

OG 3.10: Integrated DDR Planning: Processes and Structures

3.10

Objectives

This module will:

- ✓ highlight the importance of integrated DDR planning;
- ✓ outline a generic (typical) planning cycle for providing and structuring UN support for national DDR efforts; and
- ✓ identify the institutional requirements at both Headquarters and country levels to ensure an efficient and integrated UN planning process.

1. Introduction

DDR programmes are more likely to be successful when planning is integrated and starts early, preferably during peace negotiations. This requires the various UN actors that are likely to be involved in supporting national DDR efforts to carry out planning jointly at the UN Headquarters and country levels.

This early involvement will show whether DDR is the appropriate course of action, and whether the UN is best suited to support national DDR efforts.

It is during the planning phase that:

- a strategic and policy framework should be prepared that will form the basis for the development of a DDR programme and operational framework; and
- a common resource mobilization strategy involving all participating UN entities should be established to prevent duplication and facilitate coordination with donors and national authorities.

The planning process outlined in this module will be influenced by a number of factors, as Box 3.10.1 shows.

2. Situating DDR within integrated UN peace operations planning

Within the context of the integrated mission planning process (IMPP), planning for DDR operations should be linked to the main phases of mission and UN country team (UNCT) planning for an integrated mission as a whole. The planning cycle

Box 3.10.1: Factors influencing planning

- *The pace and duration of the peace process:* A lengthy peace process gives international actors more time to consult, plan and develop programmes.
- *Contextual realities:* The dynamics and consequences of a particular conflict and the attitudes of the actors involved will influence the planning process.
- *National capacities for DDR:* The extent of pre-existing national and institutional capacities to plan and implement DDR will affect the nature of UN support.
- *The role of the UN:* This will depend on the responsibility and involvement assumed by national actors, and the UN's capacity to complement these efforts.
- *Interaction with other international and regional actors:* The presence of and need to collaborate with other actors will have an impact on UN support.

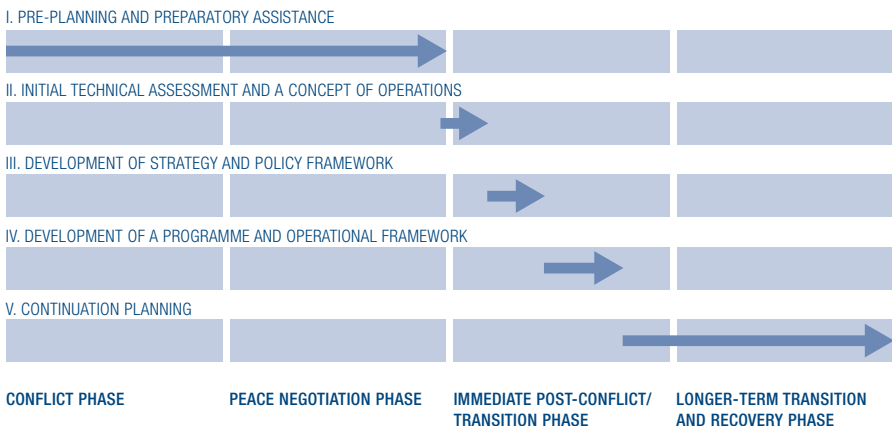
for integrated peace support missions is centred on the integrated mission task force (IMTF) at Headquarters level, and the integrated mission planning team (IMPT) at country level. These bodies include representatives from all UN departments, agencies, funds and programmes, and provide an important link between the planning activities on the ground in the affected country and at Headquarters.

DDR planning should also be integrated if a UN peace operation has not been deployed. The Humanitarian Coordinator (HC)/Resident Coordinator (RC) should take the responsibility for overall DDR coordination within the UN system. He/she should establish a UNCT DDR task force, drawing on UN agencies with relevant experience and capacity.

3. The five phases of DDR planning

While recognizing that the process of DDR does not happen in stages or phases that occur regularly one after the other, and that DDR practitioners should make

Figure 3.10.1: Phased approach for integrated DDR programme planning



contingency plans for reversals and setbacks, DDR planning can be broadly divided into five phases in the transition from conflict to recovery, as Figure 3.10.1 shows.

3.1. Phase I: Pre-planning and preparatory assistance

During this phase, an integrated DDR Headquarters task force has not yet been established. Pre-planning should therefore take place at the country level through the HC/RC and the UNCT DDR task force, drawing on UN agencies with relevant experience and capacity. The main outcome of this phase should be the identification of an appropriate role for the UN in supporting national DDR efforts on the basis of early assessments and analyses of the situation and its requirements. The early identification of potential entry points and strategic options for UN support is essential to ensuring the UN's capacity to respond efficiently and effectively. Box 3.10.2 shows activities that should be carried out during the pre-planning and preparatory assistance phase:

Box 3.10.2: Pre-planning and preparatory assistance activities

- Development of an initial set of strategic options or assessments on DDR, including the potential role of the UN in supporting DDR
- Provision of DDR technical advice to special envoys, Special Representatives of the Secretary-General or country-level UN staff within the context of peace negotiations or UN mediation
- Secondment of DDR specialists or hiring of DDR consultants to assist during the peace process and provide strategic and policy advice to the UN and relevant national parties at the country level for planning purposes
- Engagement of a UNCT to carry out exploratory DDR assessments and surveys as early as possible
- Mapping of the planning and delivery capacity in-country to support the anticipated DDR programme (including both UN and national institutional capacities)
- Engagement of key donors and other international stakeholders on DDR issues with the aim of defining priorities and methods for information sharing and collaboration
- Early identification of potential key DDR personnel for the integrated DDR unit/team

3.2. Phase II: Initial technical assessment and a concept of operations

This phase starts when the UN Security Council requests the UN Secretary-General to present options for possible UN involvement in supporting peacekeeping and peace-building in a given country. The main outcomes of this phase should be an initial technical assessment of the UN role and a concept of operations for submission to the Security Council.

In most cases, DDR will be one component of the multidimensional technical assessment mission appointed by the Secretary-General. The DDR component of the initial

Box 3.10.3: The DDR component of initial technical assessments

The focus should be on:

- the conditions and requirements for DDR;
- an assessment of the DDR provisions within the peace agreement;
- an assessment of national capacities;
- the identification of options for UN support, including strategic objectives and the UN's operational role;
- the role of DDR within the broader UN peace-building and mission strategy; and
- the role of UN support in relation to that of other national and international stakeholders.

technical assessment should be based on the pre-planning and preparatory assistance assessments that were carried out during Phase I, and closely linked with other inter-agency processes (such as post-conflict needs assessments [PCNAs]) established to assess immediate post-conflict needs.



Section 5 of OG 2.20 on Post-conflict Stabilization, Peace-building and Recovery Frameworks

Box 3.10.3 identifies key issues that DDR components should focus on.

The findings of the DDR component of the initial technical assessment should form the basis of the report of the Secretary-General to the Security Council and any Security Council resolutions and mission mandates that follow:

- *Report of the Secretary-General to the Security Council:* A recommendation should be included in this report as to whether DDR is appropriate, and whether the UN is well suited to provide support for the DDR programme in the country concerned. If DDR is judged appropriate, and if the UN is to play a role in supporting national DDR efforts, the report may also contain a proposal for the DDR mandate of the peace operation;
- *Security Council resolutions and mission mandates:* The Security Council may assign DDR responsibilities to the UN. This mandate can be either to directly support the national DDR authorities or to implement aspects of the DDR programme. The nature of a DDR mandate, if one is given, may differ from the recommended concept of operations, for political and other reasons.



Do you need more information on how to carry out a DDR assessment mission to identify a possible UN role? See Annex B in IDDRS 3.10 on Integrated DDR Planning: Processes and Structures.

In non-peacekeeping contexts, initial technical assessments should be carried out through the HC/RC and the UNCT DDR task force. The findings of the initial technical assessments will be the basis of strategic planning and the preparation of detailed field assessments.

3.3. Phase III: Development of a strategy and policy framework (strategic planning)

The inclusion of DDR as a component of the overall UN integrated mission and peace-building support strategy will require the development of initial strategic objectives for the DDR programme, which will guide further planning and programme development. DDR practitioners shall be required to identify five key elements to create this framework:

- the overall strategic goal/objectives of UN engagement in DDR in relation to national priorities;
- the key DDR tasks of the UN;
- the initial organizational and institutional framework;
- the hazards and risks of UN engagement; and
- other national and international stakeholders on DDR, and their respective areas of engagement.

Box 3.10.4: Key factors that should guide the development of a strategy and policy framework

The planning process should:

- ensure that this framework adequately reflects country realities and needs with respect to DDR;
- ensure that the framework's development is a joint effort of mission planners;
- involve relevant national counterparts in the framework development, to ensure that UN engagement is consistent with national planning and frameworks; and
- harmonize and integrate the framework with other UN and national planning frameworks, notably with the Department of Peacekeeping Operations (DPKO) results-based budgeting (RBB) frameworks, UN work plans and transitional appeals, and PCNA processes.



Do you need further guidance on how to develop a strategy and policy framework? See Annex C in IDDRS 3.10 on Integrated DDR Planning: Processes and Structures.

3.4. Phase IV: Development of a programme and operational framework

After establishing strategic objectives and a policy framework for UN support for DDR, the UN should start developing a detailed programmatic and operational framework. The DDR programme and implementation plan provides details on the activities and operational requirements necessary to achieve DDR goals and the strategy identified in the initial planning for DDR.

The DDR programme and implementation plan should be developed jointly with national actors to ensure a single and common approach, and that it fits in with other national


recovery frameworks. Moreover, DDR programmes should also provide a common framework for the implementation and management of joint activities among national actors and the UN system. In general, the programme design cycle should consist of three main stages, as Table 3.10.1 shows:

Table 3.10.1: The three stages in the programme design cycle	
I. Carrying out a detailed assessment	<ul style="list-style-type: none"> ■ These assessments build on the initial technical assessment carried out in Phase II, discussed above. ■ They provide a basis for developing the full DDR programme, as well as the implementation and operational plan.
II. Preparing the DDR programme document	<ul style="list-style-type: none"> ■ The design of a comprehensive UN programme on DDR should be integrated with the design of the national DDR programme. It should also be linked to the design of programmes in other related sectors as part of the overall transition and recovery plan.
III. Developing an implementation plan	<ul style="list-style-type: none"> ■ Planning instruments should be developed that will aid practitioners (UN, non-UN and national government) to implement the activities and strategies. ■ An implementation plan usually consists of four main elements: implementation methods, a time-frame, a detailed work plan and management arrangements.

 **OG 3.20 on DDR Programme Design provides guidance on how to carry out detailed assessments, develop DDR programmes and prepare implementation plans.**

3.5. Phase V: Continuation planning

Continuation planning is a process of periodic reviews, monitoring and evaluations to measure the performance and impact of the DDR programme during implementation, as well as revisions to programmatic and operational plans to adjust the way in which the programme is being implemented. It is essential that DDR programmes and implementation plans are flexible enough to respond to the many changing circumstances and demands at the country level.

 *A DDR programme does not end with the exit of a peacekeeping mission. The departure of the peacekeeping mission should be planned with the UNCT and national DDR authorities as early as possible to build the necessary financial, logistic and human resource capacity for the longer-term aspects of the DDR programme. These include monitoring and support of longer-term reintegration, small arms control and reduction measures, and long-term justice and security sector reform.*

 **OG 3.50 on Monitoring and Evaluation of DDR Programmes and OG 3.30 on National Institutions for DDR**

4. Institutional requirements for planning

The integrated UN approach to DDR in the context of peace operations combines the different experiences, competencies and resources of UN funds, programmes, departments and agencies within a common framework for planning DDR programmes. To ensure this overall integrated approach to planning, the following structures are needed at the Headquarters and country levels.

4.1. Planning structures at Headquarters

The integrated mission task force (IMTF) provides a framework within which coordination and planning among various UN entities take place. An IMTF subgroup on DDR should be established within this framework to follow an integrated approach to pre-deployment planning at the Headquarters level. The key planning functions of the DDR subgroup should include:

- the design of integrated staffing structures as far as possible;
- agreement on common lines of authority for DDR planning, operations and implementation;
- the division of responsibilities among the institutions involved;
- an integrated task management system;
- the creation of an overall budget; and
- the inclusion of international ‘standards’ (including IDDRS) and best practices in the plan.

In the pre-deployment phase, the DDR subgroup should also serve as the institutional focal point and link between Headquarters and the country level.

4.2. Planning structures at the country level


Table 3.10.2 gives the DDR planning structures that should be established at the country level:

Table 3.10.2: Country level DDR planning structures and processes

UNCT DDR task force and technical working group

- These are headed by the Deputy Special Representative of the Secretary-General (DSRSG).
- They are established to manage and supervise the integrated approach, including agreed upon resources and staff, to make key strategic decisions, and to liaise with Headquarters bodies and processes.
- Individual members of the UNCT shall be responsible for ensuring that their respective agencies, funds and programmes fulfil the responsibilities defined in the integrated DDR strategy.

Mission DDR steering group within the peace operation	<ul style="list-style-type: none"> ■ This is chaired by the DSRSG; members should include the force commander, head of police, chief of civil affairs, chief of political affairs, chief of public information, chief of administration and chief of the DDR unit. ■ It is established to facilitate the exchange of information, joint planning and joint operations. The UNCT should retain strategic oversight and responsibility together with the mission for putting the integrated DDR approach into operation.
Integrated UN DDR unit/team	<ul style="list-style-type: none"> ■ This is established to ensure that planning and implementation of the DDR strategy is inclusive, comprehensive and coordinated, within the mission and among partners at the country level.
Integrated planning, programming and management	<ul style="list-style-type: none"> ■ All UN entities should participate in and contribute to comprehensive technical assessments, the design of a programme strategy, the identification of key outputs and results, and the development of integrated management arrangements. ■ An integrated and centralized mechanism for reporting on DDR programme results should be established to compile, consolidate and distribute information and monitor results about the activities of all the UN entities involved.
Joint operations and implementation	<ul style="list-style-type: none"> ■ A joint approach to DDR operations and implementation should be adopted by all participating UN entities, involving close coordination on the basis of a common operational work plan. ■ Overall authority for coordination and supervision of implementation should be delegated to those UN staff integrated into the DDR programme management structure, while responsibilities for implementation lie with dedicated agency project implementation staff.

 *Although UN entities have committed themselves to putting the integrated approach to DDR into operation, different administrative and financial procedures, as well as different implementation methods among UN entities, may prevent complete institutional integration. In this case, the goal should be complete integration at the assessment and planning level, resulting in an overarching strategic and policy framework and a joint resource mobilization plan. Implementation by different agencies will be closely coordinated and guided at all times by the strategic and policy framework.*

 **OG 3.42 on Personnel and Staffing for more information on integrated DDR units**

5. Summary of key guidance on integrated DDR planning

- ✓ Close coordination between DDR planning and the broader integrated mission planning and design process is vital to put the integrated approach to DDR into operation.

- ✓ DDR planning should start during peace negotiations within the framework of the UNCT and under the overall responsibility of the UN RC/HC.
- ✓ The DDR programme and operational framework should be developed on the basis of assessments jointly undertaken with national actors to ensure a single and common approach, and that the DDR programme fits in with other national recovery frameworks.
- ✓ Planning is a continuous work in progress. It requires frequent revisions of programmes and plans on the basis of monitoring and evaluation to adjust to changing circumstances and improve implementation.