Revision of IDDRS 5.40 on Cross-Border Population Movements

September 2021 - December 2021

I. Background and Rationale

The United Nations Inter-Agency Working Group (IAWG) on Disarmament, Demobilization and Reintegration (DDR) was established in 2005 with a mandate to improve the Organization’s performance in the area of DDR by optimizing its contributions to inclusive peace-building and recovery.\(^1\) The IAWG represents a distinct and functional application of the “whole-of-UN” approach in that UN entities develop and maintain a common set of DDR guidance, known as the Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS).

Launched in 2006, the IDDRS are a comprehensive and detailed set of policies, guidelines and procedures for undertaking DDR. The Standards are used for policy and strategy formulation, integrated planning, programme development and monitoring and evaluation. They are also used for training purposes in close collaboration with the Integrated DDR Training Group (IDDRTG).\(^2\)

In 2017, after further operational experience had been acquired, and recognizing the changes in the global landscape of armed conflict, the IAWG took the decision to revise the IDDRS. As part of this revision, new modules have been added to the IDDRS and others are currently being revised (see Annex A - The IDDRS Framework). The IDDRS currently include six levels of guidance:

IDDRS Level 1: General IDDRS
IDDRS Level 2: Concepts, Policy and Strategy of the IDDRS
IDDRS Level 3: Structures and Processes
IDDRS Level 4: Operations, Programmes and Support
IDDRS Level 5: Cross-Cutting Issues
IDDRS Level 6: Linkages with Other Processes

This consultancy aims to advance the revision of the IDDRS Level 5 module on Cross-Border Population Movements.

\(^1\) The IAWG is co-chaired by DPO and UNDP and currently consists of 25 members: CTED, DPA, DPI, DPKO, ILO, IOM, ODA, OHCHR, OSAA, OSRSF CAAC, PBSO, UNAIDS, UNDP, UNEP, UNFPA, UNHCR, UNICEF, UNIDIR, UNITAR, UNODC, UNOPS, UN Women, WFP, WHO and the World Bank. The AU participates as an observer.

\(^2\) More information about the IDDRTG can be found at http://www.iddrtg.org/
II. Evidence-Based Guidance: The Development of an IDDRS Module on Cross-Border Population Movements

Armed conflicts are increasingly characterized by ‘mixed population movements’ of combatants and civilians moving across international borders, as well as lines of conflict spilling over and across State boundaries. Against this backdrop, the first IDDRS module on Cross-Border Population Movements was developed in 2006. This version of the guidance examined the regional dimensions of conflicts and highlighted the movement across borders not only of combatants, but also of civilians fleeing conflict.

In 2018, steps were taken to revise the module and to align it with recent research and other new and revised modules of the IDDRS. However, the revision of the draft has not yet been completed. Thus far, the revision work has focused on providing more practical guidance on issues related to the identification and separation of combatants from civilian population movements. However, taking into account the revised UNHCR Guidelines on the Civilian and Humanitarian Character of Asylum, the final version of the module should aim to further draw out ways in which cross-border population movements and DDR processes intersect and provide practical guidance based on empirical evidence. The module should not only focus on DDR programmes with a repatriation component, but should also cover the different DDR responses (CVR, WAM, DDR support to mediation, etc.) outlined in IDDRS 2.10 on The UN Approach to DDR.

The following questions should guide the further revision of the module:

- What are the population groups moving across international borders during conflict?
- How do these populations interact with the communities that they find after crossing international borders?
- What are the legal frameworks and standards of treatment governing the treatment of each of these population groups?
- How do cross-border population movements intersect with DDR?
- How does DDR intersect with (or contribute to) the humanitarian and development practices aimed at addressing population movements across borders?
- What are the recommendations for action, on both sides of the border?
- What are the recommendations at the regional/sub-regional level?
- What are the roles and responsibilities of international and national agencies?

The following groups (categories of persons) will be covered:

- Foreign members of armed forces and groups (including both foreign combatants and foreign persons associated with armed forces and groups);
- Foreign children associated with armed forces or armed groups;
- Civilian family members and other dependents of foreign members of armed forces and groups; and
- Other civilians / ‘self-demobilized’, who have played a direct role in hostilities and those who have contributed to the general war effort;
- Community members, including foreign members of armed groups who cannot be repatriated and persons who have been repatriated to their countries and communities of origin.
The revised module should cover specific considerations for women, youth, children, persons with disabilities and persons with chronic illnesses who may form part of each of the five categories of persons outlined above.

In addition, the revised module should provide clear guidance on mercenaries and on foreign terrorist fighters. The latter guidance should be aligned with IDDRS 2.11 on The Legal Framework for UN DDR and IDDRS 6.50 on DDR and Armed Groups Designated as Terrorist Organizations.

The fully revised module should cover various phases of cross border movements in the context of armed conflict: i) upon crossing an international border (while also taking into account that groups cross multiple borders throughout their trajectories adding additional layers of complexity), ii) during the planning and implementation of DDR processes, iii) during repatriation, and iv) return and reintegration in the country of origin. The module should also discuss that cross-border movements are not a linear process and that possible solutions for those who cannot be repatriated need to be considered (for e.g. because they would face persecution, torture or other serious harm upon return).

III. The Consultancy

The IAWG adopts an evidence-based approach to the development of IDDRS guidance. Therefore, the specific objectives of this consultancy are to:

1. Conduct a desk review of documents, including existing research, policies, standards and guidelines, on DDR and cross-border population movements. The consultant should also conduct interviews with relevant subject matter experts and consult other IDDRS modules as necessary to ensure consistency and to avoid duplication.

2. Draft a short issues paper outlining what would need to be revised and/or added to the existing draft IDDRS module on Cross-Border Population Movements.

3. Discuss the issues paper with the IAWG co-chairs (DPO and UNDP), the module leads (UNHCR and IOM) as well as with BICC and the IAWG coordinator and agree on a way forward.

4. Redraft the current version of the IDDRS module on Cross-Border Population Movements in line with the agreed upon issues paper and subsequent discussions/agreement with DPO, UNDP, UNHRC, IOM, BICC and the IAWG coordinator, taking into account alignment with the IDDRS Level 2 modules and in particular IDDRS 2.10 on The UN Approach to DDR, as well as modelling the structure/table of contents on that of other IDDRS Level 5 modules. The draft module should be no more than 30 pages (excluding annexes) and should include concrete age- and gender-sensitive guidance for DDR practitioners as well as include disability-inclusive considerations. Importantly, the draft module should conform to the standard format of an IDDRS module. The module should use the terminology introduced by the International Organization for Standardization (ISO). The module should also include a section on guiding principles that
builds on the principles outlined in IDDRS 2.10, identifying and making the principles specific to the issues addressed in IDDRS 5.40 on Cross-Border Population Movements.

5. Present the revised module to the IAWG members during a webinar which will also include relevant subject matter experts.

6. Revise and finalise the draft module in line with the feedback received during the webinar and in consultation with DPO, UNDP, UNHCR, IOM, BICC and the IAWG coordinator.

7. Review and finalise the module following the substantive editing process (Note: for consistency, all IDDRS modules are substantively edited by the IAWG coordinator and are subsequently approved by the IAWG co-chairs prior to being submitted for validation by the IAWG).

A. Outputs of the Consultancy; expected timelines for completion

The following outputs are expected:

1. A desk review of documents and interviews with subject matter experts.

2. An issues paper.


4. A presentation of the draft module to IAWG members, including field practitioners and other subject matter experts during a webinar.

5. A final IDDRS module on Cross-Border Population Movements (incorporating comments from IAWG members and substantive edits).

The consultant should also share all the files collected and produced during this consultancy with the IAWG Secretariat so that they may be made available to any IAWG-DDR member upon request.

IV. Reporting lines, timelines and key activities

The consultant is expected to closely liaise with DPO and UNDP as IAWG Co-Chairs, and UNHCR and IOM as the lead IAWG members on this module as well as the IAWG Coordinator regarding the content of the module. Administratively he/she will report to the BICC project manager.

The consultancy will take place over 18 working days and shall follow the timeline below:

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<th>Date</th>
<th>Activity</th>
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<td>(3 working days)</td>
<td>Conduct desk review of documents and interviews with subject matter experts. This review should include, but not be limited to, literature already collected, the existing IDDRS guidance on Cross-</td>
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Border Population Movements, other relevant IDDRS modules and other relevant policies, standards and guidelines.

(2 working days) Prepare an Issues Paper discussing what needs to be adjusted in the existing module on Cross-Border Population Movements and how changes can be incorporated. Discuss the issues paper with DPO, UNDP, UNHCR, IOM, BICC and the IAWG coordinator. Incorporate feedback and begin revising the full module.

(7 working days) Submission of first draft of module to DPO, UNDP, UNHCR, IOM, BICC and the IAWG coordinator.

(2 working days) Based on feedback from DPO, UNDP, UNHCR, IOM, BICC and the IAWG coordinator, revise the draft module.

(1 working day) Prepare and hold webinar.

(2 working days) Incorporation of comments from IAWG members and other webinar participants into the draft module.

Submission of draft module to IAWG coordinator for substantive editing.

(1 working days) The consultant, DPO, UNDP, UNHCR, IOM and BICC review the substantive edits and finalize the module.

**B. List of tasks, including collaboration partners**

The consultant is expected to undertake the following tasks associated with the outputs described in Section A above:

<table>
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<th>OUTPUT</th>
<th>ASSOCIATED TASKS</th>
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| **1. Desk review of Documents** | 1.1. Desk review of documents related to cross-border population movements;  
1.2. Interviews with subject matter experts;  
1.3. Review existing draft IDDRS module on Cross-Border Population Movements, other relevant IDDRS modules and other relevant policies, standards and guidelines. |
| **2. Issues paper** | 2.1. Produce a short issues paper outlining suggested additions and revisions to the existing draft module to ensure the full scope of the DDR process is reflected in the guidance in a gender- and age-responsive manner. |
### IV. Qualifications and Experience

- Master’s degree (or equivalent) in international relations and/or development, social science, peace and conflict studies or related field.
- Over 5 years of professional experience working on topics related to cross-border population movements, foreign fighters and mercenaries.
- Knowledge of the new UN Approach to DDR and the Integrated DDR Standards (IDDRS).
- Demonstrated research and policy development skills.
- Excellent analytical, research, writing and communication skills;
- Capacity to work in multicultural settings with interdisciplinary teams; consensus and team building skills are also required.
- Proficiency in English and knowledge of other official UN languages, such as French and Spanish desirable.
Annex A: IDDRS Framework