

OG 3.20: DDR Programme Design

Objectives

This module will:

- ✓ explain how detailed assessments should be planned and implemented;
- ✓ outline the steps necessary for the development of a programme document; and
- ✓ show how to prepare an implementation plan.

1. Introduction

An integrated DDR approach requires a common programme and implementation framework. The contributions of all actors involved in DDR need to be defined, organized and sequenced within a results framework of inputs, activities and outputs that together will contribute to the achievement of DDR programme outcomes and goals.

Programme design is an integral part of planning. In peacekeeping contexts, it usually takes place after a mission has been established, and should therefore build on the pre-mission planning that has already taken place. In non-peacekeeping environments, it should build on initial assessments carried out by the UN country team (UNCT) DDR task force.

The participation of a broad range of stakeholders in the design of a DDR programme is vital to its success. Discussion and participation are essential throughout the programme design cycle. Not only the parties to the conflict and national authorities, but also ex-combatants and representatives of receiving communities and civil society should be fully involved at all stages.



OG 2.30 on Participants, Beneficiaries and Partners

In general, the programme design cycle consists of three main stages:

- I. Carrying out a detailed assessment;
- II. Preparing the DDR programme document;
- III. Developing an implementation plan.

2. Stage I: Carrying out a detailed assessment

A detailed assessment builds on the assessments that have been carried out in the pre-planning and technical assessment phases of the planning process. When the parties commit themselves to DDR, it is vital to: a) identify DDR needs, vulnerabilities, risks and capacities; and b) cost resource requirements to secure international financial support for DDR.

This detailed assessment of the context in which DDR is to take place should provide a foundation for national and international actors to agree on joint priorities, define their commitments and prepare their activities. It should be carried out through a participatory process of analysis, consultation and negotiation.

The process of detailed assessment helps to:

- verify information gathered during the initial technical assessment mission;
- deepen understanding of key DDR issues and the post-conflict environment;
- verify planning assumptions and define the overall approach of DDR;
- identify key DDR programme objectives and performance indicators;
- identify options for operational support that are both adapted to the country context and sustainable; and
- provide the basic information needed to collect baseline data required for monitoring and evaluation.



Section 3.2 of OG 3.10 on Integrated DDR Planning: Processes and Structures

2.1. Conflict and security analysis

Agreement on the DDR approach should be based on a holistic analysis of the conflict and security dynamics. A conflict and security analysis will help to:

- clarify the nature and root causes of the conflict and the resulting problems that the DDR programme will have to deal with;
- identify appropriate roles for national and international stakeholders; and
- design conflict-sensitive DDR programmes that avoid unplanned problems and maximize positive contributions.

Often a holistic analysis of the conflict and security dynamics has already been carried out by other agencies, and needs only to be updated and made DDR-specific. Locals with a strong knowledge of the political and social contexts should be involved in this process.



Do you know how to carry out a DDR-focused conflict and security analysis? See IDDRS 4.30 on Social and Economic Reintegration, Annex C.

2.2. Key components of a detailed assessment

All other aspects of assessment should be based on the overarching conflict and security analysis. To date there is no standard formula for carrying out assessments. However, it is recommended that assessments are carried out in the following areas:¹

- *Size, organization and deployment of proposed DDR participants:* It is important to have an estimate of the number of participants, including special groups such as women, children, youth and the disabled, how they are organized and where they are located;
- *The availability and distribution of small arms and light weapons (SALW):* It is necessary to estimate the total number of SALW available and their distribution. This information can help with the identification and prioritization of programme participants, and refine incentive schemes to increase SALW collection. It also provides the baseline data necessary for the identification and use of performance indicators to assess the overall effectiveness of the weapons collection or reduction component of a DDR programme;
- *Pre-registration profile survey:* By the time registration takes place, usually during demobilization, it is already too late to begin planning reintegration assistance. A profile of potential participants should therefore be identified before disarmament and demobilization begin to assist in the design of relevant reintegration programmes;
- *Areas of return and resettlement:* An assessment should be made of the economic and social potential of the areas of expected return or resettlement. This assessment should take into account the availability of natural resources, the economic infrastructure (such as access to markets and availability of community services) and the security situation. It should also map local services and institutions;
- *Reintegration opportunities and services:* The design of reintegration programmes will depend on the identification of relevant education, training, employment, micro-grant and other business development opportunities and services in areas of return/resettlement. It is essential to have a clear understanding of what might be available in order to manage the expectations of combatants during the demobilization phase;
- *Institutional and financial capacities for DDR:* It is vital to identify which institutional actors in the country are able to carry out DDR-related activities (public and private institutions, UN agencies, international and local non-governmental organizations [NGOs], donor agencies and civil society actors). It is also important to assess internal and external resources available to assist with DDR and wider reconstruction and recovery.



Table 4.30.2 of OG 3.20 on DDR Programme Design for more information about detailed assessments for reintegration programmes



Do you know which questions to ask when carrying out detailed assessments? The tables in IDDRS 4.30 on Social and Economic Reintegration, sections 5.2, 5.3 and 5.4 identify some of these important questions.



Do you know how to carry out an assessment of the availability and distribution of SALW? Visit <http://www.seesac.org> for more details.

2.3. Key aspects of a detailed, well-planned assessment

Table 3.20.1 shows key activities that DDR practitioners should perform when preparing a detailed assessment for DDR:

Table 3.20.1: Preparing a detailed assessment

<p>Decision-making, consultation and coordination</p>	<ul style="list-style-type: none"> ■ Secure and document clear agreement among national DDR authorities, UN agencies and core donors on the scope of detailed assessment in a memorandum of understanding (MOU). ■ Establish a coordination unit within the UN DDR unit/team.
<p>Purpose, content and process</p>	<ul style="list-style-type: none"> ■ Identify the thematic area and objectives (what will we assess?). ■ Determine the duration of the assessment (how long will we take to obtain the information?). ■ Identify the sources for data collection and geographical coverage (where will we obtain information?). ■ Identify the data that is required for future performance indicators. ■ Define methods for data collection (how will we obtain information?). ■ Choose appropriate analytical tools and techniques (how will we make sense of the information we obtain?). ■ Determine how resource requirements and costing will be estimated. ■ Compile all the above in detailed terms of reference (TOR).
<p>Operational requirements</p>	<ul style="list-style-type: none"> ■ Decide on who will be in the team (national and local participation is essential, but it is important to avoid local bias). ■ Prepare explicit and detailed terms of reference for members. ■ Carry out validation workshops. ■ Define financial requirements. ■ Ensure that results can be integrated into a management information system.



Detailed assessments should take all necessary precautions to avoid raising unrealistic expectations among national stakeholders.

2.4. Methodologies for data collection

Data should be collected from as broad a sample as possible, and particular efforts should be made to include women, youth and children in these samples. In an unstable context with unreliable or fragmentary data, multiple sources and techniques should be used so that results can be cross-checked to ensure that they are meaningful.

Table 3.20.2: Data collection methodologies

Desk research	<ul style="list-style-type: none">■ Don't 'reinvent the wheel'! Previous assessment reports, NGO research and the media provide invaluable background data. This should always be the starting point.
Direct observation	<ul style="list-style-type: none">■ Several vital types of information can only be collected by direct observation, such as sighting weapons, examining weapons caches and stockpiles, recording information on military installations and forces, investigating weapons markets and other commercial transactions, and recording the effects of small arms.■ Direct observation may also be a useful technique to obtain information about 'hidden' members of armed forces and groups, such as children and women associated with armed forces and groups, abductees and foreign combatants.
Key informant interviews	<ul style="list-style-type: none">■ Direct testimonies are vital to obtain information on command structures, numbers and types of combatants, and those associated with armed forces and groups, weaponry, etc. They are also useful in establishing combatants' experiences, expectations and fears in a post-conflict environment. This is essential for designing reintegration programmes.■ This information may not always be reliable, but important qualitative inferences can be drawn from it.
Focus groups	<ul style="list-style-type: none">■ Interviews with 6–10 people at the same time are also vital to obtain information, as mentioned above.■ It is particularly useful to collect information from a target group, such as a group of commanders, officers of similar rank, women, children and the disabled. However, the presence of an 'outsider' or 'superior' may prevent participants from contributing.
Mass-based surveys	<ul style="list-style-type: none">■ The success or failure of a mass-based survey depends on several factors: the willingness of combatants and civilians to disclose sensitive information; access to affected areas; the design and administration of the questionnaire; and the extent to which the sample used in the survey is inclusive and representative.

Participatory assessments	<ul style="list-style-type: none"> ■ Guided by a facilitator, participants and beneficiaries themselves should identify needs and activities, as well as whether conditions exist or can be created to implement the activities proposed. These are useful to strengthen ownership and participation, and help bypass bias in orientation and analysis. ■ Participatory rural assessment (PRA) is a particularly useful methodology when working with illiterate people, and can be adapted for use with different ages and sexes.
Market research	<ul style="list-style-type: none"> ■ Market research can also help gather information on the local economic and employment situation in order to ascertain market opportunities for the demobilized ex-combatants during reintegration. This should include micro-, medium and larger-scale economic enterprises. ■ This can help gather information related to small arms demand, including: information on prices and how these have changed over time; the identification of companies and other entities involved in weapons production; procurement; distribution; and details on weapons pipelines.
Sampling	<ul style="list-style-type: none"> ■ The key to making valid assumptions through sampling is to ensure that the population sampled is representative, i.e. has characteristics broadly similar to those of the entire population. ■ Sampling is a useful tool for determining the scope, focus and precision of data-collection activities, and should be used together with all of the methods described above.



For information on techniques for analysing results, see section 5.3.7 in IDDRS 3.20 on DDR Programme Design.

The results of a detailed assessment should be compiled in one final report and used in the preparation of the DDR programme document.

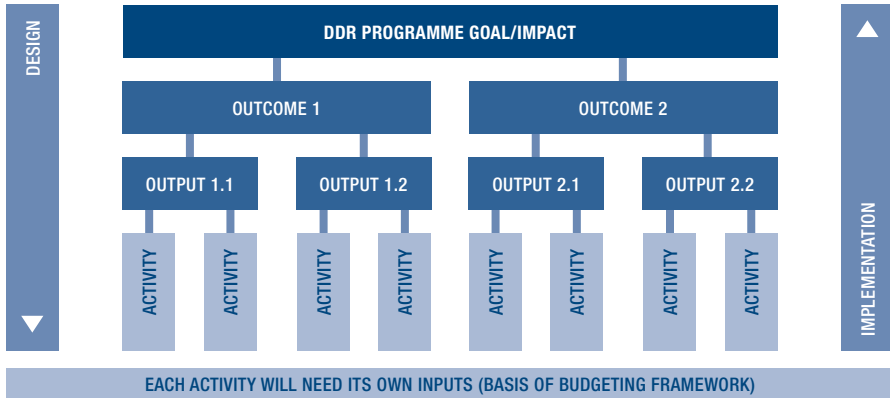
3. Stage II: Preparing the DDR programme document

The DDR programme document is the overarching framework, and is used as a blueprint for how the DDR programme will be implemented, and by whom. It is different from an implementation plan, which will provide more detail on various tasks and activities, and will outline a time-line for implementation.

3.1. Results-based framework

The first step in preparing the programme document is to develop a results-based framework, i.e. a logical framework that clearly defines how inputs, activities and outputs will produce outcomes, and how each outcome will contribute to the overall programme goal or impact within the time allocated to the programme.

Figure 3.20.1: The results-based framework



Impact and outcomes are what DDR programmes are trying to achieve; *outputs* are what they need to produce to achieve outcomes and impact; and *activities* are what they need to do to produce outputs. Figure 3.20.1 shows the causal link from inputs to impact.



The monitoring and evaluation framework should be fully developed during programme design, based on the results-based framework. The results-based framework should have a set of measurable indicators covering all aspects from inputs to impact. Once indicators are fully developed, baseline data should be collected in accordance with indicators before the implementation of the programme. This baseline data will allow the carrying out of a proper impact evaluation after the implementation of the DDR programme.



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The DDR coordinating bodies, national institutions and/or the UN DDR unit/team should hold a strategic design workshop with key stakeholders to collectively agree on the results-based framework that will underpin the DDR programme. This will contribute to a shared vision, ownership and team-building for all those responsible for DDR at the country level.



Are you familiar with a results-based framework? See Annexes F and G in IDDRS 3.20 on DDR Programme Design.

When DDR occurs in an integrated peacekeeping context, a peacekeeping results-based budgeting (RBB) framework should be drawn up based on the results-based framework developed for the overall programme for DDR activities. This is a requirement for those activities that will be funded from *mission assessed funds* as part of the overall UN mission planning process.



Section 2 of OG 3.41 on Finance and Budgeting

3.2. The main sections of a DDR programme document


Once the results-based framework has been developed, it will be much easier to draft the programme document.

Table 3.20.3: The main sections of a DDR programme document

Component	Description
Context/situation analysis	<ul style="list-style-type: none"> ■ The political, social, economic and security context at national and local levels, as well as regional and international levels if necessary ■ Provisions for DDR in the peace agreement
Guiding principles	<ul style="list-style-type: none"> ■ Principles that guide the DDR programme
Programme goal/impact	<ul style="list-style-type: none"> ■ Overall long-term result that the DDR programme will work to achieve ■ Specific objectives for each DDR component
Outcomes	<ul style="list-style-type: none"> ■ The expected short- and medium-term intended results of the DDR programme
Outputs and activities	<ul style="list-style-type: none"> ■ The products and services that will be directly produced by the DDR programme
Preconditions	<ul style="list-style-type: none"> ■ Factors that should be dealt with in the design of the DDR programme to ensure its effectiveness and viability
Strategic approach	<ul style="list-style-type: none"> ■ How the DDR programme will be implemented to achieve the stated outcomes and impact, including a focus on operational strategies (sequencing and phasing) and key strategic elements: programme scale and scope, participants and beneficiaries, eligibility criteria, the reintegration approach, and monitoring and evaluation
Components of a DDR programme	<ul style="list-style-type: none"> ■ Details on how each programme component, such as disarmament, demobilization, reintegration, awareness-raising/sensitization and capacity development, will be made operational within the programme framework, focusing on the sequencing of activities, operational requirements, logistic requirements, links with other mission and UNCT components, partners, key risks and key positive factors
Institutional structure (governance and management arrangements)	<ul style="list-style-type: none"> ■ What governance and management arrangements will be established to ensure strategic guidance, coordination and partnerships for implementation ■ How key stakeholders will be involved throughout the programme ■ How resources will be acquired and managed

Results-based and budgeting frameworks	<ul style="list-style-type: none"> ■ The results-based framework clearly defines the hierarchy of impact, outcomes, outputs, activities and inputs with a set of corresponding measurable indicators necessary to achieve the desired programme goal/impact. The budgeting framework includes the costing of DDR requirements and ideally forms an integral part of the results-based framework.
Detailed implementation and management plans	<ul style="list-style-type: none"> ■ Implementation methods, timing, management arrangements and reporting mechanisms ■ A work plan, including for monitoring, evaluation and reporting

 **For more information on each section of the programme document, see section 6 of IDDRS 3.10 on DDR Programme Design.**


 *A number of smaller-scale projects will be developed as part of the DDR programme, each of which will be implemented by different actors as a contribution to the achievement of a particular intended outcome of the DDR programme. It is therefore essential to ensure that each DDR-related project follows the results-based approach and clearly specifies each outcome it aims to contribute, so that monitoring and evaluation can be properly carried out.*

3.3. Components of a DDR programme

When designing a DDR programme, it is vital to ensure that each component is clearly defined and that all relevant issues have been dealt with. Table 3.20.4 outlines the issues that should be taken into account when designing a DDR programme:

Table 3.20.4: Key design issues in each DDR programme component

DDR component	Key design issues
Disarmament  OG 4.10 on Disarmament	<ul style="list-style-type: none"> ■ Establish accurate SALW collection and control targets based on the previous assessments. ■ Maximize weapons yields (targeting multiple weapons holders). ■ Avoid attaching a monetary value to weapons or ammunition. ■ Explore alternative incentives for handing in weapons (e.g. weapons for development [WFD]) outside the military process. ■ Ensure effective controls on weapons and ammunition registration, storage, management and destruction. ■ Deal with longer-term weapons and ammunition control and reduction issues at both national and local levels (licensing, import/export, trafficking). ■ Strengthen national capacities.

<p>Demobilization</p>  <p>OG 4.20 on Demobilization</p>	<ul style="list-style-type: none"> ■ Define the timing and sequencing of the demobilization process. ■ Develop eligibility criteria, taking the needs of different groups into account. ■ Deal with screening, registration and profiling on the basis of eligibility criteria. ■ Deal with the issue of amnesty for crimes. ■ Consider cantonment or decentralized processing arrangements. ■ Establish the socio-economic profiles of participants. ■ Deal with the needs of women and children associated with armed forces and groups, including dependants. ■ Consider providing transition assistance (reinsertion). ■ Set up information, counselling and referral services. ■ Examine repatriation, resettlement and transportation options.
<p>Reintegration</p>  <p>OG 4.30 on Social and Economic Reintegration</p>	<ul style="list-style-type: none"> ■ Determine reintegration opportunities and community absorption capacities. ■ Ensure the relevance and sustainability of reintegration programmes by adapting reintegration measures to different contexts and participants' profiles. ■ Link reintegration with broader economic recovery and development processes. ■ Ensure adequate facilities for vocational/professional training. ■ Pay attention to special groups (women and children associated with armed forces and groups, youth, people with disabilities). ■ Sensitize communities to and involve them in reintegration. ■ Develop 'mixed' reintegration/community development projects. ■ Develop mechanisms for monitoring and evaluation.
<p>Information and sensitization²</p>  <p>OG 4.60 on Public Information and Strategic Communication in Support of DDR</p>	<ul style="list-style-type: none"> ■ Determine requirements for developing a nationwide public information and communication strategy on the objectives of DDR and criteria for entry into the programme. ■ Carry out sensitization at local and community levels to encourage support for DDR. ■ Use sensitization to transmit key messages on violence and weapons use, advocating non-violent alternatives.

Capacity development



OG 3.30 on National Institutions for DDR

- Understand the distinction between national ownership and national capacity for coordination and implementation.
- Define the requirements for ensuring transparency and efficiency in the DDR process.
- Encourage broad national participation (not just of central government) in DDR processes, which is crucial to an equitable and legitimate process.
- Understand the relevance of a credible 'neutral third-party role' for the UN in DDR processes, and its implications for national ownership and capacity requirements.
- Identify the priority capacity development activities, taking into account the transitional (temporary) nature of DDR structures.

4. Stage III: Developing an implementation plan

Once the DDR programme document has been prepared, planning instruments should be developed that will aid DDR practitioners (UN, non-UN and national government) to implement the planned activities and strategies. An implementation plan usually consists of the following elements:

- *Implementation methods:* There should be a clear description of how each DDR component will become operational, focusing on the sequencing of activities, operational requirements, logistic requirements, links with other mission and UNCT components, and key risk and positive factors;
- *Timing:* This details the schedule for implementing each DDR activity;
- *Management arrangements:* This details the institutional arrangements established to provide strategic guidance, coordination and implementation of the programme;
- *Reporting mechanisms:* This should include the times when reports should be submitted and information that should be collected, which should include activities, outputs, outcomes and contribution to impact.

A *work plan* should be included in the implementation plan. A work plan is used to guide programme implementation on a day-to-day basis. It is a *living document*, and shall be updated periodically. The work plan shall include a breakdown of all programme activities into tasks, including details of time allocated and resources available (human, material, financial), and the actors responsible for funding, logistic support, staffing, coordination/supervision and implementation.

A monitoring and evaluation work plan should be also included in the implementation plan.



OG 3.50 on Monitoring and Evaluation of DDR Programmes



Would you like to know what a generic (typical) work plan looks like? See Annex I in IDDRS 3.20 on DDR Programme Design.

5. Summary of key guidance on DDR programme design

- ✓ The integrated DDR approach requires a common programme and implementation framework devised through the participation of all key stakeholders.
- ✓ Detailed assessments provide the basis for national and international actors to agree on joint priorities, define commitments and prepare activities.
- ✓ A results-based framework that clearly defines how inputs, activities and outputs will contribute to the outcomes and impact that the DDR programme will attempt to achieve is the basis for developing a DDR programme document.
- ✓ An implementation plan is a key management tool, and should include the implementation methods, the timing, the work plan and reporting mechanisms.