperative for governments to:

1) Set up and reinforce regional and sub-regional mechanisms of cooperation and surveillance of the Peace Agreements, in particular the Peace and Security Council (PSC) and the forthcoming African Peace and Security Architecture of the African Union (AU).

2) Ensure that countries that provide refuge to COFS leaders are subjected to the same obligations vis-à-vis the respect and implementation of those instruments.

3) Ensure that policy in the area of cross-border transitional justice is defined and the capacities of countries affected by COFS are reinforced.

Alternative strategies for the disarmament and repatriation of combatants should be considered. Therefore:

1) Governments, regional organizations, the AU and the UN Security Council should consider all necessary means in the event of threats to the national security of states. In such circumstances, disarmament and repatriation operations should be conducted while fully respecting international norms and standards regarding human rights and the protection of civilians.

2) Governments should have an efficient defence and security structure, well equipped and with sufficient deterrent and disarmament capacities to face the threat posed by COFS.

3) The international community should consider the impact of arms embargoes on the capacity of governments to ensure the security of their borders and the protection of their populations.

4) Reintegration of demobilized COFS should take place within the host country or in third countries, provided that there are agreements among those countries, and that the COFS are not suspected of having committed war crimes or crimes against humanity.

Governments of countries hosting COFS should, in cooperation with the countries of origin, develop strategies for the disarmament, repatriation and reintegration of COFS.

1) Host countries should develop appropriate mechanisms to facilitate the disarmament and repatriation of COFS. Countries of origin should develop DDR mechanisms.

2) COFS should obtain all necessary information upon return to their countries.

Cross-cutting questions and recommendations

1) The need to bring to an end the exploitation of wealth and other resources by this group of people.

2) In order to ensure the sustainability of peace processes it is necessary to analyze and deal with the root causes of conflict at the political, economic, cultural and social levels. It is a long-term process requiring important support at the national and international levels. In order to do so, direct negotiations between concerned states are recommended.

3) The impact of HIV/AIDS needs to be considered within DDR programmes.

4) Regional systems to monitor the trade and manufacture of light weapons should be reinforced.

5) It is necessary to strengthen the monitoring systems of the illegal exploitation of resources to prevent the possibility of such exploitation being used to fund the activities of COFS.

6) Security sector reform programmes should be strengthened in order to face security threats. In this context, security forces should be appropriate to the security needs of countries.

7) It is necessary to promote the reintegration of the families of ex-combatants within the general reintegration programme.

8) Within the framework of international law, combatants on foreign soil who choose to integrate in the host country should receive treatment.

Concluding recommendation

1) The group suggests that a follow-up committee be put in place and that the above recommendations be shared with regional organizations in Africa.

VIII. <u>Closing Session</u>

1. <u>Closing remarks</u>

118.   The closing ceremony was chaired by the Minister of State for the Interior, Decentralization and Security, representing the President of the Rep ublic of the DRC Joseph Kabila Kabange, and SRSG Swing on behalf of the United Nations. Four speeches were delivered for the occasion by the Director of the United Nations Office of the Special Adviser on Africa (OSAA), the representative of the Secretary-General of the United Nations, a representative of the participants. The Minister of State for the Interior thanked the DRC government and the Congolese people for their hospitality; SRSG Swing and the MONUC personnel; Belgian and Swedish governments for co-financing the conference; conference participants, CONADER and everybody who contributed to the organization of this conference. He declared that "the conference attained its objective, that of establishing a framework and an environment that enabled African practitioners to share their experiences. Conclusions are clear! We just need to implement them in practice".

119.   The representative of the Secretary-General of the United nations, Mr. Hayford, thanked the DRC government and people on behalf of the Secretary-General, Mr. Ban Ki-moon. He declared that the Second International Conference on DDR and Stability in Africa was a success because of the quality of the participants, the quality of the presentations as well as the quality of the recommendations, and the quality of organization. He stated that the recommendations would benefit all the countries represented at the conference as sustainable peace becomes a reality in Africa in general and in the DRC in particular.

120.   The representative of the participants, Ms. Rose Kayumba from the Rwandan delegation, complimented the United Nations and other partners for giving African DDR practitioners the opportunity to meet through this conference. She also thanked the people of the Democratic Republic of Congo and the conference organizers for welcoming the participants. She declared that African and foreign DDR practitioners should gather their experiences and mobilize for the follow-up and the implementation of the conference recommendations.

121.   The Minister of State, Denis Kalume, thanked the Secretary-General of the United Nations for his support for the conference. He also complimented the whole UN community and the governments of the funding countries. He underlined the fact that the implementation of DDR programmes is a key factor for the stability of countries in post-conflict situations. DDR creates favourable conditions for sustainable peace. We need more African initiatives in this area. National ownership and capacity building should be part of the DDR process. They are sine qua non conditions of successful DDR programmes. The Minister of State concluded by appealing to friendly countries to continue supporting African efforts because, as he said, we will always need this precious assistance as we continue searching for sustainable peace, stability and the dignity of our respective people.

2. <u>Conclusions and final recommendations</u>

122.   The Conference concluded with the following set of overall conclusions and recommendations:

1) In dealing with an on-going conflict, efforts should be made to integrate DDR programmes with the ceasefire and peace agreements. Such early consideration would normally lead to the appropriate sequencing of the programme and ensure the full impact of the DDR strategy and its SSR-related dimensions. In this regard, it is necessary that the government and all parties involved in the peace process show a similar commitment to the DDR strategy as well as to the reform of the security sector. None of the experiences and case studies examined has made significant progress without a strong political commitment. Hence, it is important to recommend that all parties involved should redouble their political commitment to the DDR process. We have called upon all armed factions to shed narrow and regional bias and adopt a national character within a DDR process in order for the programme to contribute to sustainable peace, security and stability.

2) Considerable DDR successes have been achieved in Africa on the coastal areas of the continent. This geographic area includes the Great Lakes region. However, despite these successes, there is considerable room for improvement, especially in terms of facilitating sustainable reintegration of ex-combatants into civilian life. The effectiveness of many DDR programmes tends to be determined by the extent to which financial resources are used and managed in a timely manner. As a consequence, we recommend that, in the future, the monitoring and evaluation of DDR programmes in Africa should become a distinct component of the post-conflict and reconstruction strategies.

3) Economic reintegration is often the key to the success of other dimensions of reintegration. In most cases in Africa, economic reintegration programmes have not sufficiently considered the dynamics and limitations of local economies. Therefore, we recommend that more detailed and holistic research and analysis of local economies be undertaken prior to the design and implementation of reintegration programmes.

4) Historically, combatants on foreign soil have been a major source of instability. In the conflicts within the Great Lakes region, the presence of these groups has been significant and thus requires special attention. In other words, no DDR process is likely to succeed unless it takes into account the dynamics of neighbouring countries, for example, the existence of porous borders and indigenous links between armed groups, as exemplified in the Mano River Union and the Great Lakes region, respectively. It is essential that DDR programmes that focus on COFS receive priority consideration, and, if required, be allocated additional resources. IDPs and refugees should be separated from armed combatants early in the assembly areas.

5) In 2005, the Sierra Leone Conference acknowledged the gap existing between the holding of elections and the withdrawal of peacekeeping operations and the need to fill this gap through appropriate DDR programmes. The Conference also noted that OSAA was in a position to assist in mobilizing the efforts of all concerned UN agencies in this regard. The Conference expressed its wish that some progress would be made in bringing about peace and stability in the Horn of Africa. In this connection the Conference reaffirmed the need for continuing the dialogues among African DDR practitioners on a sustainable basis and recommended that the Third International Conference should be organized, with the initiative of OSAA, in 2009. The date and venue should be determined as soon as possible. While the Conference acknowledged and welcomed the invitation of the

Government of Liberia to host it, countries within the Horn of Africa or the Southern African region should also be considered as potential hosts.

6) If an integrated DDR strategy is to become a permanent conflict-resolution and post-conflict strategy in Africa, a dedicated research initiative and institutions able to devote time and efforts on DDR and all its implications would be necessary. At the moment, there is an ad hoc approach to this subject. This subject deserves a dedicated team of specialized researchers to devote time and effort on the many dynamics and challenges - - from lessons learned to the new issues surrounding transitional justice and the linkages between DDR and SSR.

7) Considering the fact that DDR processes involve dimensions related to the political and diplomatic areas, it is recommended that aspects linked to these aspects be dealt with in different, more appropriate forums. It would be advantageous to use these forums as most of them take place in the region at the ministerial level. In line with this understanding, extensive participation of regional organizations such as the AU and RECs should be required. The conference recommends that regional institutions be highly involved in DDR conferences in Africa.

8) National ownership. It is recommended that African governments work towards taking full responsibility for the DDR processes. This includes the political commitment, the allocation of required resources as well as the involvement in peace and reconciliation activities which would be necessary to address the root causes of the conflict. African governments should also involve the private sector when designing sustainable programmes. Local and traditional institutions should be empowered to deal with reconciliation matters.

9) The Conference stressed that matters related to sexual abuse and gender-based violence against women and children should be seriously considered and that the perpetrators of these atrocities should be penalized within the context of existing laws and norms. In order to prevent eventual negative effects, relevant legal and normative frameworks should be established and those in existence should be fully implemented, namely, the IDDRS, the Paris Principles and Commitments, Security Council Resolution 1325 as well as the different additional protocols on child rights. In this connection, it was considered highly desirable to fund informal DDR programmes in response to the special needs of women and children before, during and after the formal DDR process, while recognizing the influence of formal DDR processes on the programmes affecting the protection of women and children and the promotion of gender equality.

10) The conference recommends that progress toward these recommendations be monitored so as to evaluate the level of implementation of the recommendations by different countries and stakeholders. In this regard, the Conference agreed on the importance of African ownership and affirmed the importance of each participant ensuring implementation of the conference recommendations in the sphere of his or her own respective responsibilities.

11) Regarding the effectiveness of the DDR programmes, the participants concluded that this tends to be determined by the extent to which budgetary resources are disbursed in a timely manner. As a result, they recommended that in the future, monitoring and evaluation of DDR programmes in Africa should become a distinct component of post-conflict and reconstruction mechanisms.

ANNEX I: PROGRAMME

Second International Conference on DDR and Stability in Africa
Kinshasa, Democratic Republic of Congo
12-14 June 2007[4]

Programme

<u>**Tuesday 12 June 2007**</u>

OPENING SESSION

Master of Ceremony: **Ministry of Foreign Affairs and International Cooperation (FAIC)**
Government of DRC (Protocol)

8:30   **End of the installation of participants in the Conference room.**

9:00 – 9:30   *Welcoming Remarks*
by Mr. William L. Swing
Special Representative of the Secretary-General to the DRC,
on behalf of the United Nations Secretary-General

Welcome Remarks
by H.E. Mr. Johann Swinnen
Ambassador of the Kingdom of Belgium to the DRC,
on behalf of the Minister of Development Cooperation of Belgium.

Opening Statement / Keynote Speech
by H.E. Mr. Antipas Mbusa Nyamwisi
Minister of State in charge of Foreign Affairs and International Cooperation
n behalf of the President of the Democratic Republic of Congo.

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[4] This Conference is organized with the generous support of the Governments of Belgium and Sweden

| 9:30 – 9:45 | *Break* |

<table>
<tr><td colspan="2" align="center"><u>PLENARY SESSION 1</u>
<u>"Overview of DDR and Stability in Africa"</u>

<i>Co-chairs</i>: The Minister of State of FAIC & UN</td></tr>
</table>

9:45 – 10:45	*Presentation* of overview of DDR programmes and current practices in Africa. (15 min)
	Presentation on "Lessons Learned in the Implementation of MDRP[5] Programmes in the Great Lakes Region" by the Representative of MDRP Unit of the World Bank. (15 min)
	Presentation on "UN System-wide Support to DDR Programmes in Africa" by Representative of United Nations Department of Peacekeeping Operations (DPKO/UNDP[6])/IDDRS [7] (15 min)
10:45 – 11:00	*Coffee Break*

<table>
<tr><td colspan="2" align="center"><u>PLENARY SESSION 2</u>
<u>"Exchange of Country-Specific DDR Experiences"</u>

<i>Co-chairs</i>: The Minister of State of IDS[8] & UN</td></tr>
</table>

| 11:00 – 12:30 | *Presentation on Country Experience:* (15 min each) |

1. **DRC by Mr. Daniel Kawata, National Coordinator of CONADER**
2. **Angola by Mr. Domingos Dacosta, Deputy Director-General IRSEM**
3. **Liberia by Mr. Robert Karloh, Deputy Executive Director of NCDDRR**
4. **Sierra Leone by Ms. Watta Kamanda, Director, Ministerial & Inter-Agency Department, O NS[9]**
5. **Uganda by Hon. Aston Kajara, Minister of State in the Prime Minister's Office**

12:30 – 14:00	*Lunch*
14:00 – 16:00	*General Discussion*
16:00 – 16:15	*Coffee Break*

<table>
<tr><td colspan="2" align="center"><u>PLENARY SESSION 3</u>
<i>"Public and Private Partnership in Reintegration Processes"</i>

<i>Co-chairs: The National President of FEC (Federationdes Entreprises du Congo) & </i>ILO[10]</td></tr>
</table>

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[5] Multi-country Demobilization and Reintegration Programme (MDRP)
[6] United Nations Development Programme (UNDP)
[7] Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS)
[8] Minister of State in charge of Interior, Decentralization and Security (IDS)
[9] Office of National Security (ONS)
[10] International Labour Organization (ILO)

16:15 – 17:30	*Opening Remarks* by Mr. Albert Yuma Mulimbi, National President of FEC
	Presentation by Mrs. Charlotte Watson, Senior Programme Officer, International Alert
	Presentation by Mr. Ross Mountain, UNDP Resident Representative/ UN System Coordinator in the DRC
	General Discussion
18:30 – 20:00	*Reception* Hosted by the Government of DRC

Wednesday 13 June 2007[11]

PLENARY SESSION 4	
"Critical Issues in DDR Programmes in Africa"	
Co-chairs: **The Minister of State of IDS & UN**	

9:00 – 10:30	*Presentation* on key issues:
	1. *Linkages between DDR and SSR* by Mr. Alan Bryden, DCAF[12]
	2. *Children and women associated with armed forces and armed groups* by Mrs. Sylvie Bodineau
	3. *DDR and transitional justice* by Mr. Alpha Fall, ICTJ [13]
	4. *Combatants on foreign soil* by Mr. Hans Romkema
	General Discussion

BREAKOUT SESSIONS	

10:30 – 12:30	*Opening Remarks by the Chair & General Discussions*
	1. **The linkage between SSR and DDR** *Chair:* **Simon Yazgi (DPKO)/Luc Lafreniere (UNDP)** *Rapporteur:* **Colonel Zena Nzikani**
	2. **Children and women associated with armed forces and armed groups** *Chair:* **Ms. Rebecca Symington (UNICEF)/Ms. Beth Verhey (OSRSG-CAAC)[14]** *Rapporteur:* **Mrs. Flore Sangara**
	3. **DDR and transitional justice** *Chair:* **Gen. Lamine Cisse (DPA)[15]**

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[11] Coffee/tea are available outside Conference Rooms
[12] Geneva Centre for the Democratic Control of Armed Forces (DCAF)
[13] International Center for Transitional Justice (ICTJ)
[14] Office of the Special Representative of the Secretary-General for Children and Armed Conflict (OSRSG -CAAC)
[15] United Nations Department of Political Affairs (DPA)

Rapporteur: **Mr. Pascal Mukonkole**

    4.   <u>**Combatants on foreign soil**</u>
        Chair: **Mr. Bruno Donat (MDRP)/Mr. Ralf Gruenert (UNHCR[16])**
        Rapporteur: **Mr. Gatho Libobo**

12:30 – 13:30	*Lunch*

13:30 – 14:30   <u>**Documentary Film: "Buying Time for Peace"**</u>
                            Followed by **Questions and Answers**
                            Chair: **Mr. Jean-Michel Happi,**
                                      World Bank Resident Representative, the DRC
                            Kick-off remarks: **Mr. Bruno Donat, Communications Officer MDRP,**
                                      and producer of the film

<u>**BREAKOUT SESSIONS (continued)**</u>

14:30 – 17:30   *Continued Discussions & Preparation of Conclusions and Recommendations*

<u>**Thursday 14 June 2007**</u>

PLENARY SESSION 5   <u>**"Presentation of Outcome of Breakout Sessions"**</u>   *Co-chairs:* **The Minister of State of FAIC & UN**

9:30 – 10:30   *Presentation of outcome of breakout sessions by the respective rapporteurs:*

          1. **Linkages between DDR and SSR**
          2. **Children and women associated with armed forces and armed groups**
          3. **DDR and transitional justice**
          4. **Combatants on foreign soil**

10:30 – 10:45   *Coffee Break*

10:45 – 12:30   *General Comments and Discussion*

12:30 – 14:00   *Lunch*

<u>**CLOSING SESSION**</u>   *Co-chairs:* **The Minister of State of FAIC & UN**

14:00 – 15:00   *Adoption* **of Conclusions and Recommendations**

                      Closing Remarks
                      by H. E. Mr. Denis Kalume Numbi
                      Minister of State in charge of Interior, Decentralization and Security
                      on behalf of the President of the Democratic Republic of Congo

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[16] United Nations High Commissioner for Refugees (UNHCR)

Closing Remarks
by Mr. William Swing, SRSG in the DRC, representing the Secretary-General

Closing Remarks
by Mr. Patrick Hayford, Representative of O SAA

Closing Remarks
by Ms. Rose Kayumba, Head of TECH Team of Ndabaga Association
on behalf of the participants of the conference

15:00 – 15:45   *Cultural Event*

16:30   **PRESS CONFERENCE**

18:30 – 20:00   *Reception*
Hosted by the Government of DRC

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		Caroline SCHAEFER		
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		Hanna MALTI		
		Zenon MUKONGO	Permanent Mission	
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		Mieko IKEGAME		
		Francesc CLARET		
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		Hans ROMKEMA		
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		Alpha FALL		
		Martin RUPIYA		
		Sylvie BODINEAU		
		Roger KIBASOMBA		
	AFRICAN UNION	Col Blaise M.M. NIKIEMA	Military Advisor	
	Pan African Institute of Education for Development	Amadou Hamady DIOP	Executive Secretary	

ANNEX III: OPENING STATEMENT BY MR. WILLIAM SWING, SRS G IN THE DRC

Excellence Monsieur le Président de la République Démocratique du Congo

Honorables députés et sénateurs

Messieurs les Ministres

Messieurs les membres du Corps diplomatiques

Distingués délégués et participants

Mesdames et messieurs

Au nom du Secrétaire Général des Nations Unies, Son Excellence Ban Ki-moon qui m'a fait l'honneur de le représenter à cette Conférence, je tiens particulièrement à remercier le Président de la République, son Excellence Joseph Kabila Kabange pour avoir accepté de rehausser de sa présence cette cérémonie d'ouverture.

J'exprime aussi mon appréciation au Gouvernement et au peuple congolais pour les efforts accomplis pour mettre à la disposition des participants ses infrastructures afin de leur favoriser un séjour agréable à Kinshasa. L'accueil de ce matin montre que la traditionnelle hospitalité congolaise s'affirmera dans ce rendez-vous du donner et du recevoir et renforcera les liens de fraternité entre tous les participants. Au nom des Nations Unies, permettez, Excellence Monsieur le Président, d'exprimer une fois de plus ma profonde gratitude.

Je profite aussi de cette occasion pour transmettre mes remerciements au Royaume de Belgique et au Royaume de Suède comme principaux bailleurs de fond de cette conférence. Ces remerciements s'étendent aussi à tous ceux qui par leur engagement ont rendu possible cet évènement notamment les agences des Nations Unies avec une mention particulière à l'unité MDRP de la Banque Mondiale pour le soutien qu'elle a apporté au Bureau du Conseiller Spécial pour l'Afrique dans la préparation de cette conférence.

C'est un immense honneur que de voir la RDC et Kinshasa accueillir une conférence de cette importance. Il y a quelques mois, du 26 au 28 février exactement, ce sont les parlementaires de la sous région qui se sont réunis à Kinshasa dans le cadre de la Conférence Internationale sur la Paix, la Sécurité et la Démocratie dans la Région des Grands Lacs. Aujourd'hui, ce sont les responsables des programmes nationaux de DDR, les experts des organisations internationales et sous-régionales qui se retrouvent dans votre capitale pour débattre du DDR et la stabilité en Afrique.

Comme vous le savez, la paix et la stabilité de l'Afrique sont une priorité pour le Secrétaire Général des Nations Unies qui l'a rappelé pendant sa visite en RDC en janvier 2007 et lors du message du 25 mai 2007 à l'occasion de la journée de l'Afrique. Le Secrétaire Général de l'ONU s'est engagé fermement à ce que l'ONU se fasse le partenaire de l'Afrique (1) en instaurant la paix là où la guerre sévit, (2) en apportant la prospérité là où la pauvreté règne, et (3) en faisant renaître l'espoir là où l'on désespère. Il s'est en outre félicité des progrès qui ont été accomplis sur la voie de la consolidation de la paix en Afrique dont les élections démocratiques historiques tenues en RDC en sont un brillant exemple. Il a enfin ajouté que nous devons faire tout ce qui est en notre pouvoir pour régler les conflits qui déchirent le continent ; ce faisant, nous devons exploiter au mieux tous les mécanismes africains de promotion de la paix et de la sécurité.

Excellences

Nous nous réunissons aujourd'hui à un moment où les violents conflits en Sierra Leone, au Libéria, en Guinée Bissau, au Burundi, en Angola et en RDC sont terminés. Au Soudan, l'Accord de paix global actuellement mis en œuvre avec le soutien de l'ONU a permis de mettre fin à des décennies de guerre civile. Alors que les problèmes persistent en Somalie, au Darfour et à l'Est de la RDC, les développements positifs concernant la paix et la sécurité en Afrique sont le résultat d'efforts courageux et constants des africains. En même

temps, la communauté internationale porte désormais une attention particulière à reconstruction post-conflit dont la réussite est essentielle pour la consolidation de la paix et de la sécurité.

Reconnaissant l'importance et la centralité du DDR pour la réussite de la reconstruction post-conflit, particulièrement en Afrique, les Nations Unies accordent de plus en plus d'attention à la mise en œuvre de DDR en essayant de soutenir les initiatives et les activités liés à ces programmes à travers une approche beaucoup plus coordonnée et efficace. En effet, l'un des six principaux organes de l'ONU, le Conseil de sécurité dont nous attendons une visite en RDC dans les prochains jours, a tenu une session spéciale sur les questions liées à la réforme du secteur de la Sécurité dans les situations post-conflit. Dans ses conclusions, le Conseil a notamment souligné l'importance de la conduite du DDR pour l'instauration et la consolidation de la paix

Désarmer et démobiliser les combattants sont des activités qui interpellent les Gouvernements et les partenaires bilatéraux et multilatéraux pour trois raisons : (1) elles permettent de récupérer des armes qui ont été entre les mains des combattants ; (2) de pacifier les régions ; et (3) de favoriser un retour des populations civiles dans les communautés. Cependant, il ne faut pas oublier l'importance de la réinsertion socio-économique des combattants. Cela est l'élément fondamental qui favorise la durabilité du processus de paix et de consolidation de la stabilité. Les combattants jeunes pour la plupart méritent d'être encadrés dans des projets de réinsertion qui les rendent autonomes et utiles pour la société.

Avant d'aborder le thème de cette deuxième conférence, j'aimerais faire un bref historique. La première conférence a été organisée en Sierra Leone du 21 au 23 juin 2005. Cette réunion avait pour objectif le partage des expériences et des bonnes pratiques qui assurent la mise en œuvre efficace des programmes DDR en Afrique et conduisent à la restauration définitive de la paix. A Freetown, les voix africaines se sont faites entendre sur les questions de DDR et de stabilité et les participants à la Conférence ont adopté une dizaine de recommandations qui restent encore d'actualité. Je ne cite que quatre parmi elles :
1- l'appropriation nationale des programmes DDR afin d'en garantir véritablement le succès. A cet égard, des efforts doivent être faits pour assister réellement les partenaires nationaux notamment le gouvernement, la société civile et les factions en conflit à travers une assistance technique et un renforcement des capacités nationales.

2- L'importance de la réinsertion des combattants. Effectivement c'est toujours le « R » dans le DDR qui le plus faible et le plus négligé. Les programmes de DDR doivent donc être accompagnés par des efforts parallèles de réinsertion et de réhabilitation des populations affectées par la guerre, spécialement dans le contexte des communautés locales.

3- Les groupes spéciaux associés avec les factions combattantes particulièrement les femmes, les enfants et les blessés de guerre doivent bénéficier des mesures protectrices tout au long des étapes de la formulation et de la planification des programmes DDR.

4- L'assistance de la communauté internationale est primordiale. En effet, la communauté internationale doit travailler en étroite collaboration avec les partenaires nationaux du DDR. Elle doit bien se coordonner et faire en sorte que ses mécanismes de financement des programmes soient flexibles et opportuns.

Cette deuxième conférence dont le thème est : « le DDR et la stabilité en Afrique » devrait nous aider à continuer le dialogue amorcé en Sierra Léone et renforcer la dynamique panafricaine de partage d'expériences et de visions. L'objectif général de la Conférence étant d'améliorer l'efficacité des programmes DDR en Afrique, la Conférence entend donc (1) renforcer les capacités des acteurs et experts africains en matière de DDR ; (2) partager les idées novatrices, (3) transmettre ces perspectives aux Nations Unies et aux autres partenaires internationaux ; (4) permettre aux praticiens et partenaires africains de mettre en exergue les progrès accomplis afin d'améliorer davantage ces programmes pour qu'ils contribuent à la stabilité de l'Afrique.

Dans cette perspective, la dimension panafricaine de cette conférence va singulariser l'expérience de la RDC. En effet, cette conférence se déroule au moment où le Programme National de DDR et le Programme Stratégique National d'Intégration des Forces Armées sont à la croisée des chemins avec un accroissement sensible des risques sécuritaires dû à des causes factuelles et immédiates telles que la présence des groupes armés locaux en Ituri, dans les Kivus et au Katanga, l'existence des groupes armés étrangers à l'Est de la RDC, la cohabitation entre brigades brassées et non brassées. Il serait donc souhaitable que l'expérience de la RDC soit mise sur la table afin que les autres pays puissent s'en inspirer. Les quatre questions spécifiques servant de fil conducteur à cette conférence nous offrent cette

opportunité : les combattants en sol étranger, le DDR et la justice transitionnelle, la problématique des enfants associés aux forces et groupes armés et femmes combattantes, le lien entre le DDR et la réforme du secteur de la sécurité sont tous des sujets qui concernent la RDC.

Les réponses et les recommandations qui seront formulées par les participants permettront d'attirer l'attention sur l'importance d'améliorer le contexte général, politique, social et économique des pays post-conflits dans un cadre de reconstruction de la paix. Les programmes de réinsertion, de réhabilitation des systèmes de justice et de sécurité et de création d'emplois sont des secteurs qui s'inscrivent dans la continuité des programmes de DDR et appellent de ce fait à une coordination cohérente et efficace de tous les acteurs impliqués au niveau national, régional et international.

Plus de 22 pays sont représentés à cette Conférence. Les participants viennent des pays africains qui ont mené avec succès des programmes nationaux de DDR comme le Mozambique, la Sierra Leone ou qui mettent actuellement en œuvre leurs programmes nationaux de DDR comme l'Angola, le Burundi, la Côte d'Ivoire, l'Erythrée, le Libéria, le Rwanda, le Soudan. Les participants et invités viennent aussi des pays donateurs, des agences des Nations Unies, du Secrétariat Général et des organisations sous-régionales. Ce large éventail de participants permettra des débats et d'échanges d'expériences nécessairement fructueux.

Distingués participants : Je vous souhaite la bienvenue à Kinshasa et je formule le voeu que cet exercice vous soit individuellement bénéfique. Je suis sûr que votre participation effective fera de cette conférence un succès.

ANNEX IV: OPENING STATEMENT BY HIS EXCELLENCY MR. JOHANN SWINNEN, BELGIAN AMBASSADOR TO THE DRC ON BEHALF OF THE MINISTER OF DEVELOPMENT COOPERATION OF BELGIUM.

Excellence Monsieur le Ministre d'Etat aux Affaires étrangères et à la Coopération internationale
Excellence Monsieur le Ministre de la Défense,
Excellences Mesdames et Messieurs les Ministres,
Honorables Députés et Sénateurs,
Monsieur le Représentant Spécial du Secrétaire Général des Nations Unies
Messieurs les Ambassadeurs et Chefs de Mission, chers Collègues,
Monsieur le Directeur du Bureau du Conseiller Spécial pour l'Afrique,
Mesdames et Messieurs,

C'est un honneur pour moi que de pouvoir représenter le Ministre belge de la Coopération au Développement et m'adresser à cette auguste assemblée ce jour, à l'occasion de l'ouverture de la deuxième Conférence Internationale du DDR ici à Kinshasa.

Le Ministre De Decker aurait voulu être présent lui-même pour marquer l'importance qu'attache la Belgique au processus de DDR dont vous allez débattre pendant les jours qui viennent, mais des raisons évidentes liées à nos élections législatives le retiennent au p ays.

Après avoir participé activement lors de la première Conférence, la Belgique n'a pas hésité à engager les fonds nécessaires à l'organisation de cette seconde Conférence pour la simple raison que le sujet est à ce point primordial, certes pour donner à une jeune démocratie les bases les plus saines possibles mais aussi pour assurer à la région et, plus largement aux pays concernés par le processus DDR, les assises requises pour un cheminement vers le succès.

C'est ce qui explique aussi que mon pays a envoyé une délégation importante, afin de suivre les travaux, mais surtout pour s'enrichir des échanges.

Ce sont les retombées positives de la première Conférence régionale traitant du même sujet, au Sierra Leone en juin 2005, qui ont motivé tous les acteurs à réitérer l'exercice. Et quel meilleur endroit que Kinshasa, que la RDC pour ce

faire.

Un pays qui sait ce que c'est que de subir les affres d'une guerre interne et externe, un pays qui a fait la douloureuse expérience d'être déchiré, voire même, à un moment, dépecé.

La formule est maintenant consacrée : « la récréation est terminée ».
Cela veut dire qu'il faut maintenant prendre tous ensemble le chemin des bancs de l'école sans traîner dans le couloir, devant la porte close de la salle de classe.
Le DDR au Congo n'a pas toujours eu bonne presse, n'a pas toujours été mené avec le zèle ou l'excellence que l'on pouvait attendre.
Les raisons doivent en être identifiées, en bonne intelligence et avec honnêteté, sans tabous, afin d'en tirer les leçons pour le futur. Malgré tout, ce processus existe toujours et doit continuer à exister, être mené jusqu'à son terme par les spécialistes, les autorités idoines, par les forces vives de la Nation.

Un processus DDR, et c'est l'expérience qui le prouve, qui n'est pas abouti ou qui est bâclé représente un facteur de tension important et, partant, un risque non négligeable de retour à la violence.

Il doit certainement être partie intégrante de deux processus plus larges par lesquels passent inévitablement les pays post-conflit : la réforme du système de sécurité et la reconstruction de l'Etat de Droit.

Le processus DDR, c'est aussi un rendez-vous avec l'histoire parce que pierre angulaire de la reconstruction dans la paix. Cela demande des efforts colossaux, entre autres dans la relation de confiance qui doit se construire à plusieurs niveaux, entre le Gouvernement et les ex-rebelles, le Gouvernement et les pays voisins, le Gouvernement et la Communauté internationale.

Il faut de la rigueur et de la constance, fixer un plan et s'y tenir pour ce qui est de ses axes principaux, une vision à long terme, en somme, avec des objectifs stratégiques ambitieux et qui repose sur des actions concrètes et pragmatiques pour ce qui est du court terme. C'est important, crucial même, pour tous les acteurs impliqués, du partenaire bailleur jusqu'au bénéficiaire, cet ex-enfant soldat qui retrouvera un avenir, une perspective et qui pourra dès lors devenir acteur de son propre développement et, partant, de celui de son pays.

Le DDR, parce qu'il est un élément essentiel de la construction de la paix sans laquelle il ne peut y avoir de développement durable, doit être appréhendé de manière holistique en englobant plus particulièrement les 5 aspects suivants : le politique, le militaire, le sécuritaire, l'humanitaire et le socio-économique.

Les responsabilités sont multiples et, en tous cas, mutuelles.
Les pays bénéficiaires doivent s'approprier le processus de DDR, plus même, ils doivent en être l'âme, tandis que les partenaires doivent soutenir ces dynamiques en y apportant des fonds, certes, des experts, évidemment, mais aussi un support qui permettent aux différents acteurs de bénéficier d'une base solide, d'une direction claire sur laquelle se reposer.

Le processus de Désarmement, Démobilisation et Réinsertion ne doit pas être

envisagé comme une épreuve supplémentaire, comme un passage obligé mais plutôt comme une formidable opportunité d'aller de l'avant, de panser les plaies du passé tout en les sublimant, j'ose le mot, et en en faisant un moteur de développement.

Monsieur le Ministre d'Etat.

Je voudrais conclure, si vous me le permettez, en esquissant quelques pistes de réflexions concrètes pour les journées de travail qui se présentent devant nous.

Primo, le lien essentiel qui lie le DDR et la RSS, Réforme du Secteur de Sécurité, car il permet, seul, d'inscrire le premier dans une perspective de bonne gouvernance dans le secteur de sécurité.
Secundo, les questions liées aux combattants sur un sol étranger permettront sans doute de mieux ancrer les efforts de construction de la paix dans une perspective régionale et internationale.

Tertio, le volet consacré à la justice transitionnelle devra permettre aux délégués à la Conférence de débattre des aspects liés à la lutte farouche qu'il faut mener à l'impunité, à la recherche d'une vérité historique et de permettre de réfléchir à un futur qui n'a plus peur de son passé mais qui s'en libère pour repartir sur des bases relationnelles entre Etats et entre populations nouvelles et d'où la méfiance, voire la défiance, aura été extirpée.

Enfin, les échanges sur les questions de genre et sur les enfants-soldats permettront de réfléchir aux conditions qui sont celles de ces franges les plus vulnérables dans le processus DDR. Ces groupes de population dont il faut bien avouer qu'ils n'ont peut-être pas toujours reçu toute l'attention méritée.

Autant de pistes à explorer qui détermineront en grande partie les efforts futurs qui devront être livrés par tous, à commencer par les dirigeants et les populations d'Afrique qui souffrent de ces fléaux, dans une acception bien comprise de l'appropriation, avec le soutien de la communauté internationale, dans une relation de confiance, loin de toute crispation.

Ce sont là des questions très complexes, aux abords et aux contenus multiformes, mais des questions qui doivent être abordées franchement.

Je vous souhaite d'excellents travaux et vous assure que mon pays attend avec intérêt les résultats de cette Conférence, certainement à l'heure où la Troisième République emprunte la voie de la consolidation démocratique et de la reconstruction économique et sociale.
Mon gouvernement tient à réaffirmer son engagement solidaire dans cette noble entreprise.

Je vous remercie.

ANNEX V: CLOSING STATEMENT BY MRS. ROSE KAYUMBA, HEAD OF TECH TEAM OF THE NDABAGA ASSOCIATION, RWANDAN DELEGATION, ON BEHALF OF THE PARTICIPANTS

Closing remarks on behalf of participants on the 2nd international Conference on DDR and sustainability in Africa

Excellency the Minister of State in-charge of Internal Affairs and Security;

Excellency Mr. William Swing, the special Representative of the Secretary General of the United Nations,

Excellencies members of the diplomatic coup here present,

Ministers and all dignitaries all protocol observed;

Dear participants, African brothers and sisters.

Allow me to express my gratitude for the trust you have put in me to give a word on your behalf at the closing of this very important international conference on DDR and Sustainability in Africa. Allow me also to extend many thanks on behalf of the participants, to the United Nations and others stakeholders for organizing this very important conference here in the DR Congo. This is an honor not only given to me in person, but to my country and the African woman in recognition of her role in all aspects development of our continent.

The African Continent has experienced conflict in three dimensions; that of genocide as we experienced in Rwanda in 1994 and lately in Darfur region, protracted conflict in the Sudan, Angola, Somalia and Ivory Coast; and a refugee problem that is rampant in all our African countries.

The United Nations and other stakeholders working hand in hand with the African Politicians, scholars and academicians have found it imperative to search for a lasting solution through disarmament, demobilization Reintegration and Reinsertion aiming at a sustainable peace for African countries. Allow me Excellency the Representative of the Secretary General on this note, to extend my gratitude on behalf of my fellow African participants to the United Nations as a whole for the continued support you have always accorded to this endeavor.

In this context the first a conference on DDR and sustainability in Africa in the Manu river 2005, recommendations have gone a long way in solving

conflict in the western part of Africa, results are emminent The second conference that we are closing now have come up with recommendations that we hope will go along way in resolving the conflict in the Great Lakes Region.

The understanding of DDR require that Africans on the national and regional levels set up practical on the ground policies that will deal strongly with the issues of Soldiers on foreign soil, women and children ex-combatants, transitional Justice and most important to mention here, the Scrounge of HIV/AIDS and poverty that is eating up the socio-economic fiber of our continent. On this note, we hope that the recommendations from this conference will be accorded the appropriate follow-up and on the ground implementation in our respective countries.

Allow me to highlight here, Excellencies, and dear participants, that we Africans should spearhead and endeavor to work on our own African cultural ways of resolving conflict as good example with Uganda, Liberia and my home country Rwanda, as this will go a long way in the Unity and Reconciliation that is a every important tool in the resolution of conflict. Allow me also to emphasize on the ownership for these program by our respective nations, Regional commitment, and the enhancement and rebirth of African brotherhood.

Your Excellency the Minister of State of Internal Affairs and Security, Mr. Denis Kalume Numbi, Excellency Mr. William Swing, Excellencies, Ministers fellow participants all protocol observed, Allow me on behalf of my fellow participants to thank all the organizers of this very important conference, and last but very important, I wish to extend my gratitude on behalf of my fellow participants to the Democratic Republic of Congo for the first democratic elections that have recently been concluded 'Dear DRC Brothers and sisters, "you have made Africa proud". We also wish to thank you for the warm welcome accorded to us by our brothers and sisters in the DRC.

Natondi bino Botondi.