

3.20 DDR Programme Design

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NOTE

Each IDDRS module is current with effect from the date shown on the cover page. As the IDDRS is periodically reviewed, users should consult the UN DDR Resource Centre web site for updates: <http://www.unddr.org>.

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3.20 DDR Programme Design

Summary

Each programme design cycle, including the disarmament, demobilization and reintegration (DDR) programme design cycle, has three stages: (1) detailed field assessments; (2) detailed programme development and costing of requirements; and (3) development of an implementation plan. Throughout the programme design cycle, it is of the utmost importance to use a flexible approach. While experiencing each stage of the cycle and moving from one stage to the other, it is important to ensure coordination among all the participants and stakeholders involved, especially national stakeholders. A framework that would probably work for integrated DDR programme design is the post-conflict needs assessment (PCNA), which ensures consistency between United Nations (UN) and national objectives, while considering differing approaches to DDR.

Before the detailed programme design cycle can even begin, a comprehensive field needs assessment should be carried out, focusing on areas such as the country's social, economic and political context; possible participants, beneficiaries and partners in the DDR programme; the operational environment; and key priority objectives. This assessment helps to establish important aspects such as positive or negative factors that can affect the outcome of the DDR programme, baseline factors for programme design and identification of institutional capacities for carrying out DDR.

During the second stage of the cycle, key considerations include identifying DDR participants and beneficiaries, as well as performance indicators, such as reintegration opportunities, the security situation, size and organization of the armed forces and groups, socio-economic baselines, the availability and distribution of weapons, etc. Also, methodologies for data collection together with analysis of assessment results (quantitative, qualitative, mass surveys, etc.) need to be decided.

When developing DDR programme documents, the central content should be informed by strategic objectives and outcomes, key principles of intervention, preconditions and, most importantly, a strategic vision and approach. For example, in determining an overall strategic approach to DDR, the following questions should be asked: (1) How will multiple components of DDR programme design reflect the realities and needs of the situation? (2) How will eligibility criteria for entry in the DDR programme be determined? (3) How will DDR activities be organized into phases and in what order will they take place within the recommended programme time-frame? (4) Which key issues are vital to the implementation of the programme? Defining the overall approach to DDR defines how the DDR programme will, ultimately, be put into operation.

When developing the results and budgeting framework, an important consideration should be ensuring that the programme that is designed complies with the peacekeeping results-based budgeting framework, and establishing a sequence of stages for the implementation of the programme.

The final stage of the DDR programme design cycle should include developing planning instruments to aid practitioners (UN, non-UN and government) to implement the activities

and strategies that have been planned. When formulating the sequence of stages for the implementation of the programme, particular attention should be paid to coordinated management arrangements, a detailed work plan, timing and methods of implementation.

1. Module scope and objectives

This module provides guidance on how to develop a DDR programme. It is therefore the fourth stage of the overall DDR planning cycle, following the assessment of DDR requirements (which forms the basis for the DDR mandate) and the development of a strategic and policy framework for UN support to DDR (which covers key objectives, activities, basic institutional/operational requirements, and links with the joint assessment mission (JAM) and other processes; also see IDDRS 3.10 on Integrated DDR Planning: Processes and Structures).

This module does not deal with the actual content of DDR processes (which is covered in IDDRS Levels 4 and 5), but rather describes the methods, procedures and steps necessary for the development of a programme strategy, results framework and operational plan. Assessments are essential to the success or failure of a programme, and not a mere formality.

2. Terms, definitions and abbreviations

Annex A contains a list of terms, definitions and abbreviations used in this standard. A complete glossary of all the terms, definitions and abbreviations used in the series of integrated DDR standards (IDDRS) is given in IDDRS 1.20.

In the IDDRS series, the word 'shall', 'should' and 'may' are used to indicate the intended degree of compliance. This use is consistent with the language used in the International Organization for Standardization standards and guidelines:

- a) 'shall' is used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard.
- b) 'should' is used to indicate the preferred requirements, methods or specifications.
- c) 'may' is used to indicate a possible method or course of action."

3. Introduction

In the past, the quality, consistency and effectiveness of UN support for DDR has suffered as a result of a number of problems, including a narrowly defined 'operational/logistic' approach, inadequate attention to the national and local context, and poor coordination between UN actors and other partners in the delivery of DDR support services.

The IDDRS are intended to solve most of these problems. The application of an integrated approach to DDR should go beyond integrated or joint planning and organizational arrangements, and should be supported by an integrated programme and implementation framework for DDR.

In order to do this, the inputs of various agencies need to be defined, organized and placed in sequence within a framework of objectives, results and outputs that together establish how the UN will support each DDR process. The need for an all-inclusive programme and implementation framework is emphasized by the lengthy time-frame of DDR (which in some cases can go beyond the lifespan of a UN peacekeeping mission, necessitating

close cooperation with the UN country team), the multisectoral nature of interventions, the range of sub-processes and stakeholders, and the need to ensure close coordination with national and other DDR-related efforts.

4. The programme design cycle

DDR programme and implementation plans are developed so as to provide further details on the activities and operational requirements necessary to achieve DDR goals and carry out the strategy identified in the initial planning of DDR. In the context of integrated DDR approaches, DDR programmes also provide a common framework for the implementation and management of joint activities among actors in the UN system.

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

- I: Conducting a detailed field assessment;
- II: Preparing the programme document and budget;
- III: Developing an implementation plan.

Given that the support provided by the UN for DDR forms one part of a larger multi-stakeholder process, the development of a UN programme and implementation framework should be carried out with national and other counterparts, and, as far as possible, should be combined with the development of a national DDR programme.

The development of a UN programme and implementation framework should be carried out with national and other counterparts.

There are several frameworks that can be used to coordinate programme development efforts. One of the most appropriate frameworks is the post-conflict needs assessment (PCNA) process, which attempts to define the overall objectives, strategies and activities for a number of different interventions in different sectors, including DDR. The PCNA represents an important mechanism to ensure consistency between UN and national objectives and approaches to DDR, and defines the specific role and contributions of the UN, which can then be fed into the programme development process.

5. Stage I: Conducting a detailed field assessment

5.1. Objectives

A detailed field assessment builds on assessments and planning for DDR that have been carried out in the pre-planning and technical assessment stages of the planning process (also see IDDRS 3.10 on Integrated DDR Planning: Processes and Structures). Contributing to the design of the DDR programme, the detailed field assessment:

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- deepens understanding of key DDR issues and the broader operating environment;
- verifies information gathered during the technical assessment mission;
- verifies the assumptions on which planning will be based, and defines the overall approach of DDR;
- identifies key priority objectives, issues of concern, and target and performance indicators;

- identifies operational DDR options and interventions that are precisely targeted, realistic and sustainable.

5.2. Planning for an assessment

The following should be considered when planning a detailed field assessment for DDR:

- *Scope:* From the start of DDR, practitioners should determine the geographical area that will be covered by the programme, how long the programme will last, and the level of detail and accuracy needed for its smooth running and financing. The scope and depth of this detailed field assessment will depend on the amount of information gathered in previous assessments, such as the technical assessment mission. The current political and military situation in the country concerned and the amount of access possible to areas where combatants are located should also be carefully considered;
- *Thematic areas of focus:* The detailed field assessment should deepen understanding, analysis and assessments conducted in the pre-mission period. It therefore builds on information gathered on the following thematic areas:
 - political, social and economic context and background;
 - causes, dynamics and consequences of the armed conflict;
 - identification of specific groups, potential partners and others involved in the discussion process;
 - distribution, availability and proliferation of weapons (primarily small arms and light weapons);
 - institutional capacities of national stakeholders in areas related to DDR;
 - survey of socio-economic conditions and local capacities to absorb ex-combatants and their dependants;
 - preconditions and other factors that will influence DDR;
 - baseline data and performance indicators for programme design, implementation, monitoring and evaluation.

(Also see Annex B of IDDRS 3.10 on Integrated DDR Planning: Processes and Structures.);

- *Expertise:* The next step is to identify the DDR expertise required. Assessment teams should be composed of specialists in all aspects of DDR (see IDDRS Level 5 for more information on the different needs that have to be met during a DDR mission). To ensure coherence with the political process and overall objectives of the peacekeeping mandate, the assessment should be led by a member of the UN DDR unit;
- *Local participation:* Where the political situation allows, national and local participation in the assessment should be emphasized to ensure that local analyses of the situation, the needs and appropriate solutions are reflected and included in the DDR programme. There is a need, however, to be aware of local bias, especially in the tense immediate post-conflict environment;
- *Building confidence and managing expectations:* Where possible, detailed field assessments should be linked with preparatory assistance projects and initiatives (e.g., community development programmes and quick-impact projects) to build confidence in and support for the DDR programme. Care must be taken, however, not to raise unrealistic expectations of the DDR programme;
- *Design of the field assessment:* Before starting the assessment, DDR practitioners should:

- identify the research objectives and indicators (what are we assessing?);
- identify the sources and methods for data collection (where are we going to obtain our information?);
- develop appropriate analytical tools and techniques (how are we going to make sense of our data?);
- develop a method for interpreting the findings in a practical way (how are we going to apply the results?);
- *Being flexible:* Thinking about and answering these questions are essential to developing a well-designed approach and work plan that allows for a systematic and well-structured data collection process. Naturally, the approach will change once data collection begins in the field, but this should not in any way reduce its importance as an initial guiding blueprint.

5.3. Implementing the assessment

In order to provide structured and precise data (both qualitative and quantitative) for the development of a DDR programme strategy and the accompanying implementation plan, the assessment should collect data on the basis of clear research objectives and indicators.

Assessment objectives and indicators can be divided into two main categories:

- 1) an assessment of the operational environment for DDR (see Annex B for a complete framework for the analysis of a DDR operating environment);
- 2) an assessment of those expected to participate in the DDR programme and of performance indicators (see Annex C for a complete framework for the analysis of DDR participants and beneficiaries, and performance indicators).

5.3.1. Framework for an assessment

An assessment of the DDR operating environment, potential participants, and programme and performance indicators should include the following:

- assessment objectives;
- indicators;
- methodology;
- risks and assumptions.

5.3.2. Assessing the operational environment for DDR: Assessment objectives

The following should be taken into account when analysing the operational environment in which DDR will take place:

- *Identify factors that can positively or negatively affect the outcome of DDR:* A number of legal, political, socio-economic, security, regional and international factors can influence the prospects, effectiveness and sustainability of a DDR programme. Using relevant indicators, these factors need to be identified and mapped in order to clearly define the policy and operational environment, identify key preconditions and foundations, and enable effective threat analysis and the development of strategies to reduce risk;
- *Map baseline indicators to prepare appropriate benchmarks for DDR programme design:* DDR programmes have two general aims: to decrease the overall incidence of (or potential for) armed violence; and to improve the socio-economic conditions and productivity

in host communities. Defining baseline indicators in both these areas (including, for example, the incidence and type of violence and demographic community profiles) can allow the development of appropriate programme strategies and serve as programme design benchmarks;

- *Assess institutional capacities to undertake DDR:* The extent of UN support to a DDR programme will depend on the level of national institutional and other capacities within the government, civil society and communities. Assessing existing capacity in the areas of disarmament/weapons control, demobilization, reintegration and the ability of communities to absorb ex-combatants and their dependants therefore provides key indicators for establishing the extent and scope of UN support for DDR.

5.3.3. Assessing the operational environment for DDR: Assessment indicators

Analysis of the objectives should be based on a review of following indicators (factors):

ASSESSMENT OBJECTIVE	INDICATORS (FACTORS)
1. Identify factors that can positively or negatively affect the outcome of DDR	<ul style="list-style-type: none"> ■ Normative ■ Political ■ Socio-economic ■ Security ■ Regional ■ International ■ Weapons trafficking
2. Identify baseline factors to prepare appropriate benchmarks for DDR programme design	<ul style="list-style-type: none"> ■ Level of violence ■ Socio-economic
3. Identify institutional capacities to carry out DDR in the areas listed on the right	<ul style="list-style-type: none"> ■ Disarmament/Weapons control ■ Demobilization ■ Reintegration ■ Capacity of communities to absorb ex-combatants and their dependants ■ National infrastructures (health, education, etc.)

5.3.4. Identifying DDR participants and beneficiaries, and performance indicators: Assessment objectives

To establish the appropriate performance indicators when analysing the potential participants in the DDR programme, five factors should be considered:

- *The size, organization and deployment of participants:* The size and nature of the DDR programme will depend, to a large extent, on the number, organization and profile of eligible combatants. Collecting data on both command and control, and combatant profiles (military, socio-economic, demographic, location, sex, age, health, and numbers of non-combatant associates and dependants) provides DDR programme designers with a way to accurately assess overall group size, identify client groups, and design the DDR approach according to the specific organization and profile of the armed forces and groups;
- *The availability and distribution of weapons:* The extent to which a DDR programme is able to effectively reduce the availability of weapons in a post-conflict context is determined

to some degree by the accuracy of disarmament/weapons collection targets. In order to set these, it is necessary to estimate the total number of weapons available, as well as their distribution. This information can allow the identification and prioritization of programme participants, help refine incentive schemes to increase the numbers of weapons collected, and be used as a baseline to assess the overall effectiveness of the weapons reduction component of DDR;

- *The reintegration opportunities for the primary participant group:* The sustainable socio-economic reintegration of ex-combatants, women and children associated with armed forces and groups, and dependants, requires the development of economically viable reintegration options and strategies. The development of reintegration schemes should be based on a thorough understanding of conditions in areas of return/resettlement (including local markets for goods and services, infrastructure and economic needs), as well as an assessment of viable reintegration options;
- *The socio-economic baseline in the country under reconstruction:* DDR programmes should contribute to improving the economic conditions in host communities through increased security, and through programmes that boost employment and economic productivity. Measuring key development indicators before and after DDR programme implementation will help to assess the effectiveness of DDR in meeting these goals;
- *The security situation:* Obtaining data on levels of armed violence, impacts on security (direct/indirect), levels and types of victimization, and local perceptions of security helps to establish a baseline against which to measure changes in the security situation and the contribution of DDR to an overall increase in security.

5.3.5. Identifying DDR participants and performance indicators: Assessment indicators

A review of the following indicators should be carried out:

ASSESSMENT OBJECTIVE	INDICATORS (FACTORS)
1. Measure development context	<ul style="list-style-type: none"> ■ Level of resources in host communities ■ Prices of basic commodities ■ Levels of employment
2. Measure security context	<ul style="list-style-type: none"> ■ Level of armed violence ■ Level of victimization ■ Perceptions of security
3. Identify size, organization and deployment of primary participant group	<ul style="list-style-type: none"> ■ Command and control ■ Profile of combatants: <ul style="list-style-type: none"> <input type="checkbox"/> sex <input type="checkbox"/> age (numbers of children, youth, adults) <input type="checkbox"/> number of disabled <input type="checkbox"/> health status (including chronic illness, HIV/AIDS) <input type="checkbox"/> number of dependants <input type="checkbox"/> number of foreign combatants
4. Identify availability and distribution of weapons	<ul style="list-style-type: none"> ■ Number of weapons individually owned ■ Number of weapons collectively owned ■ Ammunition stocks
5. Identify reintegration opportunities for the primary participant group	<ul style="list-style-type: none"> ■ Potential areas of return ■ Opportunities in areas of return, including job creation

5.3.6. Methodologies for data collection

Once the outlines for the assessment have been developed, the next stage should be to decide on the best methods to collect data, some of which are:

- direct observation;
- key informant interviews and focus groups;
- mass surveys;
- participatory assessments;
- market research;
- institutional capacity research;
- sampling.

The best approach is to be flexible and ‘mix and match’ methodologies. Data should be collected from as broad a sample as possible, and particular efforts should be made to include women, younger people (youth) and children. In an unstable context with unreliable or fragmentary data, multiple sources and techniques can be used, and results derived through triangulation or cross-checking of information.

The sections below describe each one of these methodologies for data collection.

5.3.6.1. Direct observation

Several vital types of information can only be collected by direct observation. This can include sighting weapons (recording type, model, serial number, country of manufacture and condition); examining weapons caches and stockpiles (geographic location, distribution, contents and condition of weapons, physical size, etc.); recording information on military installations and forces (location, size, identity, etc.); investigating weapons markets and other commercial transactions (supply and demand, prices, etc.); and recording the effects of small arms (displaced camps and conditions, destruction of infrastructure, types of wounds caused by small arms, etc.). Direct observation may also be a useful technique to obtain information about ‘hidden’ members of armed groups and forces, such as children, abductees and foreign fighters, whose association with the group may not be formally acknowledged.

5.3.6.2. Key informant interviews and focus groups

Interviews and focus groups are essential to obtain information on, for example, command structures, numbers and types of people associated with the group, weaponry, etc., through direct testimony and group discussions. Vital information, e.g., numbers, types and distribution of weapons, as well as on weapons trafficking, children and abductees being held by armed forces and groups and foreign fighters (which some groups may try to conceal), can often be obtained directly from ex-combatants, local authorities or civilians. Although the information given may not be quantitatively precise or reliable, important qualitative conclusions can be drawn from it. Corroboration by multiple sources is a tried and tested method of ensuring the validity of the data (also see IDDRS 4.10 on Disarmament, IDDRS 5.10 on Women, Gender and DDR, IDDRS 5.20 on Youth and DDR, IDDRS 5.30 on Children and DDR and IDDRS 5.40 on Cross-border Population Movements).

5.3.6.3. Mass-based surveys

Surveys can reveal important information, e.g., on trends in weapons availability, possession and distribution among ex-combatants; or information on the extent and nature of armed violence against civilians. The success or failure of a mass-based survey ultimately depends

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on several factors, including the willingness of combatants and civilians to disclose sensitive information, access to affected areas, design and administration of the questionnaire (is it easy to understand and administer?), and the extent to which the sample used in the survey is inclusive and representative.

5.3.6.4. Participatory assessments

Participatory assessments, using the tools and methodology of participatory rural assessment (PRA),¹ is a useful methodology when the real issues and problems are not known to the researcher, and provides a way to avoid the problem of researcher bias in orientation and analysis. It is a particularly useful methodology when working with illiterate people, and can be adapted for use with different ages and sexes. To date, PRA tools have been used in security-related research, e.g.: for a small arms assessment, to explore subjective perceptions of small arms-related insecurity (e.g., what impacts are most felt by civilians?); to obtain overviews of militia organizations and weapons distribution (through social mapping and history time-line exercises); and to identify community perceptions of matters relating to security sector reform (SSR), e.g., policing.

5.3.6.5. Market research

Two sets of market research should be carried out. The first focuses on gathering information relating to small arms. This could include: information on prices and how these have changed over time; identification of companies and other entities involved in weapons production, procurement and distribution; and details on weapons pipelines. This can provide important data on the nature, size and dynamics of the market or trade in small arms. Price information, particularly when collected at different locations within a country, can give insights into supply and demand dynamics that reveal differences in the extent of small arms proliferation and availability. Market research can also be used as a preventive measure by monitoring small arms prices, where a dramatic spike in prices usually indicates an upsurge in demand.

A second set of market research should focus on gathering information on the local economic and employment situation so as to identify opportunities in the job market for reintegrating combatants (also see IDDRS 4.30 on Social and Economic Reintegration).

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5.3.6.6. Institutional capacity assessments

An assessment of the national institutional capacity to manage and implement the different aspects of DDR requires an evaluation of existing institutions and systems, human resources, and capacities. Three issues are of particular importance: the examination of existing capacities, as compared with those that are still needed; the efficiency and effectiveness of existing management structures; and the adequacy of legal and regulatory frameworks. This assessment should provide information on institutional capacities for weapons collection and control, institutional coordination, managing and running demobilization camps, managing information flows, and providing support for reintegration planning and implementation.

5.3.6.7. Sampling

Although not a method for collecting or analysing information, 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. Through sampling, general insight on specific DDR issues can be obtained from civilian populations and subgroups (especially armed forces and groups). The key to obtaining 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. The decision whether to use random as opposed to non-random sampling, or stratified as opposed to clustered sampling must be taken after a careful assessment of the context, research needs and amount of diversity in the population that is being studied.

5.3.7. Analysing results: Tools and techniques

Once datasets for different themes or areas have been generated, the next step is to make sense of the results. Several analytical tools and techniques can be used, depending on the degree of accuracy needed and the quality of the data:

- *Qualitative analytical tools* are used to make sense of facts, descriptions and perceptions through comparative analysis, inference, classification and categorization. Such tools help to understand the context; the political, social and historical background; and the details that numbers alone cannot provide;
- *Quantitative analytical tools* (statistical, geometric and financial) are used to calculate trends and distribution, and help to accurately show the size and extent, quantity and dispersion of the factors being studied;
- *Estimation and extrapolation* help to obtain generalized findings or results from sampled data. Given the large geographical areas in which DDR assessments are carried out, estimating and extrapolating based on a representative sample is the only way to obtain an idea of the 'bigger picture';
- *Triangulation* (cross-referencing), or the comparison of results from three different methods or data sources, helps to confirm the validity of data collected in contexts where information is fragmentary, imprecise or unreliable. Although normally used with direct observation and interviewing (where facts are confirmed by using three or more different sources), triangulation can also be applied between different methods, to increase the probability of reaching a reasonably accurate result, and to maximize reliability and validity;
- *Geographic/Demographic mapping*, which draws on all the techniques mentioned above, involves plotting the information gained about participants and beneficiaries geographically (i.e., the way they are spread over a geographical area) or chronologically (over time) to determine their concentration, spread and any changes over time.

6. Stage II: Preparing the DDR programme document

Designing a comprehensive DDR programme document is a time- and labour-intensive process that usually takes place after a peacekeeping mission has been authorized, and before deployment in the field has started.

The programme document represents a blueprint for how DDR will be put into operation, and by whom. It is different from an implementation plan (which is often more technical), provides time-lines and information on how individual DDR tasks and activities will be carried out, and assigns responsibilities.

The comprehensive DDR assessment will be the main source of primary data on which to draw when defining programme strategies, targets and so on. The programme design process should also be based on pre-

Designing a comprehensive DDR programme document is a time- and labour-intensive process.

existing assessments and strategy development, most importantly the pre-mandate assessment and concept of operations, and should revalidate, refine and build on these key elements:

- strategic objectives and outcomes;
- key principles of intervention;
- preconditions;
- strategic vision and approach.

The key components of a DDR programme document are shown in the table below:

COMPONENT	DESCRIPTION
Contextual analysis and rationale	Key contextual and situational aspects that influence DDR objectives, overall strategy and targeting
Objectives	Overall goal of DDR that specifies the general outcome it strives to contribute towards and a series of objectives that detail expected outputs for each sub-sector of activity
Guiding principles	Description of factors, considerations and assumptions that are considered important for the overall viability, effectiveness and sustainability of the programme, and therefore help to structure its strategic approach and activities
Preconditions and foundations	Description of issues and factors that should be addressed or incorporated into the design of the DDR programme to ensure its effectiveness and viability
Strategic approach	Description of how DDR will be implemented to achieve the stated objectives and outcomes, including a focus on operational strategies; the sequence of events and the phases in which they will occur; and key strategic elements, including programme scale and scope, targets and beneficiaries, eligibility criteria, incentive schemes, and monitoring and evaluation
Component strategies	Description of detailed implementation strategies for each programme component, including disarmament, demobilization, reinsertion, reintegration, repatriation, public awareness/sensitization, weapons control and capacity development
Results and budgeting framework	Logical framework that clearly defines the hierarchy of outputs, activities and inputs necessary to achieve the planned objectives and outcomes of the DDR programme
Implementation methods	Description of how each DDR component will be made operational within the framework of the programme, focusing on the precise sequencing of activities, operational requirements, logistic requirements, links with other mission components, partners, key risks and factors that will decrease these risks
Time-frames	An overview of the time-frame and schedule for implementation of DDR activities
Detailed work plan	A breakdown of all programme activities into tasks, and details of the actors responsible for different operational roles
Management arrangements	Institutional arrangements established to provide strategic guidance, coordination and implementation of the programme

6.1. Contextual analysis and rationale

The DDR programme document should be based on an in-depth understanding of the national or local context and the situation in which the programme is to be implemented, as this will shape the objectives, overall strategy and criteria for entry, as follows:

- *General context and problem:* This defines the ‘problem’ of DDR in the specific context in which it will be implemented (levels of violence, provisions in peace accords, lack of alternative livelihoods for ex-combatants, etc.), with a focus on the nature and consequences of the conflict; existing national and local capacities for DDR and SSR; and the broad political, social and economic characteristics of the operating environment;
- *Rationale and justification:* Drawing from the situation analysis, this explains the need for DDR: why the approach suggested is an appropriate and viable response to the identified problem, the antecedents to the problem (i.e., what caused the problem in the first place) and degree of political will for its resolution; and any other factors that provide a compelling argument for undertaking DDR. In addition, the engagement and role of the UN should be specified here;
- *Overview of armed forces and groups:* This section should provide an overview of all armed forces and groups and their key characteristics, e.g., force/group strength, location, organization and structure, political affiliations, type of weaponry, etc. This information should be the basis for developing specifically designed strategies and approaches for the DDR of the armed forces and groups (see Annex D for a sample table of armed forces and groups);
- *Definition of participants and beneficiaries:* Drawing on the comprehensive assessments and profiles of armed groups and forces and levels of violence that are normally included in the framework, this section should identify which armed groups and forces should be prioritized for DDR programmes. This prioritization should be based on their involvement in or potential to cause violence, or otherwise affect security and the peace process. In addition, subgroups that should be given special attention (e.g., special needs groups) should be identified;
- *Socio-economic profile in areas of return:* A general overview of socio-economic conditions in the areas and communities to which ex-combatants will return is important in order to define both the general context of reintegration and specific strategies to ensure effective and sustainable support for it. Such an overview can also provide an indication of how much pre-DDR community recovery and reconstruction assistance will be necessary to improve the communities’ capacity to absorb former combatants and other returning populations, and list potential links to other, either ongoing or planned, reconstruction and development initiatives.

6.2. DDR programme objectives

Because the DDR programme document should contain strategies and requirements for a complex and multi-component process, it should be guided by both an overall goal and a series of smaller objectives that clearly define expected outputs in each subsector. While generic (general) objectives exist, they should be adapted to the realities and needs of each context. The set of general and specific objectives outlined in this section make up the overall framework for the DDR programme.

Example: Objectives of the national DDR programme in the Democratic Republic of the Congo (DRC)

General objective: Contribute to the consolidation of peace, national reconciliation and the socio-economic reconstruction of the country, as well as regional stability.

Specific objectives:

- Disarm combatants belonging to the armed groups and forces that will not be integrated into the DRC armed forces or in the police, as foreseen in the DRC peace accords;
- Demobilize the military elements and armed groups not eligible for integration into the DRC armed forces;
- Reintegrate demobilized elements into social and economic life within the framework of community productive systems.

6.3. Guiding principles

The guiding principles specify those factors, considerations and assumptions that are considered important for a DDR programme's overall viability, effectiveness and sustainability. These guiding principles must be taken into account when developing the strategic approach and activities. Universal (general) principles (see IDDRS 2.10 on the UN Approach to DDR) can be included, but principles that are specific to the operating context and associated requirements should receive priority. Principles can apply to the entire DDR programme, and need not be limited to operational or thematic issues alone; thus they can include political principles (how DDR relates to political processes), institutional principles (how DDR should be structured institutionally) and operational principles (overall strategy, implementation approach, etc.).

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6.4. Preconditions and foundations for DDR

This section defines the issues that must be dealt with or included in the design of the DDR programme in order to ensure its effectiveness and viability. These include preconditions (i.e., those factors that must be dealt with or be in place before DDR implementation starts), as well as foundations (i.e., those aspects or factors that must provide the basis for planning and implementing DDR). In general, preconditions and foundations can be divided into those that are vital for the overall viability of DDR and those that can influence the overall efficiency, effectiveness and relevance of the process (but which are not vital in determining whether DDR is possible or not).

Example: Preconditions and foundations for DDR in Liberia

- A government-driven process of post-conflict reconciliation is developed and implemented in order to shape and define the framework for post-conflict rehabilitation and reintegration measures;
- A National Transitional Government is established to run the affairs of the country up until 2006, when a democratically elected government will take office;
- Comprehensive measures to stem and control the influx and possible recycling of weapons by all armed forces and groups and their regional network of contacts are put in place;
- The process of disbandment of armed groups and restructuring of the Liberian security forces is organized and begun;
- A comprehensive national recovery programme and a programme for community reconstruction, rehabilitation and reintegration are simultaneously developed and

implemented by the government, the United Nations Development Programme (UNDP) and other UN agencies as a strategy of pre-positioning and providing assistance to all war-affected communities, refugees and internally displaced persons (IDPs). This programme will provide the essential drive and broader framework for the post-war recovery effort;

- Other complementary political provisions in the peace agreement are initiated and implemented in support of the overall peace process;
- A complementary community arms collection programme, supported with legislative process outlawing the possession of arms in Liberia, would be started and enforced following the completion of formal disarmament process.

6.5. Overall strategic approach to DDR

While the objectives, principles and preconditions/foundations establish the overall design and structure of the DDR programme, a description of the overall strategic approach is essential in order to explain how DDR will be implemented. This section is essential in order to:

- explain how the multiple components of DDR will be designed to reflect realities and needs, thus ensuring efficiency, effectiveness and sustainability of the overall approach;
- explain how the targets for assisting DDR participants and beneficiaries (number of ex-combatants assisted, etc.) will be met;
- explain how the various components and activities of DDR will be divided into phases and sequenced (planned over time) within the programme time-frame;
- identify issues that are critical to the implementation of the overall programme and provide information on how they will be dealt with.

6.5.1. Defining the approach to DDR

The core components of DDR (demobilization, disarmament and reintegration) can vary significantly in terms of how they are designed, the activities they involve and how they are implemented. In other words, although the end objective may be similar, DDR varies from country to country. Each DDR process must be adapted to the specific realities and requirements of the country or setting in which it is to be carried out. Important issues that will guide this are, for example, the nature and organization of armed forces and groups, the socio-economic context and national capacities. These need to be defined within the overall strategic approach explaining how DDR is to be put into practice, and how its components will be sequenced and implemented (also see IDDRS 2.10 on the UN Approach to DDR).

6.5.1.1. Putting DDR into operation

The specific context in which a DDR programme is to be implemented, the programme requirements and the best way to reach the defined objectives will all affect the way in which a DDR operation is conceptualized. When developing a DDR concept, there is a need to: describe the overall strategic approach; justify why this approach was chosen; describe the activities that the programme will carry out; and lay out the broad operational methods or guidelines for implementing them. In general, there are three strategic approaches that can be taken (also see IDDRS 4.20 on Demobilization):

- DDR of conventional armed forces, involving the structured and centralized disarmament and demobilization of formed units in assembly or cantonment areas. This is often linked to their restructuring as part of an SSR process;
- DDR of armed groups, involving a decentralized demobilization process in which individuals are identified, registered and processed; incentives are provided for voluntary disarmament; and reintegration assistance schemes are integrated with broader community-based recovery and reconstruction projects;
- A 'mixed' DDR approach, combining both of the above models, used when participant groups include both armed forces and armed groups;

After a comprehensive assessment of the operational guidelines according to which DDR will be implemented, a model should be created as a basis for planning (see Annexes C and D. Annex E illustrates an approach taken to DDR in the DRC).

In addition to defining how to operationalize the core components of DDR, the overall strategic approach should also describe any other components necessary for an effective and viable DDR process. For the most part, these will be activities that will take throughout the DDR programme and ensure the effectiveness of core DDR components. Some examples are:

- awareness-raising and sensitization (in order to increase local understanding of, and participation in, DDR processes);
- capacity development for national institutions and communities (in contexts where capacities are weak or non-existent);
- weapons control and management (in contexts involving widespread availability of weapons in society);
- repatriation and resettlement (in contexts of massive internal and cross-border displacement);
- local peace-building and reconciliation (in contexts of deep social/ethnic conflict).

6.5.1.2. Sequencing and phasing of DDR

Once the main components of a DDR programme have been identified, an overall strategy for implementation needs to be drawn up. The overall strategy should usually be developed on the basis of operational objectives and targets broken down by time period or programme phase. This enables practitioners to see in broad terms how DDR will be implemented, plan the allocation of resources and other requirements, and coordinate among themselves.

Example: Sequencing and phasing of DDR operations in Haiti

OPERATIONAL OBJECTIVES	PHASES
Overall strategic approach: Two-pronged implementation strategy (initially targeting 2,000 ex-FADH and 4,000 other armed groups), with particular emphasis on period leading to elections	Phase I: Credible deterrence and negotiation (military/ law enforcement ops, police training, negotiations, awareness-raising)
Short-term (end 2005): Reduce no. of high-risk armed elements capable of derailing end-2005 elections	Phase II: Disarmament and demobilization (with grace period, establishment of DD sites and 'reinsertion orientation centres' for ex-FADH)
Medium-term (end 2006): Reduce no. of high-risk armed elements in seven regions and provide viable reintegration options	Phase III: Reintegration, with focus on creating sustainable livelihood options (microgrants, vocational training)
Long-term (end 2006): Reduction in political, economic and social armed violence + strengthening of community peace-building and absorptive capacities in seven regions	Phase IV: Investment in affected communities (local development projects to increase community capacities and consolidate reconciliation processes)

6.5.2. Strategic elements of a DDR programme

As programme scale and scope, participants and beneficiaries, eligibility criteria, incentive schemes, and monitoring and evaluation all affect programme design, they should be considered when developing a DDR strategy.

6.5.2.1. Scale and scope

The scale of a DDR programme is determined by the number of beneficiaries and the geographical area the programme covers (most often determined by the size of the country or region where the programme is taking place). These figures determine the complexity, size and resource requirements for the programme, and must be estimated at the programme design stage.

The extent to which a DDR programme directly includes activities that formally belong to other sectors determines its scope or extent (i.e., exactly how much it is going to try and achieve). In the past, DDR programmes focused strictly on the core components of disarmament, demobilization and reintegration. Today, most DDR programmes include or take account of activities relating to SSR (such as weapons control and regulation), peace-building and reconciliation, and community recovery and reconstruction (also see IDDRS 2.10 on the UN Approach to DDR and IDDRS 2.20 on Post-conflict Stabilization, Peace-building and Recovery Frameworks).

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6.5.2.2. DDR participants

The identification of DDR participants affects the size and scope of a DDR programme. DDR participants are usually prioritized according to their political status or by the actual or potential threat to security and stability that they represent. They can include regular armed forces, irregular armed groups, militias and paramilitary groups, self-defence groups, members of private security companies, armed street gangs, vigilance brigades and so forth.

Among the beneficiaries are communities, who stand to benefit the most from improved security; local and state governments; and State structures, which gain from an improved capacity to regulate law and order. Clearly defining DDR beneficiaries determines both the operational role and the expected impacts of programme implementation.

6.5.2.3. Operational role

Another important factor that determines the scope of a DDR programme is the extent of national capacity and the involvement of national and non-UN bodies in the implementation of DDR activities. In a country with a strong national capacity to implement DDR, the UN's operational role (i.e. the extent to which it is involved in directly implementing DDR activities) should be focused more on ensuring adequate coordination than on direct implementation activities. In a country with weak national implementing capacity, the UN's role in implementation should be broader and more operational.

6.5.3.4. Eligibility criteria

Eligibility criteria provide a mechanism for determining who should enter a DDR programme and receive reintegration assistance. This often involves proving combatant status or membership of an armed force or group. It is easier to establish the eligibility of participants to a DDR programme when this involves organized, legal armed forces with members who have an employment contract. When armed groups are involved, however, there will be difficulties in proving combatant status, which increases the risk of admitting

non-combatants and increasing the number of people who take part in a DDR programme. In such cases, it is important to have strict and well-defined eligibility criteria, which can help to eliminate the risk of non-combatants gaining access to the programme (also see IDDRS 4.20 on Demobilization).

6.5.3.5. Incentive schemes

When targeting armed groups in a DDR programme, their often-weak command and control structures should be taken into account, and it should not be assumed that combatants will obey their commanders' orders to enter DDR programmes. Moreover, there may also be risks or stigma attached to obeying such orders (i.e., fear of reprisals), which discourages people from taking part in the programme. In such cases, incentive schemes, e.g., the offering of individual or collective benefits, may be used to overcome the combatants' concerns and encourage participation. It is important also to note that awareness-raising and public information on the DDR programme can also help towards overcoming combatants' concerns about entering a DDR programme.

Care should be taken to avoid the perception of 'cash for weapons' or weapons buy-back programmes.

Incentives may be directly linked to the disarmament, demobilization or reintegration components of DDR, although care should be taken to avoid the perception of 'cash for weapons' or weapons buy-back programmes when these are linked to the disarmament component. If used, incentives should be taken into consideration in the design of the overall programme strategy.

6.5.3.6. Monitoring and evaluation

The development of baseline data is vital to measuring the overall effectiveness and impact of a DDR programme. Baseline data and indicators are only useful, however, if their collection, distribution, analysis and use are systematically managed. DDR programmes should have a good monitoring and information system that is integrated with the entire DDR programme, allowing for information collected in one component to be available in another, and for easy cross-referencing of information. The early establishment of an information management strategy as part of the overall programme design will ensure that an appropriate monitoring and evaluation system can be developed once the programme is finalized (also see IDDRS 3.50 on Monitoring and Evaluation of DDR Programmes).

6.6. DDR strategies

Once the strategic approach for the DDR programme has been designed, detailed implementation strategies should be developed for each programme component. These may be annexed to the original programme document or developed as separate documents. Each strategy should include the following:

- the objective of the component;
- the strategic approach and methods adopted for its implementation;
- an explanation of how key issues and considerations will be dealt with;
- an overview of the implementation process and key activities necessary to achieve the objective.

Issues that should be considered include:

DDR COMPONENT	KEY DESIGN ISSUES
<p>Disarmament (also see IDDRS 4.10 on Disarmament)</p>	<ul style="list-style-type: none"> ■ Establish accurate weapons collection targets ■ Plan how to maximize weapons yields (targeting multiple weapons holders) ■ Avoid attaching a monetary value to weapons ■ Link voluntary weapons surrender with provision of benefits (reintegration and others) ■ Explore alternative incentive structures (weapons for development, tools for weapons, etc.) outside the military process ■ Ensure adequate controls on weapons registration, storage and destruction ■ Deal with longer-term weapons control issues (licensing, import/export, trafficking, etc.) ■ Plan how to strengthen national capacities
<p>Demobilization and reinsertion (also see IDDRS 4.20 on Demobilization)</p>	<ul style="list-style-type: none"> ■ Timing and sequencing of demobilization process ■ Adapt the overall approach to context and security environment ■ Develop eligibility criteria, considering the needs of different groups ■ Deal with registration, profiling and applying eligibility criteria ■ Deal with the issue of amnesty for crimes; ■ Consider cantonment and decentralized processing arrangements ■ Establish socio-economic profiles of participants ■ Deal with the needs of women and children associated with armed forces and groups, and dependants ■ Provide a transitional living allowance ■ Set up information, counselling and referral services ■ Deal with plans for repatriation and resettlement ■ Deal with transport options
<p>Reintegration (also see IDDRS 4.30 on Social and Economic Reintegration)</p>	<ul style="list-style-type: none"> ■ Determine market structures and community absorption capacities ■ Ensure sustainability of reintegration schemes ■ Link reintegration with broader economic recovery and development processes ■ Develop mechanisms for monitoring and evaluation ■ Adapt reintegration schemes to different contexts and participants profiles ■ Ensure adequate facilities for vocational/professional training ■ Pay attention to vulnerable groups (women and children associated with armed forces and groups, youth, people with disabilities, etc.) ■ Plan how to sensitize communities to and involve them in reintegration ■ Develop 'mixed' reintegration/community development projects
<p>Awareness-raising and sensitization (also see IDDRS 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 awareness strategy on the objectives and goals of DDR and definitions of participants and assistance ■ Plan sensitization and dialogue for encouraging increased participation, discussion and mobilization at local and community levels for DDR ■ Decide on role of awareness-raising and sensitization as vehicle for transmitting key messages on violence and weapons use and advocating non-violent alternatives

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Capacity development
(also see IDDRS 3.30 on
National Institutions for DDR)

- Develop understanding of distinction between national ownership and national capacity for coordination and implementation
- Design requirements for ensuring transparency and efficiency in the DDR process
- Deal with the need to foster broad national participation, and not just government, in DDR processes, which is crucial to an equitable and legitimate process
- Decide on relevance of a credible 'neutral third-party role' for the UN in DDR processes and implications for national ownership and capacity requirements
- Identify most relevant areas for capacity development in the area of DDR, taking into account transitional nature of DDR structures and longer-term need to strengthen law and order, as well as development coordination capacities

6.7. Ensuring cross-programme links with broader transition and recovery frameworks

In most cases, the development of DDR programmes happens at the same time as the development of programmes in other sectors such as rule of law, SSR, reintegration and recovery, and peace-building. The DDR programmes should be linked, as far as possible, to these other processes so that each process supports and strengthens the others and helps integrate DDR into the broader framework for international assistance. DDR should be viewed as a component of a larger strategy to achieve post-conflict objectives and goals. Other processes to which DDR programme could be linked include JAM/PCNA activities, and the development of a common country assessment/UN development assessment framework and poverty reduction strategy paper (also see IDDRS 2.20 on Post-conflict Stabilization, Peace-building and Recovery Frameworks).

7. Developing the results and budgeting framework

A key part of programme design is the development of a logical framework that clearly defines the hierarchy of outputs, activities and inputs necessary to achieve the objectives and outcomes that are being aimed at. In line with the shift towards results-based programming, such logical frameworks should focus on determining how to achieve the planned outcomes within the time that has been made available. This approach ensures coordination and programme implementation, and provides a framework for monitoring and evaluating performance and impact.

When DDR is conducted in an integrated peacekeeping context, two complementary results-based frameworks should be used: a general results framework containing the main outputs, inputs and activities of the overall DDR programme; and a framework specifically designed for DDR activities that will be funded from mission assessed funds as part of the overall mission planning process. Naturally, the two are complementary and should contain common elements.

7.1. General results framework

The general results framework for a DDR programme should consist of the following elements (but not necessarily all of them) (see also Annex F for a general results framework for DDR that was used in Liberia):

- *Specific objectives and component outcomes:* For each component of a DDR programme (i.e., disarmament, demobilization, reinsertion, reintegration, etc.), the main or longer-term strategic objectives should be clearly defined, together with the outcomes the UN is supporting. These provide a strategic framework for organizing and anchoring relevant activities and outputs;
- *Baseline data:* For each specific objective, the initial starting point should be briefly described. In the absence of hard quantitative baseline data, give a qualitative description of the current situation. Defining the baseline is a critical part of monitoring and evaluating the performance and impact of programmes;
- *Indicative activities:* For each objective, a list of indicative activities should be provided in order to give a sense of the range and kind of activities that need to be implemented so as to achieve the expected outputs and objectives. For the general results framework, these do not need to be complete or highly detailed, but they must be sufficient to provide a sense of the underlying strategy, scope and range of actions that will be implemented;
- *Intervals:* Activities and priority outputs should be have precise time-lines (preferably specific dates). For each of these dates, indicate the expected level of result that should be achieved. This should allow an overview of how each relevant component of the programme is expected to progress over time and what has to be achieved by what date;
- *Targets and monitoring indicators:* For each activity there should be an observable target, objectively verifiable and useful as a monitoring indicator. These indicators will vary depending on the activity, and they do not always have to be quantitative. For example, 'reduction in perceptions of violence' is as useful as '15 percent of ex-combatants successfully reintegrated';
- *Inputs:* For each activity or output there should be an indication of inputs and their costs. General cost categories should be used to identify the essential requirements, which can include staff, infrastructure, equipment, operating expenses, service contracts, grants, consultancies, etc.

7.2. Peacekeeping results-based budgeting framework

The results-based budgeting (RBB) framework is the main budgetary planning tool used by the UN Secretariat and peacekeeping missions, and is part of the Secretary-General's programme of reform and vision of a more results-oriented organization.

An important feature of RBB is the definition of expected results at the beginning of the planning and budget cycle, before the programme is implemented. Thus RBB aims to shift focus from output accounting (i.e., activities) to results-based accountability (i.e., indicators of achievements). RBB is therefore not simply an administrative process, but a strategic planning tool, improving the clarity of programmes, and bringing about a common understanding and better communication between Member States and programme managers to improve results. Results-based management is intended to be a dynamic process, providing feedback throughout the full programme cycle: planning, programming, budgeting, and monitoring and evaluation. Since it was introduced, RBB has continued to evolve in order to better fulfil its role as a strategic planning tool for the UN.

RBB has four main components:

- the *DDR objective statement*, serving as the basis for developing programme activities and identifying benchmarks for success;

- *indicators of achievement*, which measure performance, justify the resource requirements and are linked to outputs;
- *outputs*, listing the activities that will be conducted in order to achieve the objective;
- *external factors*, identifying factors outside of the programme manager's control that may have an impact on programme performance.

7.2.1. Developing an RBB framework

This section is intended to assist DDR programme managers in the field to develop RBB frameworks for submission to the Department of Peacekeeping Operations, which will serve as the basis for cost estimates. Mission budget officers who are specialized in the development of RBB frameworks should be able to assist with the development of this tool.

7.2.1.1. The DDR objective statement

The DDR objective statement draws its legal foundation from Security Council mission mandates. It is important to note that the DDR objective will not be fully achieved in the lifetime of the peacekeeping mission, although certain activities such as the (limited) physical disarmament of combatants may be completed. Other important aspects of DDR such as reintegration, the establishment of the legal framework, and the technical and logistic capacity to deal with small arms and light weapons often extend beyond the duration of a peacekeeping mission. In this regard, the objective statement must reflect the contribution of the peacekeeping mission to the 'progress towards' the DDR objective. An example of a DDR objective statement is as follows:

“Progress towards the disarmament, demobilization and reintegration of members of armed forces and groups, including meeting the specific needs of women and children associated with such groups, as well as weapons control and destruction.”

7.2.1.2. Indicators of achievement

The targeted achievement should include no more than five clear and measurable indicators, and baseline information from which increases/decreases in the baseline variables are measured.

7.2.1.3. Outputs

When developing the DDR outputs for an RBB framework, programme managers should take the following into account: (1) specific references to the implementation time-frame should be included; (2) DDR technical assistance or advice needs should be further defined to specify what that means in practice and, if possible, quantified (e.g., workshops, training programmes, legislative models, draft work plans); (3) participants in DDR programmes or recipients of the mission's efforts should be included in the output description; and (4) when describing these outputs, the verb should be placed before the output definition (e.g., 'Destroyed 9,000 weapons'; 'Chaired 10 community sensitization meetings').

7.2.1.4. External factors

When developing the external factors of the DDR RBB framework, programme managers are requested to identify those factors that are outside the control of the DDR unit. These should not repeat the factors that make up the indicators of achievement.

For an example of an RBB framework for DDR in Sudan, see Annex G; also see IDDRS 3.50 on Monitoring and Evaluation of DDR Programmes.

8. Stage III: Developing an implementation plan

Once a programme has been prepared, planning instruments should be developed that will aid practitioners (UN, non-UN and the national government) to implement the planned activities and strategies. An actions or operations plan usually consists of four main elements:

- *Implementation methods:* This consists of a narrative description of how each DDR component will be made operational within the framework of the programme, focusing on the precise sequencing of activities, operational requirements, logistic requirements, links with other mission components, key risks and factors that will reduce these risks. This section can be used by practitioners to guide implementation and operations and provide an overall framework for the other components of the operational and action plan;
- *Timing:* There should be an overview of the time-frame and schedule for implementation of DDR activities for each component of the programme, which provides an overall picture of the phasing and sequencing of programme implementation. This will provide practitioners with a quick overview of the activities, which is important for defining and planning resource requirements and allocations. An example of a time-frame is included in Annex H;
- *Detailed work plan:* A detailed work plan should also be included in the operational plan. It should break all programme activities down into their various tasks, and indicate who is responsible for different operational roles. The main categories of such a work plan should include:
 - the activities to be implemented;
 - a detailed description of individual tasks;
 - the required inputs (human, material, financial);
 - the actor responsible for funding each task;
 - the actor responsible for logistic support;
 - the actor responsible for staffing;
 - the actor responsible for coordination/supervision;
 - the actor responsible for implementation;
 - the expected time-frame for implementation of task.

The work plan should be considered a dynamic document that should be updated periodically and used to guide DDR planners and practitioners on programme implementation on a day-to-day basis. A generic work plan is included in Annex I;

- *Management arrangements:* This section should detail the institutional arrangements established to provide strategic guidance, coordination and implementation of the programme (also see IDDRS 3.10 on Integrated DDR Planning: Processes and Structures and IDDRS 3.50 on Monitoring and Evaluation of DDR Programmes).

Annex A: Terms, definitions and abbreviations

Terms and definitions

Detailed field assessment: A detailed field assessment is essential to identify the nature of the problem a DDR programme is to deal with, as well as to provide key indicators for the development of a detailed DDR strategy and its associated components. Detailed field assessments shall be undertaken to ensure that DDR strategies, programmes and implementation plans reflect realities, are well targeted and sustainable, and to assist with their monitoring and evaluation.

Implementation plan: Also known as an operations or action plan, an implementation plan describes the detailed steps necessary to implement programme activities, together with a division of labour and overall time-frame.

Programme: A generic (general) term for a set of activities designed to achieve a specific objective. In order to ensure that a programme's results, outputs and overall outcome are reached, activities are often framed by a strategy, key principles and identified targets. Together, these indicate how the activities will be structured and implemented. Programmes also include a description of all aspects necessary to implement the planned activities, including inputs and resources (staff, equipment, funding, etc.), management arrangements, legal frameworks, partnerships and other risk analysis.

Project: Within each programme there may be several projects, each of which is a separately identified undertaking. A project is an intervention that consists of a set of planned, inter-related activities aimed at achieving defined objectives over a fixed time. A project's activities and objectives are normally given in a project document. This legal agreement binds the signatories to carry out the defined activities and to provide specific resources over a fixed period of time in order to reach agreed objectives.

Abbreviations

DDR	disarmament, demobilization and reintegration
DPKO	Department of Peacekeeping Operations
HDR	human development report
ICRC	International Committee of the Red Cross
IDDRS	integrated disarmament, demobilization and reintegration standard/ standards
IDP	internally displaced person
ILO	International Labour Organization
IOM	International Organization for Migration
JAM	joint assessment mission
MIS	management information system
PCNA	post-conflict needs assessment
PRA	participatory rural assessment
NCDDR	national commission on DDR
QIP	quick-impact project
RBB	results-based budgeting
SSR	security sector reform
UN	United Nations
UNDP	UN Development Programme

UNICEF	UN Children's Fund
UNSC	UN Security Council
UNSG	UN Secretary-General
WHO	World Health Organization

Annex B: Framework for assessing the operational environment for DDR

OBJECTIVE	INDICATORS	METHODOLOGY	RISKS AND ASSUMPTIONS
1. Identify factors that can positively or negatively affect the outcome of DDR (pre-/post-intervention)	Normative: Existence of a formal peace agreement; existence of a national legal framework for DDR (national commission on DDR — NCDDR); existence of written agreement by executive to commit to DDR; existence of an amnesty law; existence of a firearm registration/regulation law; UN Security Council resolutions	Review of activities and programme documents; key informant interviews	Peace agreement is considered legitimate by all parties; political will is adequate; the NCDDR is recognized and credible; firearm legislation is robust or sufficient
	Political: Existence of a legitimate government; constitutional or executive provisions for 'power-sharing' arrangements; clearly defined and registered prospective participants (and existence of excluded spoilers); number of weeks/months/years since the 'formal' end of hostilities; number and 'success rate' of previous DDR efforts; date of planned elections	Review of activities and programme documents; key informant interviews with host government and non-state actor leadership	Government and electoral process are considered legitimate by all parties; excluded parties are weak/impotent/unable to continue fighting; previous DDR activities were not entirely unsuccessful
	Socio-economic: Overall socio-economic condition in areas of coverage; quality of and access to public services; existence of and distribution of legitimate private sector activities in 'host' areas; rate of employment (formal and informal); status of macro-economic planning/forecasting; inflation/exchange rates; distribution of economic activity (e.g., agriculture, manufacturing, informal, etc.)	Review of activities, programme documents, UNDP human development reports, World Bank and regional bank reports, and chamber of commerce assessments; key informant interviews	Recovery assistance is stable and does not cause price shocks or rapid vertical/horizontal exclusion; fiscal and monetary policy is rational and appropriate; adequate funds are made available for the transition during the post-conflict period
	Security: Quality of and distribution of policing services; quality of and distribution of private security services; a UN Department of Peacekeeping Operations (DPKO) or multilateral security presence	Review of activities, programme documents, UNDP human development reports (HDRs), scholarly literature; key informant interviews with DPKO, national police and defence	Policing and defence needs are adequate to contain security risks; police/military are considered credible; Chapter VI or VII mandate for UN peacekeepers
	Regional: Distribution of refugee and internally displaced person (IDP) settlements/camps in neighbouring countries; presence of 'militarized' refugee/IDP settlements/camps; rate/frequency of arms trafficking across borders; rate/frequency of cross-border activities by prospective beneficiary group; timing and 'success rate' of DDR activities in neighbouring countries	Review of UN activities in neighbouring countries, NGO/research reports, INTERPOL, UN High Commissioner for Refugees, DPKO, and UN Security Council/ UN Secretary-General (UNSC/ UNSG) reports; investigative research; key informant interviews	Refugee and IDP settlements/camps are not overtly militarized; arms trafficking does not surge in the post-conflict period; DDR activities in neighbouring countries do not trigger new sources of weapons

	<p>International: Existence of a donor cooperation framework; existence of pledged resources; funding for DDR from assessed UN budget; existence of complementary or parallel recovery activities; pledged host government resources to DDR; rate of debt servicing and repayment schedule</p>	<p>Review of activities and programme documents; key informant interviews with UN, World Bank/International Monetary Fund, bilateral donor and host government officials</p>	<p>Donors meet pledges; resources are adequate for needs; DDR does not lead political process; DDR is not considered a 'development' programme; DDR is not held up because of debt repayments; DDR is not stopped part-way</p>
	<p>Weapons trafficking: Profile of actors involved in weapons transfers/trafficking; identified weapons markets; weapons proliferation patterns and key transit routes; time-series price and supply/demand analysis of market dynamics; size, frequency and distribution of weapons market transactions; weapons market structures (suppliers and dealers, forms and methods of payment, trafficking networks)</p>	<p>Key informant interviews and focus groups with participants and beneficiaries; semi-structured interviews with leadership and rank and file; consultations with private sector representatives and private security company representatives; review of intelligence and police documentation; consultations with regional experts; small-scale household surveys where appropriate; key informant interviews and focus groups with border and customs officials; consultations with shipping and transport company representatives; key informant interviews with peacekeeping officials</p>	<p>Participants or others are prepared to be interviewed; sites are accessible; appropriate data are available; resources are made available to collect baseline data</p>
2. Identify baseline factors to prepare appropriate benchmarks for DDR	<p>Violence: Frequency of criminal victimization (homicide, assault, theft per 1,000); proportion of victimization involving firearms (per 1,000); demographic profile of perpetrators/victims (e.g., age, gender, occupation); distribution of criminal victimization (e.g., by municipality); typology of perpetrators (e.g., by incident); proportion of civilians who have 'access' to humanitarian services</p>	<p>Review of country indicator tables, NGO/research reports, INTERPOL, International Crime Victim Survey, World Health Organization (WHO), UNSC/UNSG and HDR/World Bank reports; investigative research; key informant interviews</p>	<p>Violence rates have declined in real/perceived terms since the peace agreement/election; appropriate data are available; resources are made available to collect baseline data</p>
	<p>Social and economic: Existence of and distribution of public services (number of clinics, schools, vocational institutes, credit facilities, transport networks) in prospective 'host' communities (relative to other communities); employment rates in 'host' communities; demographic profile of 'host' communities (e.g., age quintiles, gender); subsistence food production profiles in 'host' communities; number of international and local non-governmental organizations (NGOs) operating in 'host' communities; rate of public/private sector investment in 'host' communities</p>	<p>Review of country indicator tables, NGO/research reports, HDR/World Bank reports, and UN Population Fund; UN Human Settlements Programme (UN-Habitat) site visits; key informant interviews</p>	<p>Socio-economic indicators are rising, or at least stabilizing; appropriate data are available; resources are made available to collect baseline data</p>

3. Identify institutional capacities to undertake DDR	<p>Disarmament/Weapons control: Existence of infrastructure and capacities for secure weapons collection, registration, transportation and temporary storage; adequate arrangements and infrastructure for secure weapons stockpiling; technical capacity and equipment for destruction and disposal of weapons; existence of legislation and mechanisms for registration and management of firearms; existence of IT services to manage information on firearm licensing and registration; existence of training and sensitization programmes for responsible firearm use</p>	<p>Site inspections and consultations with relevant host government departments and policing authorities, consultations with UN agencies (e.g., UNDP, United Nations Office for Project Services, International Organization for Migration [IOM], International Labour Organization [ILO], DPKO)</p>	<p>Sites are accessible; disarmament is a component of the peace agreement; parties are prepared to disarm; financing exists for disarmament; appropriate data are available; resources are made available to collect baseline data</p>
	<p>Demobilization: Existence of infrastructure for cantoning and servicing prospective participants; presence of specialized services for female participants (toilets, sleeping barracks, sensitization initiatives, human resources officers, monitoring systems); existence of 'secure' sites and funding for procurement of goods and services; existence of IT services to begin counselling and referral; existence of reliable registration forms/cards; adequate funding and capacity for quick-impact projects; adequate funding and capacity for supplementary benefits for dependants</p>	<p>Site inspections and consultations with relevant host government departments, defence services and policing authorities; consultations with relevant UN agencies (e.g., UNDP, IOM, UN Children's Fund [UNICEF], UN Development Fund for Women and others)</p>	<p>Sites are accessible; demobilization is a component of the peace agreement; parties accept the conditions of demobilization; communication strategies effectively disseminate the terms of DDR; appropriate data are available; resources are made available to collect baseline data</p>
	<p>Reintegration: Existence of a national agency to manage and provide reinsertion assistance (transitional allowances, health services, transportation, etc.); existence of adequate transportation/reinsertion facilities; existence of ongoing counselling and referral services; existence of memorandum of understanding/terms of reference for vocational/apprenticeship or other training services; existence of monitoring and evaluation mechanism</p>	<p>Site inspections and consultations with host government executive and relevant authorities; key informant interviews with UN agencies, bilateral donors and others</p>	<p>Sites are accessible; reintegration funding is provided from the assessed budget; adequate funding in relation to the task is provided; an NCDDR or related body exists to ensure government ownership; appropriate data are available; resources are made available to collect baseline data</p>
	<p>Community absorption capacity: Existence of adequate educational/vocational, commercial, agricultural, banking/credit facilities to absorb anticipated caseload in 'host' communities; existence of adequate and legitimate policing/security facilities in 'host' communities in relation to perceived threat; capacities in place to ensure 'reconciliation' activities in 'host' communities</p>	<p>Site inspections and consultations with central and line ministry authorities; consultations with local 'leaders' or approximate authorities; small-scale focus groups with a purposive sample of 'host' community members; consultations with participants and beneficiaries on a case-by-case basis</p>	<p>Sites are accessible; 'host' communities are prepared to accept returning combatants; security guarantees are legitimate and credible; funding for QIPs is made available; adequate numbers of agencies and departments exist to carry out projects; appropriate data are available; resources are made available to collect baseline data</p>

	(either formal or informal according to need); adequate quick-impact projects (QIPs) for reintegration in 'host' communities, as appropriate		
	Other: Existence of 'specialized' services for disabled, HIV-positive, traumatized, elderly, single female-headed household and child beneficiaries in 'host' communities (or as appropriate); and facilities for family reunification	Consultations with WHO/Joint UN Programme on HIV/AIDS, relevant government departments (ministry of health), UNICEF, Save the Children, local NGOs and International Committee of the Red Cross (ICRC)	Adequate funding is made available for specialized services; ICRC is operational; appropriate data are available; resources are made available to collect baseline data

Annex C: Framework for identifying DDR target and performance indicators

OBJECTIVE	INDICATORS	METHODOLOGY	RISKS AND ASSUMPTIONS
1. Identify base-line to measure development context (pre-/post- intervention)	<p>Resources: Average income (or proxies — housing-construction materials, assets, livestock ownership) of host communities; average literacy/education levels of host communities; access to basic services (electricity, water, public utilities)</p>	Review of past World Bank/ regional bank household surveys, census data, relevant government department reports and Save the Children/ILO/UNDP studies; on-site consultations; household surveys (Note: Depending on funding)	Sites are accessible; appropriate data are available; resources are made available to collect baseline data
	<p>Markets and prices: Price data on basic commodities (rice/flour, cooking oil, kerosene/fuel, meat); price data on firearm value</p>	Review of past World Bank/ regional bank household surveys, census data, police data, relevant government department reports, and Save the Children/ILO/UNDP studies; on-site consultations; focus group surveys administered by women in 'host' communities	Sites are accessible; appropriate data are available; resources are made available to collect baseline data
	<p>Preferences: Motivations for participation in armed violence of 'beneficiaries' and 'host' community members; number of new associations between host community/beneficiaries; levels of trust pre-/post-intervention</p>	On-site consultations; review of police data; focus group surveys administered by women in 'host' communities or by the DDR unit	Sites are accessible; appropriate data are available; resources are made available to collect baseline data
2. Identify base-line to measure security context (pre-/post-intervention)	<p>Armed violence: (Individual) average mortality/morbidity rate of host communities; average firearm homicide, blade and burn rates (per 1,000) of host communities; average firearm injury, blade and burn rates (per 1,000) of host communities; (collective) degree and causes of forced displacement; destruction of social services and access to basic entitlements; decline in economic productivity and market access; loss of social cohesion/militarization of social interaction; impact of insecurity on humanitarian assistance and access</p>	Police records; public health records; externally commissioned epidemiological surveys; small-scale surveys administered by DDR section	Sites are accessible; appropriate data are available; adequately trained epidemiologists are available; resources are made available to collect baseline data
	<p>Victimization: Average armed assault, intimidation, harassment, rape and theft rates (per 1,000) of host communities</p>	Police records; public health records; small-scale victimization survey (pre-/post-); focus groups administered by DDR unit	Sites are accessible; appropriate data are available; resources are made available to collect baseline data
	<p>Perception-based: Perception of 'security' in host communities — particularly gender-/sexual-based violence, mobility, access to markets, incidence of shootings/aggression by participants</p>	Participatory focus groups; small-scale victimization/opinion surveys administered by DDR unit	Sites are accessible; appropriate data are available; adequately trained PRA and rapid assessment specialists are available; resources are made available to collect baseline data

3. Identify size, organization and deployment of primary target group (pre-/post-intervention)	<p>Command and control: Existence of clear leadership positions in armed forces and groups; existence of 'official' rank designations (general, colonel, private); profile of organizational units (e.g., platoon, company, etc.) and geographical deployment; voluntary enclosure in barracks; clear recruitment, training and (internal) discipline regimes</p>	Key informant interviews and focus groups with participants; semi-structured interviews with leadership and rank and file; interviews with former members; review of defence and police documents; consultations with regional experts	Sites are accessible; appropriate data are available; resources are made available to collect baseline data
	<p>Combatant profile: Number of combatants ('active', reserve, militia); age profile of combatants; employment, educational and familial profile of combatants; deployment profile of combatants</p>	Key informant interviews and focus groups with participants; participants' small-scale survey; review of data processed through management information system (MIS); review of armed forces/groups 'lists' provided as part of the 'peace agreement'; review of old lists from previous DDR activities; self-identification and self-selection methods	Sites are accessible; appropriate data are available; resources are made available to collect baseline data
	<p>Gender profile: Number of male and female combatants; types of tasks for combatants by gender</p>	Key informant interviews and focus groups with female participants and male rank and file	Sites are accessible; appropriate data are available; resources are made available to collect baseline data
	<p>Child/Youth profile: Number of child/youth combatants; types of tasks for combatants by age; types of rank for combatants by age</p>	Key informant interviews and focus groups with child/youth beneficiaries/participants and female/male rank and file; review of UNICEF documents and hospital records	Sites are accessible; appropriate data are available; resources are made available to collect baseline data
	<p>Disabled profile: Number of disabled combatants; types and distribution of physical/psychosocial injuries</p>	Key informant interviews and focus groups with leadership and rank and file; review of hospital records; consultations with surgeons/physicians on site	Sites are accessible; appropriate data are available; resources are made available to collect baseline data
	<p>Dependant profile: Number of dependants per combatant; distribution of dependants per combatant; income and socio-economic profile of dependants</p>	Key informant interviews and focus groups with participants; review of data processed via MIS; focus groups with a representative sample of the caseload	Sites are accessible; appropriate data are available; resources are made available to collect baseline data
4. Identify availability and distribution of weapons (pre-/post-intervention)	<p>Collective/Individual ownership: Average number of weapons per combatant; types/quality of weapons held by combatants; clear control over individual/collective weapons; evidence of experience in the storage and maintenance of weapons; motivations for weapons ownership; geographical distribution and concentration of weapons; evidence of weapons transfers from armed forces and groups to non-combatants</p>	Key informant interviews and focus groups with participants; semi-structured interviews with leadership and rank and file; interviews with former members; review of defence and police documents; consultations with regional experts	Beneficiaries or others are prepared to be interviewed; sites are accessible; appropriate data are available; resources are made available to collect baseline data

5. Identify reintegration opportunities for the primary target group (pre-/post-intervention)	<p>Identification and assessment of areas of return or resettlement: Local demand for goods and services; demand for skilled and unskilled labour; identification of economic reintegration opportunities; availability of social and business-related services; identification of required services critical to reintegration; assessment of general population needs in relation to reintegration and possible links</p>	<p>Site inspections and consultations with host government executive and relevant authorities; consultations with local 'leaders' or approximate authorities; small-scale focus groups with a purposive sample of 'host' community members</p>	<p>Sites are accessible; appropriate data are available; resources are made available to collect baseline data</p>
	<p>Socio-economic assessments and identification of economic opportunities: Identification of dynamic economic sectors and possible reintegration opportunities; availability of other reintegration opportunities; identification of possible public-private partnerships; identification of existing infrastructure to facilitate economic activity and possible bottlenecks; availability of business development services and further requirements; availability of specialized training providers and institutions; assessment of general training capacities at local level; identification of relevant recovery and development initiatives that could be linked with reintegration process</p>	<p>Site inspections and consultations with host government executive and relevant authorities; consultations with local 'leaders' or approximate authorities; small-scale focus groups with a purposive sample of 'host' community members; labour and other economic studies at local level; review of UN and other initiatives in the target areas</p>	<p>Sites are accessible; appropriate data are available; resources are made available to collect baseline data</p>

Annex D: Sample matrix for profiling armed forces and groups (taken from DRC DDR programme)

NAME	DESIG.	ORIGIN	SUBGROUPS/ ORGANIZATION	EST. FORCE STRENGTH
CONGOLESE ARMED FORCES				
Forces Armées Congolaises	FAC	DRC		
Armée de Libération Congolaise/ Mouvement de Libération du Congo	ALC/MLC	DRC		6,500– 7,500 ³ /20,000 ⁴
Armée Nationale Congolaise/Rassemblement Congolaise pour la Démocratie — Goma	ANC/RCD- G	DRC		42,672 ⁵
Rassemblement Congolaise pour la Démocratie — Mouvement de Libération	RCD-ML	DRC		8,000 ⁶
Rassemblement Congolaise pour la Démocratie — National	RCD-N	DRC		
Mayi-Mayi	–	DRC	GENERAL	20,000–30,000
			Virunga mayi-mayi	unknown
			Group of Padiri	6,000
			Group of Dunia	4,000–5,000
			Mudundu 40/FRDKI	4,000
			MLAZ/FURNAC	unknown
			Col. Rubaruba Zabuloni	unknown
Ex-Forces Armées Zaïroises in Republic of Congo	Ex-FAZ	DRC	DSP units	1,500 ⁷
'Ethnic' militias		DRC	Hema militia	unknown
			Lendu/N'Giti militia	unknown
			Banyamulenge militias	unknown
FOREIGN ARMED GROUPS				
Armée de Libération du Rwanda (composed of ex-FAR and Interahamwe)	ALiR	Rwanda	ALiR I	4,000–6,000
			ALiR II	4,000–6,000
Rwandan Patriotic Army	RPA	Rwanda		25,000 ⁸
Ugandan People's Defence Forces	UPDF	Uganda		2,100–3,000 ⁹
Forces pour la Défense de la Démocratie/Conseil National pour la Défense de la Démocratie	FDD/ CNDD	Burundi		3,000–4,000
Forces Nationales de la Libération/Parti pour la Libération du Peuple Hutu	FNL/ PALIPE- HUTU	Burundi		unknown ¹⁰
Allied Democratic Forces	ADF	Uganda		200–300

PROFILE	GEO. DISTRIBUTION	RELEVANT ACCORDS ²
	Government-controlled territory	LCA, SCA
	Equator province and western fringe of Orientale province	LCA, SCA
	Orientale province (Kisangani and hinterlands), North Kivu (as far as Goma), South Kivu, and Katanga province (as far as Kalemie)	LCA, SCA
	Central Orientale province, Ituri region, and northern North Kivu (Butembo)	LCA, SCA
	Central Orientale province	LCA, SCA
Local groups forming large fluid alliances, no military training, though some ex-FAZ and ex-FAC. Political alliances different depending on group in question	North and South Kivus, Maniema, and parts of Orientale and Equator provinces	None to date
	North Kivu (environs of Butembo)	
	North Kivu (Masisi and Walikale) and South Kivu (Shabunda, Bunyakiri, Walungu, Mwenga and Uvira)	
	South Kivu (Fizi, Uvira) and Maniema province (Kindu/Kalemie)	
	South Kivu (Walungu, Mwenga, Shabunda, Kabare, Uvira)	
	South Kivu (Moleta, Uvira, and Fizi) and Maniema province (Kindu/Kalemie)	
	South Kivu (Kagomba)	
Entire units (former DSP), where they have been hired by RoC government as mercenaries	Brazzaville, with scattered numbers along Congo and Oubangi rivers in the north	None to date
Opposed local groups, supplied by same sources	Orientale province (Ituri region)	None to date
Local groups, some incorporated in RCD forces	South Kivu	None to date
Divided into Division Arbre/Yaoundé and Division Beor/Douala	South Kivu (Shabunda-Fizi-Kabambare axis), North Kivu (Masisi-Walikale axis), and Maniema province	LCA, DRA
One division with three brigades, with possible second division	South Kivu and Katanga (HQ in Lubumbashi) provinces	
		LCA, DRA
	Ituri region	LCA
	South Kivu and Katanga provinces (shores of Lake Tanganyika)	LCA
	South Kivu	LCA
	Ruwenzori Mountains (border with Uganda)	LCA

Annex E: A 'mixed' DDR strategy for dealing with armed forces and groups in DRC

	ARMED FORCES/GROUPS	
DDR components:	Foreign armed groups (as per Lusaka Accords (A) 9.1)	Forces Armées Congolaises (FAC)
Demobilization	Cantonment, on-site screening, discharge and registration with participation of DRC, Rwanda and Joint Military Commission (JMC). Provision of transitional livelihood benefits.	Screening, registration and demobilization carried out in barracks for those not to be included in new National Army. Provision of severance payment.
Disarmament	Collective disarmament upon arrival in cantonment sites.	Disarmament in barracks by military authorities.
Repatriation	Repatriation to country of origin or third country, depending on choice, and on basis of DRC–Rwanda peace accord, monitored by third party.	Not applicable
Resettlement	Resettlement in communities agreed upon by DRC authorities.	Voluntary resettlement to community of origin or other destination on basis of absorptive capacity of destination communities.
Reintegration	Special referral and employment matching services, oriented either to concentration in one region, or scattered distribution further afield.	Referral to available employment and income-generating opportunities, as well as professional and vocational training.

National armed groups (MLC, RCD-Goma, RCD-ML, RCD-N)	Irregular forces (Mayi-Mayi, local defence forces, etc.)	Former combatants and deserters (ex-FAZ, ex-FAC, etc.), including those in neighbouring countries.
Cantonment or decentralized screening/registration, depending on group fragmentation, dispersal, and logistic/security possibilities, for those not slated for inclusion in new National Army. Provision of transitional livelihood benefits.	Direct entry into reintegration schemes based on employment opportunities created by community recovery and reconstruction projects.	Screening/Registration using combination of assembly areas (for urban concentrations) and mobile units (where combatants are geographically dispersed). Provision of transitional livelihood benefits.
Collective disarmament at cantonment sites, or voluntary surrender of weapons following registration in case of no cantonment, in exchange for priority access to reintegration assistance.	Voluntary weapons surrender in exchange for priority access to reintegration assistance (Congo-Brazzaville model), or 'weapons in exchange for development' approach.	Identification and collection of individual and cached weapons (where relevant), in exchange for priority access to repatriation/reintegration assistance.
Not applicable	Not applicable	Repatriation to DRC on basis of relevant accords (e.g., RoC–DRC), monitored and implemented by third party.
Voluntary resettlement to community of origin or other destination on basis of absorptive capacity of destination communities.	Not applicable	Resettlement upon demand to community of origin or other destination.
Referral and employment matching to employment and income-generating opportunities, as well as professional and vocational training.	Employment and income-generating opportunities created by community recovery and reconstruction projects.	Referral and employment matching to employment and income-generating opportunities, as well as professional and vocational training.

Annex F: Results framework for Liberia DDDR programme

INTERVENTION LOGIC	INDICATORS
<p>OVERALL OBJECTIVES</p> <p>To contribute to the consolidation of peace, national security, reconciliation and development through the disarmament, demobilization and reintegration of ex-combatants into civil society.</p>	<p>Three years after demobilization, 35,000 ex-combatants settle in their communities and the majority participate in civil society and engage in economic activities along with other groups and do not pose threat to national security.</p>
<p>PROJECT GOALS</p> <p>To facilitate an environment where ex-combatants are able to be disarmed, demobilized and reintegrated into communities of choice and have access to social and economic reintegration opportunities.</p>	<p>Three years after demobilization, sufficient numbers of ex-combatants are economically active or are engaged in subsistence activities and the majority have settled in their communities of choice.</p>

INTERVENTION LOGIC	INDICATIVE ACTIVITIES	INDICATORS
<p>RESULT ONE</p> <p>Combatants are disarmed and weapons are disposed of.</p>	Carry out a national information and sensitization campaign.	Ex-combatants and the population at large are aware of the disarmament, demobilization, reinsertion and reintegration (DDRR) programme.
	Combatants hand their weapons in at cantonments for storage and subsequent disposal.	The disarmament of combatants contributes effectively to an improvement in security.
	Collect, disable, store and destroy all weapons and munitions handed in.	
	Register, verify and report on the equipment disposal process.	
<p>RESULT TWO</p> <p>Combatants are registered and verified for participation in the DDDR programme.</p>	Register and certify the eligibility of participants for the programme.	Ex-combatants use their personal identity card to access reintegration services provided by the National Commission on DDDR and their progress can be tracked.
	Issue eligible participants with personal identification card.	
	Collect socio-economic data as part of the registration process.	Socio-economic data collected are used to design effective reintegration interventions.
	Carry out medical checks.	Ex-combatants are aware of their health profile.
	Select vulnerable groups for tailored programmes and separate cantonment.	Vulnerable groups are placed in appropriate programmes or are able to access appropriate services.
<p>RESULT THREE</p> <p>Ex-combatants return to their areas of choice and are provided with means for immediate subsistence.</p>	Provide ex-combatants with temporary lodging, food and medical services.	Ex-combatants settle in communities of origin or preference.
	Provide ex-combatants with pre-discharge orientation services.	Ex-combatants are aware of the reintegration opportunities available to them and have reasonable expectations for the immediate future.
	Provide ex-combatants with part of reinsertion safety-net allowance.	Ex-combatants are able to subsist in the immediate future.
	Provide ex-combatant with transportation support to their destinations of choice.	Ex-combatants arrive in their areas of choice.

RESULT FOUR Ex-combatants are received into and contribute to the development of their communities.	Initiate measures of reconciliation with the participation of ex-combatants and community members.	Ex-combatants are socially reintegrated and participate in community social and traditional events.
	Promote ceremonial and traditional rites activities in support of reconciliation and acceptance.	Ex-combatants are accepted as active members of their communities.
	Promote measures in the communities with a mix of ex-combatants and community members.	Ex-combatants extend their social network beyond their ex-military circle and improve their perception of personal security.
	Promote civic education with the participation of the ex-combatants and community members.	Rehabilitation and reintegration of ex-combatants contribute to national reconciliation and conflict prevention.
	Promote traditional mechanisms for dispute resolution.	Social tension and conflict between ex-combatants and their communities reduced.
RESULT FIVE Ex-combatants are able to engage in economic activities.	Ex-combatants are provided with opportunities to access market-related basic skills training.	The majority of ex-combatants are economically reintegrated.
	Ex-combatants are provided with opportunities to access apprenticeship schemes.	Ex-combatants access opportunities generated.
	Ex-combatants are provided with opportunities to access further education.	
	Ex-combatants are provided with opportunities to access credit/grants and skills for microbusiness development.	
	Ex-combatants are provided with opportunities to access opportunities in public and community-based development projects.	
	Vulnerable groupings are provided with opportunities to access tailored programmes for economic participation.	

Annex G: Results-based budgeting for DDR in Sudan

OBJECTIVE	INDICATORS OF ACHIEVEMENT
<p>4.2. Progress towards the disarmament, demobilization and reintegration of members of armed forces and groups, including meeting the specific needs of women and children associated with such groups, as well as weapons control and destruction.</p>	<p>4.2.1. Government of National Unity adopts legislation establishing national and sub-national DDR institutions, and related weapons control laws.</p> <p>4.2.2. Establishment of national and sub-national DDR authorities.</p> <p>4.2.3. Development of a national DDR programme.</p> <p>4.2.4. 34,000 members of armed groups participate in disarmament, demobilization and community-based reintegration programmes, including children released to return to their families.</p>
OUTPUTS	
<p>Provide technical support (advice and programme development support) to the National DDR Coordination Council (NDDRCC), the Northern and Southern DDR commissions and their field structures, in collaboration with international financial institutions, international development organizations, NGOs and donors, in the development and implementation of a national DDR programme for all armed groups;</p> <p>Provide technical support (advice and programme development support) to assist the government in strengthening its capacity (legal, institutional, technical and physical) in the areas of weapons collection, control, management and destruction;</p> <p>Conduct 10 training courses on DDR and weapons control for the military and civilian authorities;</p> <p>Collect, store and destroy 34,000 weapons, as part of the DDR programme (planning assumption to be refined by small arms baseline survey);</p> <p>Conduct on behalf of the Government of National Unity, in partnership with international research institutions, a small arms survey, economic and market surveys, verification of the size of the DDR caseload and eligibility criteria to support the planning of a comprehensive DDR programme in Sudan;</p> <p>Develop options (eligibility criteria, encampment options and integration in civil administration) for force-reduction process for the Government of National Unity;</p> <p>Prepare contingency plans to disarm and demobilize 15,000 allied militia forces, including provision of related services such as feeding, clothing, civic education, medical, profiling and counselling, education, training and employment referral, transitional safety allowance, training materials;</p> <p>Disarm and demobilize 5,000 members of special group (women, disabled people and veterans), including provision of related services such as feeding, clothing, civic education, medical, profiling and counselling, education, training and employment referral, transitional safety allowance, training materials;</p> <p>Negotiate and secure the release of 14,000 (UNICEF estimate) children associated with the fighting forces, and facilitate their return to their families;</p> <p>Develop, coordinate and implement reinsertion support at the community level for 34,000 armed individuals, in collaboration with the national DDR institutions, other UN funds, programmes and agencies. Community-based DDR projects include: transitional support programmes, labour-intensive public works, microenterprise support, training and short-term education support;</p> <p>Develop, coordinate and implement community-based weapons for quick-impact projects in xx communities in Sudan;</p> <p>Develop and implement a DDR and small arms sensitization and community mobilization programme in districts of Sudan, <i>inter alia</i>, to develop consensus and support for the national DDR programme at national, regional and local levels, in particular to encourage the participation of women in the DDR programme;</p> <p>Organize 10 regional workshops with Sudanese military and civilian authorities on DDR;</p> <p>Organization of bi-weekly meetings with bilateral and multilateral donors on coordination of support to the DDR programme;</p> <p>Conduct training in HIV/AIDS awareness and prevention for 200 representatives from the military, government ministries, NGOs, civil society and other UN agencies in order to mainstream HIV/AIDS in the national DDR programme.</p>	

Annex H: Implementation time-frame for DDR in Haiti

	ACTIVITIES	2005				2006			
		JAN.	MAR.	JUN.	DEC.	JAN.	MAR.	JUN.	DEC.
Policy, planning and implementation mechanisms established	Development of national commission on DDR (NCDDR) and circulation of DDR programme document								
	Presentation of final DDR Plan to heads of UN agencies, sectoral tables and interim government								
	Establishment of implementation plan ToRs with heads of UN agencies								
	UN heads of agencies complete and deliver final implementation plans								
	Project Approval Committee (PAC), joint inspection unit (JIU) and sectoral table review and sign-off on implementation plan								
	Monitoring and evaluation benchmarks established								
National sensitization campaign launched	Design information and outreach programme								
Security sector reform strategy coordinated	Coordinate DDR and policing sectoral tables under security sector reform umbrella								
	Develop Haitian National Police (HNP) training, community outreach and firearm regulation strategies								
DDR support is in place and resources mobilized	DDR pool mechanism established								
	Presentation of final implementation strategy to UN, donors and international agencies								
	Initial funding is made available to carry out first stage of DDR								
	Site inspections for 6 Regional Orientation Centres (ROCs) and pre-positioning of required resources								
	Disarmament sites for 30-day grace period sites identified in designated communities								
DDR section fully operational	DDR section team and UN Volunteers (UNVs) recruited								
	Field coordination operational								
	DDR section personnel trained, resourced and operating								
	DDR section personnel deployed and 7 Regional Offices (ROs) functional								
	NCDDR operational and PAC, JIU and other units functional								

Minimum conditions created for DDR to take place	Arrest of key gang leaders and establishment of a 'secured' environment in 'high-risk' designated communities								
	Promotion of community policing in affected designated communities								
	Successful negotiations with designated armed groups								
	Effective public awareness campaigns launched with public understanding of DDR programme (radio programmes, print media, forums)								
Key implementation systems and procedures are designed	Operations manuals and protocol on DDR prepared								
	Management information system (MIS)/ Counselling and Referral System (CRS) installed and operational								
	Screening systems installed and operational								
	Voluntary disarmament sites established								
	Significant number of ROC and RO sites established								
	Design and approve reinsertion								
	Information, Counselling and Referral Service (ICRS) training and referral systems in place								
	Medical screening and special assistance functional								
	Programme benefits payment system functional								
	All forms (registration, arms control, socio-economic profiling, medical screening) and pre-tests prepared								
	Quick-impact projects (QIPs) and 'stop-gap' community rehabilitation projects identified and project proposals prepared								
	UN agencies sensitized, DDR section staff, and others prepared								
	Detailed security, financial and logistic assessments and protocol undertaken for selected sites								
	Small arms reduction and reinsertion benefits provided to participants	Full functioning of premises and capacities for ROCs							
Weapons collection and destruction sites operational (voluntary disarmament and destruction, 30-day grace periods introduced)									

	Storage and stockpile containers operational and secure								
	Registration of beneficiaries in designated communities								
	Community rehabilitation project work for designated groups								
	ICRS career counselling facilities fully functioning								
	Socio-economic profiling conducted								
	Contracted niche market assessments								
	QIPs and 'stop-gaps' undertaken								
	Provision of specialized assistance for vulnerable groups								
Key implementation systems and procedures are operational	'High-risk' armed groups fully engaged in the DDR process								
	Significant numbers of 'at risk' armed groups continue to enter into the DDR process								
	ICRS reintegration follow-up proceeds with significant job opportunities for 'high-risk' groups in home communities								
	ICRS reintegration follow-up proceeds with significant job opportunities for 'at risk' groups in home communities								
Reintegration assistance provided to stakeholders	Four training streams operational								
	Four services streams operational								
	Reintegration assistance provided								
	Reconstruction and rehabilitation assistance to affected communities								
Affected communities receive investment and support	Joint community committees formed (former armed group leaders and local leadership)								
	Conflict resolution training and interventions carried out								
	Capacity-building exercises and training for community-based organizations (CBOs), NGOs and local leaders								
	Participation of returning former military and former armed group members in QIP community infrastructure projects								
	Promotion and funding of youth associations, inter-community recreational and sporting activities								
Ongoing evaluation	Monitoring and evaluation, independent evaluations								

Annex I: Generic (typical) DDR work plan template

TASKS	DETAILS	REQUIRED INPUTS	RESPONSIBLE					Time-frame
			Funding	Logistic support	Staffing	Coordination/Supervision	Implementation	
Institutions	Establishment of national framework							
	Provision of financial/logistic support for national framework							
	Establishment of DDR planning cell in mission							
	Establishment of implementation framework							
	Provision of financial/staffing/logistic support for implementation framework							
Finance	Establishment of trust fund							
	Financial management of trust fund							
	Costing of the DDR programme							
	Resource mobilization							
Training	Provision of training for those responsible for implementing DDR programme							
Information and sensitization	Implementation of the information and sensitization campaign:							
	for leaders of two parties							
	for veterans, mid-level commanders							
	for rank and file							
	for regular military							
	for militia							
	for community							
Voluntary surrender of weapons	Establishment of a pre-DDR weapons policy/programme							
	Procurement and secure delivery of weapons destruction machines, storage containers, explosives for destruction of ammunition and explosives							

	Weapons collection and registration							
	Weapons storage							
	Weapons destruction							
	Weapons disposal							
	Registration of combatants							
	Support to combatants							
	Support to dependants of combatants							
	Security for combatants, dependants, community							
Disarmament	Identification of disarmament sites							
	Procurement and secure delivery of weapons destruction machines, storage containers, explosives for destruction of ammunition and explosives							
	Establishment of disarmament sites							
	Establishment of weapons collection, storage, destruction and disposal facilities at disarmament sites							
	Transportation of weapons from disarmament sites to final disposal destination							
	Disarmament of combatants							
	Registration of weapons							
	Storage							
	Destruction							
	Disposal							
	Transportation of disarmed combatants to demobilization site							
Demobilization	Identification of sites							
	Identification of requirements for setting up of site							
	Procurement of equipment and cantonment sites requirements							

Delivery of equipment and requirements								
Physical establishment of cantonment sites								
Hiring of camp management								
Contracting of service providers to run camps								
Provision of external security for cantonment sites								
Provision of internal security for cantonment sites								
Reception and registration of disarmed combatants								
Establishment of management information system								
Socio-economic profiling of ex-combatants								
Medical screening of ex-combatants								
Implementation of demobilization programme for adult male ex-combatants								
Implementation of demobilization programme for adult female ex-combatants								
Implementation of demobilization programme for women and children associated with armed forces and groups								
Implementation of support programme for dependants								
Payment of transition support allowance to dependants								
Transportation of disarmed ex-combatants to area of resettlement								
Tracking of demobilized ex-combatants								
Establishment of interim care centres for child ex-combatants								

	Implementation of demobilization programme for child ex-combatants							
	Establishment of network of service centres for ex-combatants							
	Appointment of service providers to run demobilization programmes in service centres							
	Preparation of community for reception of returnees							
Reinsertion	Community-based reconciliation programmes							
	Provision of information, counselling and referral services							
	Provision of food assistance							
	Distribution of reinsertion kits and/or transitional livelihood assistance packages							
	Implementation of temporary 'food for work' activities in areas of return							
	Rehabilitation of key infrastructures and basic services in areas of return							
	Identification and implementation of stop-gap projects							
	Implementation of stop-gap projects							
Economic reintegration	Vocational training programmes							
	Creation of labour-intensive employment opportunities							
	Provision of information, referral and counselling services							
	Education programmes							
	Employment information and referral programmes							
	Agricultural assistance programmes							

	Microenterprises support programmes							
	Support for economic reintegration of demobilized women							
Social reintegration	Family tracing for children							
	Support for the integration of women into society							
	Sensitization, civic education and peace education							
Medical and economic rehabilitation	Provision for disabled ex-combatants							
Political reintegration	Political negotiations for the repatriation of foreign ex-combatants							

Endnotes

- 1 PRA uses group animation and exercises to obtain information. Using PRA methods, local people carry out the data collection and analysis, with outsiders assisting with the process rather than controlling it. This approach brings about shared learning between local people and outsiders; emphasizes local knowledge; and enables local people to make their own appraisal, analysis and plans. PRA was originally developed so as to enable development practitioners, government officials and local people to work together to plan context-appropriate programmes. PRA-type exercises can also be used in other contexts such as in planning for DDR.
- 2 LCA – Lusaka Ceasefire Accords, 1999; SCA – Sun City Accord, April 2002; DRA – DRC/Rwanda Accords, July 2002.
- 3 UNDP D3 report, 2001.
- 4 DRC authorities.
- 5 Privileged source.
- 6 Unverified information.
- 7 UNDP/IOM registration records.
- 8 UNDP D3 report, 2001.
- 9 Government of Uganda sources, United Nations Organization Mission in the Democratic Republic of Congo (MONUC).
- 10 FNL estimated at 3,000 men (UNDP D3 report), located mainly in Burundi.