DISARMAMENT, DEMOBILIZATION AND REINTEGRATION (DDR) AND TRANSITION PLANNING PROCESSES

Lessons Learned from Recent Transition Processes

United Nations DDR

CONTENT

List of Acronyms

ADB – African Development Bank

ASG - Assistant Secretary-General

BINUH - United Nations Integrated Office in Haiti

CARICOM - Caribbean Community

CPPF - Conflict Prevention and Peace Forum

CVR – Community Violence Reduction

DDR – Disarmament, Demobilization and Reintegration

DMS - Director of Mission Support

DPO - Department of Peace Operations

DSRSG – Deputy Special Representative of the Secretary-General

FBA - Folke Bernadotte Academy

IADB - Inter-American Development Bank

IFI – International Financial Institutions

MINUJUSTH - United Nations Mission for Justice Support in Haiti

MINUSTAH - United Nations Stabilization Mission in Haiti

ODA – Office for Disarmament Affairs

OROLSI - Office of Rule of Law and Security Institutions

PKO – Peacekeeping Operation

SDG – Sustainable Development Goal

SLF – State Liaison Functions

SPM – Special Political Mission

SRSG - Special Representative of the Secretary-General

TAM – Technical Assessment Mission

TWAM – Transitional Weapons and Ammunition Management

UN AFP - UN Agency, Fund and Programme

UNAMID - United Nations-African Union Hybrid Operation in Darfur

UNCT - UN Country Team

UNDP – United Nations Development Programme

UNIDIR - United Nations Institute for Disarmament Research

UNITAMS - United Nations Integrated Transition Assistance Mission in Sudan

UNLIREC - United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean

UNSC – United Nations Security Council

WAM – Weapons and Ammunition Management

WB – World Bank

I. Background

Across conflict-affected contexts, the United Nations presence has evolved over time in response to ever-changing political, security and development dynamics at the country and/or regional level. To ensure the sustainability of peace gains and complementarity of interventions, the Organization must guarantee effective coordination and coherence during transitions, particularly when planning the drawdown or withdrawal of a multidimensional peace operation.

In principle, the support provided by the UN should promote national capacities and ultimately lead to the handover of tasks to local actors. However, often the UN must remain engaged to prevent escalation of violence and relapse into conflict. In such conditions, UN transition is the process through which activities performed by a peace operation are gradually transferred to national authorities or another UN presence such as the UN Country Team (UNCT). It may also refer to the reconfiguration of UN presence from Peacekeeping Operations (PKOs) to Special Political Missions (SPMs). This process represents a key milestone in the lifespan of a peacekeeping operation and mission components, including Disarmament, Demobilization and Reintegration (DDR) sections, as the UN footprint significantly decreases following the transition process. To ensure consolidation and sustainability of DDR gains post-transition, including Community Violence Reduction (CVR), DDR practitioners need to plan for transition as early as possible. To this end, this paper outlines lessons learned from recent transition processes and presents a series of recommendations aimed at assisting practitioners to effectively prepare and contribute to transition processes at the headquarters and field levels.

Transition is a complex process involving various national and international actors and requiring a consistent and coordinated approach. In February 2019, **the Secretary-General's Planning Directive for the development of consistent and coherent UN Transition processes** was approved. It aims to build on and complement the UN Policy on Transitions (2013) and the Integrated Assessment and Planning Policy, as well as address the existing policy gap by providing operational guidance to UN Missions. This Directive defines the Secretary-General's expectations regarding the planning and management of UN Transitions, covering issues related to the following: (i) early joint planning and financing, (ii) operational support, and (iii) staffing. The SG's Planning Directive served to guide the transition processes in Guinea Bissau, Haiti and Sudan, and will inform upcoming transition processes in the Central African Republic, the Democratic Republic of the Congo, and Mali. The transition processes in Haiti and Sudan followed highly distinct approaches due to their conflict dynamics, and international pressure driven by donor fatigue and resource considerations.

Haiti

In Haiti, on 13 April 2017, the UN Security Council, through its resolution 2350, requested the United Nations Stabilization Mission in Haiti (*MINUSTAH*), which was established in 2004, to gradually drawdown and withdraw by 15 October 2017. This resolution also established a follow-on peacekeeping mission, the United Nations Mission for Justice Support in Haiti (*MINUJUSTH*), for an initial period of one year with a core mandate to assist the Government of Haiti to strengthen rule of law institutions. On 12 April 2019, through its resolution 2466, the Security Council renewed the mandate of *MINUJUSTH* "for a final period of six months until 15 October 2019", marking the end of 15 years of peacekeeping presence in Haiti. On 25 June 2019, the Security Council authorized the establishment of the United Nations Integrated Office in Haiti (*BINUH*), thus completing the transition of UN presence into a special political mission.

This two-step transition was facilitated by clear objectives and expectations for the stages of the transition process. The first step was from a large peacekeeping operation to a smaller peacekeeping mission (from *MINUSTAH* to *MINUJUSTH*). The second was from a smaller peacekeeping operation to a special political mission (from *MINUJUSTH* to *BINUH*). Moreover, it provided a well-defined two-year timeline for the completion of the transition process. This enabled the mission components to make headway in early planning from day one of the establishment of *MINUJUSTH*.

Sudan

In contrast, the United Nations-African Union Hybrid Operation in Darfur (*UNAMID*) has undergone multiple strategic reviews and successive drawdowns since 2014. Efforts have been made to refocus priority activities based on new conflict dynamics and, most importantly, to gradually prepare for the mission's withdrawal.

In 2018, based on a two-pronged approach, *UNAMID* was initially expected to maintain military operations in the Jebel Marra area while focusing on peacebuilding activities in the rest of the Darfur region. On 27 June 2019, given the new political context and associated challenges, the Security Council, through resolution 2479, requested "an assessment of the situation on the ground and recommendations on the appropriate course of action regarding the drawdown of *UNAMID*" and "a joint African Union-United Nations political strategy detailing options for a follow-on mechanism to *UNAMID*". On 3 June 2020, following a period of uncertainty regarding *UNAMID*'s follow-on mechanism, the UN Security Council, through resolution 2524, authorized the establishment of the United Nations Integrated Transition Assistance Mission in Sudan (*UNITAMS*).

Unlike Haiti, the transition in Sudan followed a more traditional approach. The gradual withdrawal of the peacekeeping operation originally focused on the immediate handover of tasks to the UNCT. This process was then substituted and adjusted to transition into a special political mission. While the concurrent presence of *UNAMID* and *UNITAMS* improved coordination for transition, the short transition period and lack of clarity on *UNAMID*'s closure created challenges in advancing the planning process.
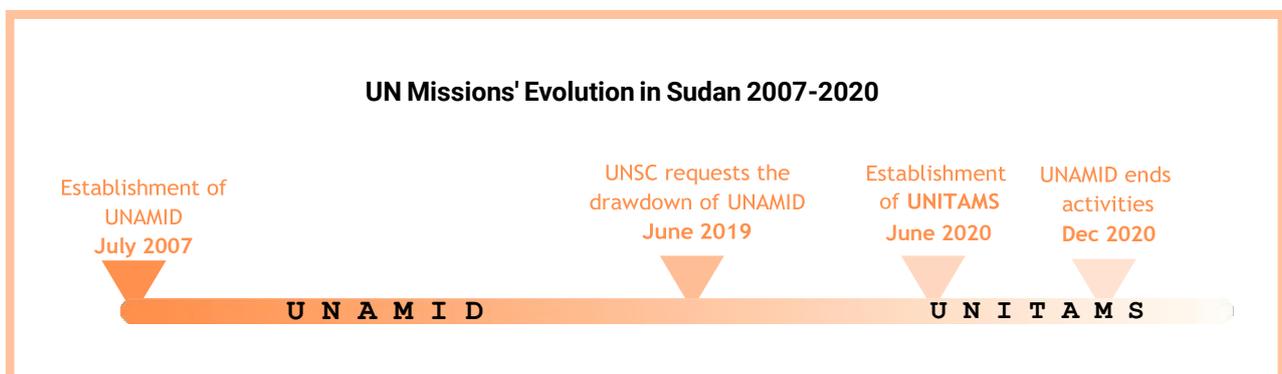
Despite different contexts and approaches, these recent transition processes demonstrated that DDR expertise remains relevant after the closure of peacekeeping operations. These processes also called for DDR practitioners to proactively promote early planning and integrated processes to ensure the sustainability of DDR/CVR and weapons and ammunitions management (WAM) gains as well as continuity of efforts in the post- transition settings. The continued provision of DDR expertise is critical, particularly in contexts where UN transitions take place alongside significant political developments, notably the signing of peace agreement with armed groups. In such situations, operational gaps could potentially hinder the provision of technical support and delay implementation of an integrated DDR process.

As a follow up to the discussion initiated in 2019 with Senior DDR Officers on transition planning, the DDR Section held a virtual meeting in December 2020 to take stock of recent transitions in Haiti and Sudan. Exchanges reflected on key points that DDR practitioners need to consider while supporting and planning for DDR/CVR/WAM continuation and new horizons post-transition. These discussions, coupled with wider DDR experience, contributed to the identification of key aspects to be considered while planning for future transition processes. These key aspects are summarized in this document under the following sections: (i) sustained political engagement, (ii) meaningful and enabling partnerships, (iii) funding opportunities and bridging mechanisms and (iv) DDR/CVR/WAM team post-transition.

Haiti

UN Missions' Evolution in Haiti 2004-2019

Establishment of MINUSTAH
2004

Withdrawal of MINUSTAH and Establishment of MINUJUSTH
2017

Renewal of MINUJUSTH
April **2019**

Establishment of BINUH
June **2019**

Withdrawal of MINUJUSTH
October **2019**

M I N U S T A H   M I N U J U S T H   B I N U H

Sudan

UN Missions' Evolution in Sudan 2007-2020

Establishment of UNAMID
July 2007

UNSC requests the drawdown of UNAMID
June 2019

Establishment of **UNITAMS**
June 2020

UNAMID ends activities
Dec 2020

U N A M I D   U N I T A M S

3

II. Sustained Political Engagement

DDR is a highly political process with a security end state that aims to create an enabling environment for peace-building and long-term development. While the UN's support to DDR/CVR/WAM is critical during the lifespan of a peacekeeping operation, the importance of allocating adequate resources to sustain DDR/CVR/WAM activities post-transition might be overlooked during the transition planning process. For instance, transition planning teams may lack understanding about the technical and operational requirements for DDR or may assume the existence of sufficient DDR capacity among national and international counterparts. In the absence of reliable capacities, continued UN support on DDR/CVR/WAM activities will be required. The recent transitions in Haiti and Sudan proved that the closing of a peacekeeping operation does not preclude UN support to DDR/CVR/WAM related issues, and they revealed the need instead for ongoing support considering political and operational challenges.

To build a solid momentum for DDR/CVR/WAM, prior to and during transition processes, DDR practitioners need to reinforce coordination with relevant national, regional, and international stakeholders to regularly discuss key DDR/CVR/WAM goals, challenges, and achievements. Promoting a common understanding of DDR/CVR/WAM requirements and supporting joint planning with relevant national, regional, and international counterparts and the UNCT is critical for the continuation and sustainability of DDR activities, particularly during the transition process. Managing expectations with national authorities through meaningful and systematic engagement is crucial to ensure clarity of both the process and outcomes of the transition process. Insufficient information and misperceptions can severely undermine the planning process and create obstacles for the provision of adequate support on DDR.

The transition planning process must be aligned with national priorities, notably the signing the of a peace agreement between the parties to the conflict. Regular consultations and mutual updates among partners on challenges and achievements during the transition process contribute to developing and maintaining political support from national, regional, and international political actors. Moreover, the ability of DDR practitioners and relevant UN agencies, funds, and programmes (AFP) to work hand-in-hand with national counterparts and demonstrate programmatic synergies constitutes the foundation for the implementation of an integrated DDR process. Effective coordination constitutes the basis for developing comprehensive political strategies and the consolidation of political support from national, regional, and international actors. For facilitating effective coordination, practitioners must be aware of the importance of building a network of strong relationships in and outside the mission.

This level of coordination enables partners to identify political issues that will persist post-transition and allows for a better assessment of capacity gaps in addressing residual DDR/CVR/WAM related issues. On the latter, the ability of both UNHQ and field DDR practitioners to build a case for the inclusion of DDR/CVR/WAM related language in the mandate of the UN's new presence is key in ensuring political support and guaranteeing the allocation of resources for the continued implementation of DDR activities during and post transition. In this regard, both UNHQ and field DDR practitioners should work closely with the Development Coordination Office and the UN System on the ground through the Resident Coordinator's Office to ensure joint advocacy for DDR/CVR/WAM. The UNHQ may also provide technical assistance to the Mission and national authorities at the strategic, policy and technical level on DDR/CVR/WAM in support of the transition process.

How DDR teams strive to sustain political engagement in Haiti and Sudan

Haiti

In Haiti, in 2017, based on its transition-oriented mindset from day one, MINUJUSTH was very conscious of the impending handover of CVR implementation to the national authorities. Given this context, MINUJUSTH/CVR Section built a momentum for CVR by advancing coordination with the National DDR Commission and by conducting political advocacy through the provision of regular briefings to the mission leadership and key national and international actors. The Section managed to raise awareness with the Special Representative of the Secretary-General (SRSG), the Deputy Special Representative of the Secretary-General (DSRSG) and the Director of Mission Support (DMS) and also secure political (and financial) support from embassies and international financial institutions (IFI). For example, the Inter-American Development Bank (IADB) office in Port-au-Prince was essential for sustaining CVR efforts. This support allowed CVR programs to align with national priorities, as outlined by the Haitian President post-MINUJUSTH. The Mission seized multiples opportunities to give visibility to CVR initiatives and ensure overall support, including high level visits. For instance, the Section facilitated Mission Leadership's visits to CVR project sites. This allowed the Head of the CVR Section to accompany the SRSG and brief the Haitian President on options for continuing the implementation of CVR projects to address gang violence. MINUJUSTH/CVR also facilitated visits of Government Officials to CVR project sites. The Section contributed actively to the official visit of OROLSI/ASG, including meetings with community members and CVR implementing partners. All these high-level visits contributed to sustain political engagement on CVR related issues and facilitated the inclusion of CVR language in key documents.

Sudan

In the case of Sudan, in June 2020, in addition to actively participating in coordination mechanisms and thematic clusters, the DDR Section regularly briefed key members of the Security Council to keep them abreast of programmatic activities and operational requirements prior to the renewal of UNAMID's mandate. Once the Council signaled its support towards the constitution of a follow-on mechanism, the Section engaged with the United Nations Development Program (UNDP) to develop a joint paper outlining key strategic objectives. The document was later used as a basis for briefing Germany and the United Kingdom, in their capacity as penholders of the draft resolution on UNITAMS, as well as members of the Group of Friends of DDR. Through this approach, the DDR Section in coordination with UNDP ensured that clear provisions on DDR, CVR and WAM were included in the Security Council Resolution as part of a robust mandate. Within the framework of the Group of Friends of DDR, the DDR Section also advocated for the membership of the Permanent Mission of Sudan to the United Nations, thus creating an additional channel for sharing key messages and seeking political support on DDR.

III. Meaningful and Enabling Partnerships

DDR processes are nationally owned and involve a broad range of partners. The ability of DDR practitioners to establish and nurture meaningful collaboration and enabling partnerships with national actors and UN AFPs from the beginning and throughout the lifespan of a peacekeeping operation is critical in facilitating the implementation of the DDR process and sustaining DDR/CVR/WAM gains post-transition.

From the establishment of a peacekeeping mission, DDR practitioners must identify their key national, regional, and international partners and promote local capacities to carry on with the implementation of DDR/CVR/WAM related key activities post-transition. To promote effective cooperation, DDR practitioners must ensure that regional and international support are aligned with Government priorities. Nonetheless, a lesson learned in Sudan is that there was a disconnect between the federal government and Darfur states authorities on local transitional priorities, in which the mission played an important role in assisting to bridge this gap. Fostering common understanding and joint planning is essential to ensure coordinated interventions and enable each partner to play a complementary role. DDR practitioners focus on building local capacity and promoting knowledge exchange as a basis for the gradual, successful, and uninterrupted transition of responsibilities to government counterparts as well as UN AFPs. It is also critical to encourage government officials, regional and international counterparts to consider the interlinkages between DDR and other related cross-cutting areas, inter alia, youth and gender mainstreaming. Among those linkages, the Sustainable Development Goals (SDGs) have a key role to play, especially the goals on gender equality (SDG 5), decent work and economic growth (SDG 8), sustainable communities (SDG 11), and peace, justice, and stable institutions (SDG 16).

Consultations with the UNCT are critical to identifying locations and types of projects in line with national objectives and improving the allocation of resources before and after transition. Due to the transition process, DDR/CVR/WAM components may not have the human capacity to allocate financial resources to continue the implementation of activities and ensure adequate coordination during the transition to the new UN presence. In this regard, seed funding can play a major role.

Capacity-mapping exercises must be conducted at an early stage to improve coordination and preparedness. Effective consultation with the UNCT needs to assess operational capacities, comparative advantages, and territorial coverage. These aspects are central to the new division of roles and responsibilities for the continued implementation of DDR activities. Such engagement also allows the management of expectations about UN involvement before and post-transition.

Partnerships with sub-regional organizations may help identify entry points, foster an environment for collaboration on a broader scale, and facilitate a less UN-centric transition process that addresses regional (security) issues that have not been part of the Mission's mandate. At the same time, establishing strong partnerships with IFIs, such as the World Bank (WB), the African Development Bank (ADB) and/or the IADB, helps mitigate the financial cliff often seen in transition settings. In the case of *UNAMID*, the DDR Section reached out to think tanks and academia, such as the Conflict Prevention and Peace Forum (CPPF), to organize a series of workshops aimed at fostering a strong partnership between DDR and key national and international stakeholders. The private sector should also be considered as a potential partner. It can promote, among others, an enabling environment for conflict resolution while offering important national perspectives.

Significant partnerships with civil society organizations, including traditional and religious groups as well as community-based organizations, foster ownership during the transition process. Capacity-building efforts targeting communities and relevant local and social actors will enhance trust in UN organizations and motivate their leadership to provide active support to transition processes. Under this premise, the UNCT is encouraged to implement projects through local implementing partners.

Photo: UNAMID

How DDR teams promote effective coordination and joint planning in transition processes

Sudan

Throughout UNAMID's transition process and UNITAMS planning process, the DDR Section promoted coordination and technical cooperation with a series of actors within and outside the UN system. Regarding UNAMID's withdrawal, the Section engaged with UN entities to assess their actual capacity to assume key tasks and the effectiveness of innovative approaches such as the State Liaison Functions (SLF). Anticipating the establishment of a new mission, the Section proposed conducting a Joint Technical Assessment to Sudan, aimed at reviewing lessons learned from past DDR processes and formulating recommendations for potential areas of intervention. For this purpose, the Section engaged multiple entities, including UNICEF, the WB, African Union, European Union, UNDP, and the Folke Bernadotte Academy (FBA).

Amidst the challenges posed by the COVID-19 pandemic, the DDR Section collaborated with the Conflict Prevention and Peace Forum (CPPF) in the delivery of a series of remote workshops, focusing on i) lessons learned, ii) consultations with national authorities, iii) analysis of capacities and joint programming. In support of UNITAMS mission start-up in 2020, additional technical support avenues have been leveraged, including through joint project between the Department of Peace Operations (DPO) and the Office for Disarmament Affairs (ODA) on "Effective WAM in a Changing DDR Context". Under the technical assistance mechanism established as part of the joint initiative, DPO and ODA in collaboration with the UN Institute for Disarmament Research (UNIDIR), facilitated a study on the weapons and ammunition dynamics in Sudan, making concrete recommendations on WAM for UNITAMS, the broad UN system, national authorities, and the international community.
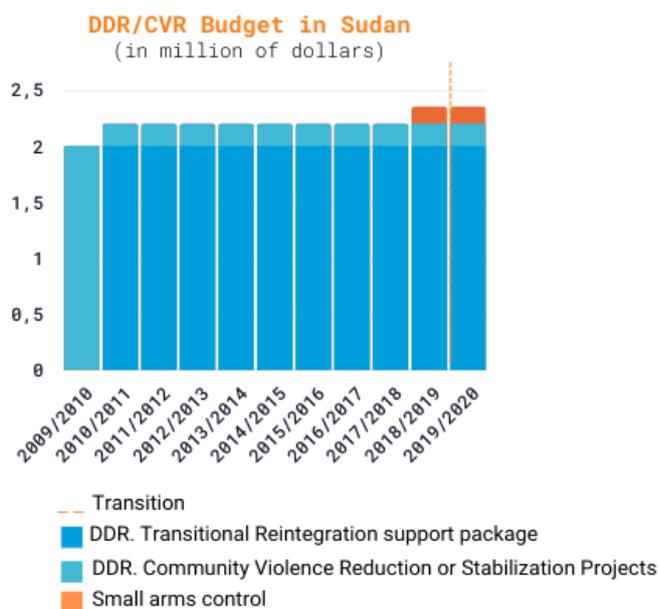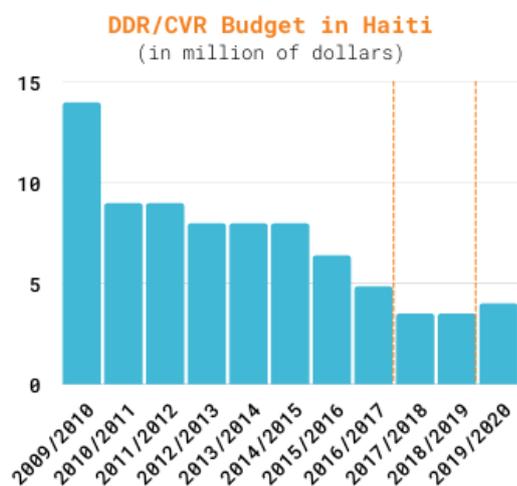
Haiti

In recognition of the key role of Haiti's neighboring country, the DDR Section engaged with the Permanent Mission of the Dominican Republic to explore possible good practices in reducing community violence in the neighboring country. Through this engagement, the Permanent Mission facilitated coordination between the DDR Section and the Dominican Republic President's office in charge of the National Programme on Social Inclusion which presented some similarities with the CVR programme implemented in Haiti. MINUJUSTH DDR/CVR team established a solid partnership with the UNCT in Haiti by involving UN AFPs in the programming of CVR activities long before the launch of the transition planning process. The use of assessed contribution to facilitate the implementation of CVR projects by the UNCT enabled the UN AFPs to build their capacities and understand CVR programming modalities.

This approach contributed to a smooth handover of CVR implementation role to the UNCT, while BINUH DDR/CVR team focused on their advisory role. In support of the transition from a peacekeeping operation, MINUJUSTH, to a special political mission (SPM), BINUH, DPO and ODA deployed a technical assessment mission (TAM) to Haiti in 2019, as part of the joint project on "Effective WAM in a Changing DDR Context". The TAM demonstrated the value of a holistic and coherent joined-up approach on DDR, CVR and WAM and led to the formulation of concrete recommendations related to WAM, including the development of a national arms control framework in line with international standards and guidelines. As a result, follow-up activities were developed, facilitating new partnerships between BINUH and the UNCT and relevant UN entities with WAM expertise. The follow-up activities include support from the United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UNLIREC) to the drafting and revision of a comprehensive national firearms law and the development of a WAM national action plan. Additionally, a WAM baseline assessment is planned to be conducted by the United Nations Institute for Disarmament Research (UNIDIR) in 2021. These efforts support the Government in the implementation of the Caribbean Fire-arms Roadmap adopted by all Caribbean Community (CARICOM) Member States in June 2020. This illustrates the catalytic aspect of using the assessed budget in promoting joint planning and implementation of activities long before the transition starts and for setting the UNCT on the right track to take over mission mandated tasks.

IV. Alternative Funding in Transitions

Ensuring sustained financial support to consolidate DDR gains and facilitate the implementation of CVR and other DDR-related activities, such as WAM, appears to be an uphill battle for DDR practitioners. To address the usual post-transition funding cliff, DDR practitioners' proactive and innovative approaches to resource mobilization are essential. Promptly identifying funding gaps, mobilizing donors' commitments or exploring alternative funding mechanisms, prove to be critical in sustaining the capacity of national counterparts and UN AFPs to implement DDR/CVR/WAM activities post-transition. DDR practitioners need to remember that funding during transition is less predictable and the amount of available funds tends to be significantly reduced.

DDR/CVR Budget in Haiti
(in million of dollars)

DDR/CVR Budget in Sudan
(in million of dollars)

- - - Transition
■ DDR. Transitional Reintegration support package
■ DDR. Community Violence Reduction or Stabilization Projects
■ Small arms control

It is important to consider modalities that enhance integration with key national, regional, and international partners who could continue to support DDR/CVR/WAM initiatives. Achieving a continuation of certain DDR activities may include regional organizations, military components, or others. A well-planned engagement of the Mission and the national government with private sector funding could also mitigate operational constraints. Prior to the transition, while funding streams are still available, DDR practitioners should create a strategy, through coordination with relevant national institutions, civil society, UN AFPs that defines peacebuilding priorities to be addressed post-transition and that determines future DDR/CVR/WAM initiatives to match defined priorities. The use of peacekeeping programmatic funding may be explored to initiate capacity building of key national partners and serve as seed funding for subsequent projects led by other international organizations. In addition, financing modalities within the WB as well as the use of Peacebuilding Funds as catalytic funding to promote joint mission-UNCT activities during the transition phase should be explored. Moreover, the gradual inclusion of DDR/CVR/WAM objectives within other planning mechanisms such as the United Nations Sustainable Development Cooperation Framework and the Sustainable Development Goals pooled funds to draw on funding allocations that may arise from those frameworks is essential for ensuring sustainability of interventions.

In Haiti, in addition to coordinating with the Peacebuilding Fund Support Office, the DDR Section in close collaboration with the MINUJUSTH/CVR Section, reached out to the WB and the IADB to explore possible financial support to CVR related activities post-MINUJUSTH. The IADB showed interest in providing the opportunity for CVR implementing partners to participate in the IADB bidding process, thus offering them the possibility of accessing funding to continue the implementation of CVR projects.
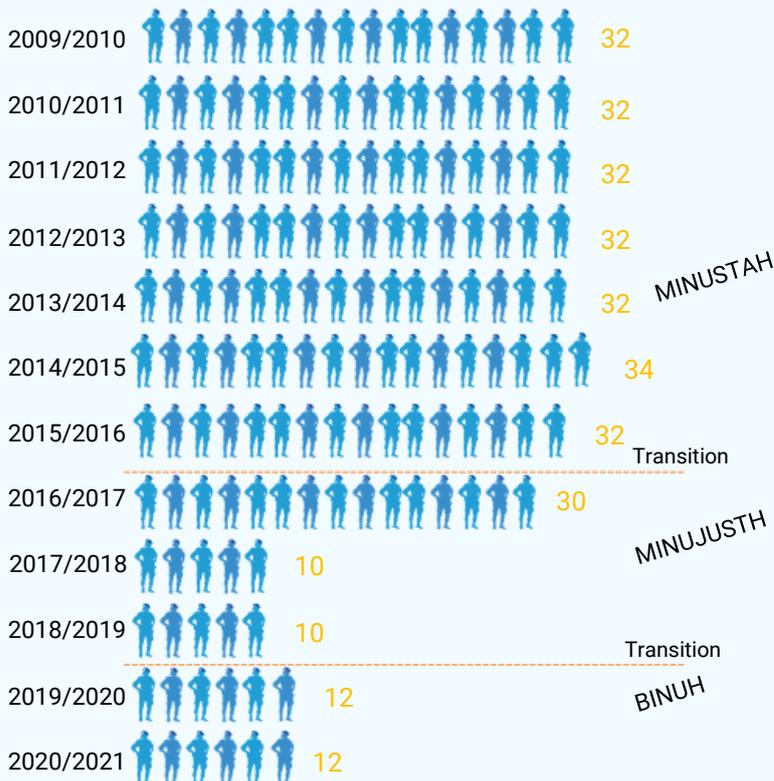
Photo: MINUSTAH

V. DDR/CVR Team Post-transition

Along with the financial cliff experienced during most transition processes, the capacity gaps - between mandated tasks and staffing allocated to the new UN presence - are concerning. As technical and operational capacity declines, new sources of instability may arise. Given these challenges, effective planning and capacity mapping can confer predictability in the transition process.

The potential capacity gap may also be accompanied by recurrent transitional challenges from an organizational perspective. It remains difficult to ascertain when conditions are right for a transition to proceed and for a mission to leave. To overcome these challenges, practitioners must advocate for an adequate and mandate-driven footprint post-transition. Alternative approaches may include tailored training, deployment of DDR Standing Capacity in Brindisi and workshops aimed at increasing personnel capacities. Because DDR/CVR associated initiatives evolve in response to changing contexts, overall capacities could in turn be gradually expanded instead of starting with an analysis of what the mission currently does and then seeking to merely replicate it post-transition. The use of peacekeeping programmatic funding may be explored to initiate capacity building of key national partners and serve as seed funding for subsequent projects, led by other international organizations.
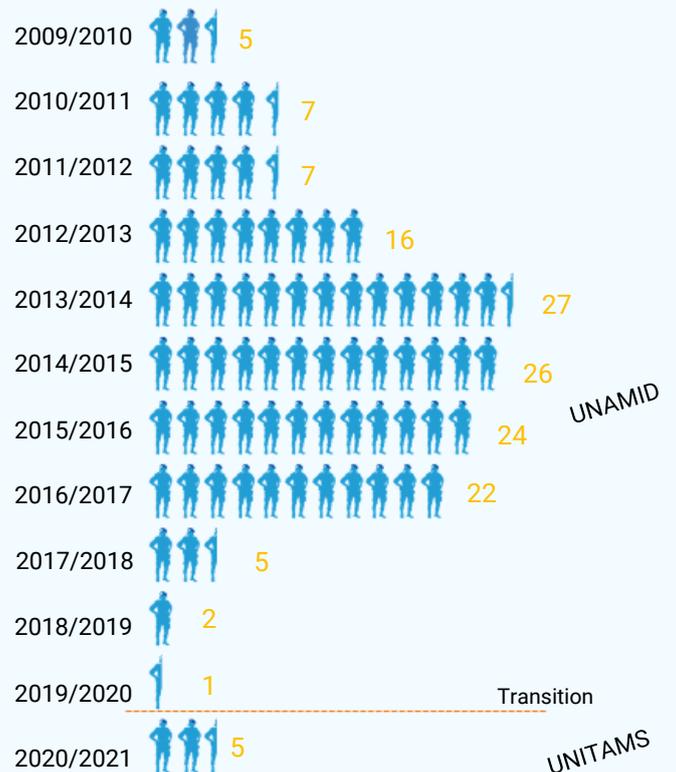
Haiti

DDR Staff Capacity in Haiti

Year	Staff	Mission/Note
2009/2010	32	
2010/2011	32	
2011/2012	32	
2012/2013	32	
2013/2014	32	MINUSTAH
2014/2015	34	
2015/2016	32	Transition
2016/2017	30	
2017/2018	10	MINUJUSTH
2018/2019	10	Transition
2019/2020	12	BINUH
2020/2021	12	

= 2 Staff Members

Sudan

DDR Staff Capacity in Sudan

Year	Staff	Mission/Note
2009/2010	5	
2010/2011	7	
2011/2012	7	
2012/2013	16	
2013/2014	27	
2014/2015	26	UNAMID
2015/2016	24	
2016/2017	22	
2017/2018	5	
2018/2019	2	
2019/2020	1	Transition
2020/2021	5	UNITAMS

= 2 Staff Members

11

What DDR/CVR teams look like post-transition in Sudan and Haiti

Haiti

In Haiti, the acknowledgement by the President that dismantling gangs was one of the key national priorities contributed to the inclusion of strong language on CVR and WAM in Security Council Resolution 2476 (2019), i.e., "develop an inclusive approach with all sectors of society to reduce community violence, and in particular gang violence". As a result, the SPM included a significant number of CVR staff (12), and USD 4 million in peacebuilding funding was earmarked for the reduction of community violence in Martissant and La Saline and the reinforcement of national capacity on weapons and ammunition control. These projects facilitate the continuation of support to CVR and WAM in Haiti, and thus ensuring the maintenance of security objectives.

Sudan

In Sudan, efforts ensured political support from Security Council members as well as national counterparts to the level required for the implementation of the DDR process. This is reflected in UNITAMS's robust mandate (S/RES 2524) including through the provision of technical support on DDR, CVR and transitional WAM (TWAM). Although considered a priority task for the implementation of the peace process as well as Sudan political transition, the DDR capacity in UNITAMS is restricted to five DDR posts, thus limiting the type of support UNITAMS can provide.

Photo: UNAMID

VI. Conclusion

The recent transition processes in Haiti and Sudan have shown that there is no single blueprint for successful transitions. DDR/CVR/WAM practitioners must bear in mind that transitions present an opportunity for the full operationalization of national ownership by local entities. Practitioners' role is to empower national and local entities through meaningful and enabling partnerships along with other international partners from the beginning and throughout the lifespan of peacekeeping operations.

Transitions offer the possibility for DDR/CVR/WAM practitioners to redefine together with the national instintutions priorities roles and responsibilities and to consolidate DDR/CVR/WAM gains through new cooperation modalities with national entities. DDR practitioners may set a positive tone for broad collaboration with relevant national entities through a transition of mindset on their roles from a "mentorship" to an "advisory" role.

To build strong partnerships, DDR practitioners need to ensure good communication and coordination with identified key partners early on in the process. Also significant is the sensitization of local partners, including community-based organizations and structures already put in place to clearly understand the changeover. Establishing and nurturing a good understanding of key challenges and achievements with national entities, UN AFP, regional organizations and/or international, regional, and national institutions is key to foster political buy-in and sustain support for the implementation of jointly identified priorities in line with government's objectives. Close coordination and regular communication between DDR practitioners in peacekeeping operations and UNCT through the chairmanship of DSRSG/RC/HC and/or Resident Coordinators (RC) contribute to setting a positive momentum for transition. This is accompanied by the need to promote the systematic inclusion of DDR/CVR/WAM into the Common Country Analysis and UN Sustainable Development Cooperation Frameworks, as well as Peacebuilding Funding eligibility processes if applicable. Such coordination must help facilitate joint planning and implementation as well as proactive identification of capacity gaps and options to address them, including funding shortfalls.

Early and timely engagement with several key actors is critical to set a positive momentum toward effective transition. These include Member States, particularly UN Security Council resolution penholders, the Development Coordination Office, relevant development actors as well as IFIs, including the WB, to ensure a common understanding of DDR/CVR/WAM challenges and required financial support in facilitating the implementation of strategies that are aligned with Government priorities.

Table of Recommended Actions to DDR Teams at Headquarters and Field Levels During the Transition Planning Process

	Field Teams	Headquarters Team
Sustained Political Engagement	• Sensitize key national, regional and international stakeholders, including Mission leadership, embassies, IFIs and UNCT, on the poligtical, technical and operational requirements for DDR/CVR/WAM. • Reinforce coordination with relevant national political actors to regularly discuss key DDR/CVR/WAM goals, challenges, and achievements. • Work together with national counterparts to secure the political buy-in of key actors. • Consolidate common understanding and joint planning for the implementation of the DDR process. • Ensure the alignment of the Mission's DDR/CVR/WAM support to national priorities during the transition planning process. • Provide regular updates on operational challenges and achievements to prevent the spread of misperceptions or wrong assumptions about the DDR process. • Manage expectations of partners by outlining responsibilities during the transition to mitigate potential misunderstanding.	• Provide strategic, policy and technical advice and guidance on DDR/CVR/WAM to support the transition process. • Sensitize key Member States and stakeholders on the strategic, technical and operational requirements for DDR. • Ensure the inclusion of DDR/CVR/WAM related language in the mandate of the UN's new presence in a given country. • Reinforce coordination with relevant regional and international political actors to regularly discuss key DDR/CVR/WAM goals, challenges, and achievements. • Consolidate common understanding and joint planning for the implementation of the DDR process. Prevent the spread of misperceptions or wrong assumptions about the DDR process. • Promote the systematic inclusion of DDR/CVR/WAM into the Common Country Analysis and UN Sustainable Development Cooperation Frameworks as well as Peace-building Funding eligibility processes when ap-plicable.
Meaningful and Enabling Partnership	• Promote synergies between peace operations and the UNCT, including through the integration of DDR/CVR/WAM into the Common Country Analysis and UN Sustainable Development Cooperation Frameworks. • Conduct regular consultations with the UNCT to identify locations and CVR projects in line with national objectives and improve the allocation of resources before and after transition. • Identify key national partners and promote local capacities to carry on with the im-plementation of DDR/CVR related key ac-tivities post-transition. • Support the development of local capacities and promote knowledge exchange. • Encourage government officials, regional and international counterparts to consider the interlinkages between DDR and other related policies, inter alia, to youth and gender aspects.	• Identify key regional and international partners and promote local capacities to carry on the implementation of DDR/CVR related key activities post-transition. • Promote partnerships with regional organizations to identify entry points and foster collaboration. • Promote partnerships with IFIs to mitigate financial cliffs and facilitate scaling up of key programmatic activities. • Conduct capacity-mapping exercises to guide the transition planning process. • Ensure that regional and international support are aligned with Government priorities.

Table of Recommended Actions to DDR Teams at Headquarters and Field Levels During the Transition Planning Process

	Field Teams	Headquarters Team
Alternative funding Opportunities	- Identify funding gaps as a basis for the mobilization of resources. - Use programmatic funding to develop local capacities and serve as seed funding for projects led by international partners. - Coordinate with potential donors and key national actors to identify alternative funding mechanisms. - Engage local actors, notably the private sector, to address potential funding gaps. - Before the transition, create a strategy through coordination with national institu-tions, civil society, UN AFPs to define peacebuilding pri-orities to be addressed post-transition and determine future DDR/CVR initiatives to match priorities. - Lead the development of transition strategy for the mobilization of resources.	- Identify funding gaps, mobilization of donors' commitments or explore alternative funding mechanisms. - Consider modalities and promote programing that enhance integration with key national, regional, and international partners.
DDR/CVR Post-transition	- Advocate for adequate and mandate-driven DDR/CVR footprint post-transition. - Bear in mind the shifting roles during the transition from an operational/programmatic to an advisory support. - Keep in mind that the primary aim is to assist national entities in building their capacities. Primarely the government, with support from the mission, UNCT and billaterla and multilateral donors, will lead the implemention of DDR/CVR/WAM initiatives post-transition.	- Identify options for expanding capacity according to resources allocated to the new UN presence. Do not focus on analyzing the current needs of the mission to continue such operations during post-transition. - Begin planning and laying the ground for transition as early as possible. - Provide psychosocial support for DDR/CVR/WAM practitioners involved in the transition- those leaving and those staying.

DDR Components Transition Planning and Exit Strategy

As discussed throughout this brochure, a pre-condition for a successful transition is early planning. Transition is an element of the DDR/CVR/WAM component planning and should be formulated as early as possible in the planning cycle in the form of an exit strategy.

The initial exit strategy should look at all tasks planned for the DDR/CVR components, including DDR or DDR-related tools, and decide at which point those tasks cease to be the responsibility of the Mission and are ripe to be handed over either to partners (e.g., the responsibility for reintegration after demobilization and potentially following re-insertion) or to the national authorities (e.g., responsibility for CVR projects). This handover plan will take into account both the pro-gramme/project life cycle and partners' readiness (including their will and capacity to take over). A good exit strategy should establish benchmarks in terms of partner-ships, funding, and political outreach necessary for a well-planned exit of the Mission's DDR/CVR/WAM component. It should be primarily results-driven and less time-bound focused.

Planning is a cyclical occurrence, and un-foreseen events always happen; therefore, an exit strategy will have to be both periodi-cally reviewed, adjusted, and endowed with a contingency plan. The latter will have to ad-dress a situation when the Mission or its DDR/CVR/WAM component will have to transition out before the established bench-mark is fulfilled. This will likely have to in-clude a handover of tasks that normally fall under the Mission's purview before they are ready for handover according to the main provisions of the exit strategy. A contingency plan needs to identify partners who could take over such tasks, funding and non-finan-cial resources. The exit strategy and its con-tingency plan need to be coordinated and agreed on with both national (including lo-cal) and international partners.

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