



**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 6 December 2006**

**16387/06**

**LIMITE**

**COSDP 1018  
DEVGEN 316  
PESC 1236  
CIVCOM 564**

**"I/A" ITEM NOTE**

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From : Secretariat  
To : Permanent Representatives' Committee/Council

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No. prev. doc. : 13727/4/06 REV 4 COSDP 787 DEVGEN 249

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Subject : Draft EU Concept for Support to Disarmament, Demobilisation and Reintegration (DDR)

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1. At its meeting on 1 December 2006, having taken note of the advice of the CIVCOM and the EUMC, the Political and Security Committee agreed to forward the draft EU concept for support to disarmament, demobilisation and reintegration (DDR) (doc. 13727/4/06 REV 4) via COREPER to the Council for approval.
2. The COREPER is invited to recommend that the Council approve the draft EU Concept for Support to Disarmament, Demobilisation and Reintegration (DDR), as set out in the Annex.

# **EU CONCEPT FOR SUPPORT TO DISARMAMENT, DEMOBILISATION AND REINTEGRATION (DDR)**

Draft jointly developed by the Council General Secretariat and the European Commission

## **TABLE OF CONTENTS**

List of reference documents

- A. Introduction
- B. Rationale and Overall aim
- C. Definitions
- D. Challenges, lessons and key requirements
- E. DDR in the UN and other international experiences and mechanisms
- F. The EU and DDR
- G. Principles for EU support of DDR
- H. Measures to strengthen EU's support to DDR in the future

## **REFERENCE DOCUMENTS**

- 1. European Security Strategy: A secure Europe in a better world, adopted by the European Council in December 2003
- 2. European Union's Development Policy Statement, "the European Consensus" on development, adopted by the Council on 22 November 2005, published in the Official Journal n° C 46 of 24/02/2006
- 3. The EU strategy 'The EU and Africa: Towards a strategic partnership' (doc. 15702/1/05 REV 1)
- 4. Cotonou Agreement, 2000
- 5. EU Concept for ESDP support to Security Sector Reform (SSR) (Council doc. 12566/4/05)
- 6. Commission's Communication *A Concept for European Community Support for Security Sector Reform* SEC(2006) 658

7. Communication from the Commission to the European Council of June 2006, Europe in the World – Some Practical Proposals for Greater Coherence, Effectiveness and Visibility
8. EU Guidelines on Children and Armed Conflict (2003)
9. EU Checklist for the Integration of the Protection of Children Affected by Armed Conflict into ESDP Operations (2006)
10. EU Checklist to Ensure the Implementation of UNSCR 1325 in the Context of ESDP Operations (2005)
11. European Union's Strategy to combat illicit accumulation and trafficking of small arms and light weapons (SALW) and their ammunition, adopted by the European Council in December 2005.

## **A. INTRODUCTION**

1. Disarmament, Demobilisation and Reintegration (DDR) of former combatants has been identified as a key area for the European Union's engagement in post-conflict peace building. This has been highlighted, *inter alia*, in the Union's Development Policy Statement, "The European Consensus on development", in the European Security Strategy and in the EU Strategy for Africa.
2. DDR processes need to contribute to immediate security needs and be part of the foundations for longer term stability and development in a country or region. While DDR in the past was seen as a purely military and technical issue, there is increased recognition today that DDR needs to be part of the political and social developments and will be most successful when properly linked to an overall peace process, democratic governance issues, transitional justice and long-term development criteria.
3. DDR refers to a set of interventions in a process of demilitarising official and unofficial armed groups by disarming and disbanding non-state groups and, possibly, downsizing armed forces. DDR is often more successful when part of a broader Security Sector Reform (SSR).

The ultimate objective of DDR processes is the social and economic reintegration of former combatants in order to contribute to sustainable peace, reconciliation of society, stability and long-term development. The aim is to help ex-combatants moving away from the roles and positions that defined them during the conflict to identifying themselves as citizens and members of the local communities. This includes providing alternatives for combatants and their dependents in terms of access to the political process, viable livelihoods and social and economic prospects for the future. Depending on the context, the focus may also need to gradually shift from the combatant to the needs of the wider community in this process. Reintegration into civilian life can only be sustained in the long term if a sound and sustained economic prospect, functioning State institutions capable of providing basic services, a legal framework and close coordination with civil society exist, not least to ensure that former fighters find viable livelihoods, in terms of food, shelter/housing, education, a job or a pension and a new purpose in life.

4. The EU has been active for a long time in supporting DDR processes all over the world, especially through Community programmes and policies and Member states' bilateral support. In the case of the European Community it includes support to around 20 DDR processes in Africa since the early 1990s, as well as support in Latin America and Asia. In 2005, the EU launched an ESDP civilian operation, the Aceh Monitoring Mission (AMM), aimed, inter alia, at monitoring and supervising disarmament operations in Aceh.
5. DDR is often included as an explicit part of the mandate of United Nations (UN) peacekeeping operations and is also undertaken under specific DDR programmes by the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF) and other parts of the UN system, the World Bank or other international actors. The EU brings added value in the field of DDR by being able to bring together a wide range of instruments for security, stability, development, democratic governance and the promotion of human rights. It also possesses a whole bandwidth of capabilities in order to support the assessment, conception, planning, implementation and funding of DDR programmes and can thus effectively contribute to multi-lateral efforts or undertake bilateral support in relation to third countries.

6. The Council agreed in June 2006 a policy framework for EU support to SSR. It states that *'support to DDR in a partner state within the framework of SSR should be addressed separately but consistently with this SSR concept'*. The mandate for the Presidency includes a commitment *'to take forward work on security sector reform (SSR), including through region/country specific approaches, and to develop an EU approach to contribute to disarmament, demobilisation and reintegration (DDR).'*" An expert seminar "The EU and DDR: Supporting Security and Development", held in Brussels on 13 July 2006, contributed to the further development of this work.

## **B. RATIONALE AND OVERALL AIM**

7. The objective of this concept is to set out the EU approach to DDR for future engagements, based on previous experiences and lessons learned within the international Community. It aims at ensuring a common understanding with potential partners. It includes clear principles for EU support and measures for strengthening the Union's work in the future in this area.
8. A great deal of work has already been undertaken to strengthen policies and methods for implementing DDR, especially in the UN, which should be taken into account in developing an EU approach. International efforts on DDR have been developed in the framework of the *Stockholm initiative on Disarmament, Demobilisation and Reintegration (SIDDR)*, through the UN based *Inter-Agency Working Group on DDR*, which has collected the knowledge, best practice and guidance from 15 UN agencies in the *Integrated DDR standards (IDDRS)*. The newly created *UN Peacebuilding Commission (PBC)* is also expected to play a role in this field. The EU should make the best use, where appropriate, of the guidance provided in this work when engaging in support to DDR. The EU concept should be based on the experiences and lessons learned by the International Community and by the Union itself in supporting DDR processes in different parts of the world, through Community instruments, Member States bilateral programmes and more recently ESDP operations and actions.

9. Given the close link between DDR and Security Sector Reform (SSR) in the country specific and regional context, this concept aims to complement the Policy Framework for EU support to SSR adopted by the Council in June 2006. It will also draw on and complement other EU policies and commitments at Reference.
10. Actions in support to DDR can be undertaken by Member states bilaterally or by European Community (EC) under its external action instruments or also under the Common Foreign and Security Policy (CFSP) including European Security and Defence Policy (ESDP). This concept also outlines steps to enhance coordination and complementarity between EU activities, including civilian and military aspects. This includes better coherence between EC and CFSP/ESDP instruments for those cases where both the EC and CFSP/ESDP actions to support DDR are envisaged in the same location.

## C. DEFINITIONS

11. The UN has adopted the following definitions, which will also be the basis for the EU approach<sup>1</sup>:

Disarmament is the collection, documentation, control and disposal of small arms, ammunition, explosives and light and heavy weapons of combatants and often also of the civilian population. Disarmament also includes the development of responsible arms management programmes<sup>2</sup>.

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<sup>1</sup> These definitions are drawn from the Report of the UN Secretary General to the General Assembly on Disarmament, demobilisation and reintegration (Doc. number A/60/705 dated 2 March 2006).

<sup>2</sup> This is not mandatory. It should be noted that Disarmament is often linked to civilian voluntary surrender programmes.

Demobilisation is the formal and controlled discharge of active combatants from armed forces or other armed groups. The first stage of demobilisation may extend from the processing of individual combatants in temporary centres to the massing of troops in camps designated for this purpose (cantonment sites, encampments, assembly areas or barracks). The second stage of demobilisation encompasses the support package provided to the demobilised, which is called reinsertion<sup>3</sup>.

Reintegration is the process by which ex-combatants acquire civilian status and gain sustainable employment and income. Reintegration is essentially a social and economic process, primarily taking place in communities at the local level. It is part of the general development of a country and a national responsibility, and often necessitates long-term external assistance.

## Children

12. The Optional Protocol to the Convention on the Rights of the Child establishes eighteen as the minimum age for compulsory recruitment by States, and for any recruitment or use in hostilities by non-governmental armed groups, and also establishes that States shall take all feasible measures to ensure that members of their armed forces who have not attained the age of 18 years do not take a direct part in hostilities.

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<sup>3</sup> The UN also uses the term “reinsertion” to define this short-term transitional package between demobilisation and reintegration processes. Reinsertion is defined as the assistance offered to ex-combatants during demobilisation but prior to the longer-term process of reintegration. Reinsertion is a form of transitional assistance to help cover the basic needs of ex-combatants and their families and can include transitional safety allowances, food, clothes, shelter, medical services, short-term education, training, employment and tools. While reintegration is a long-term, continuous social and economic process of development increasingly focusing on the need of communities rather than on individual combatants, reinsertion is a short-term material and/or financial assistance to meet immediate needs, and can last up to one year.

13. This document recognises that children eligible for release, reintegration and development programmes include those associated with any kind of regular or irregular armed force or armed group in any capacity, including but not limited to cooks, porters, messengers, and those accompanying such groups, other than purely as family members. Thus, this concept does not only refer to children who are carrying or have carried arms.
14. During the DDR process, a special attention must be paid to girls recruited for sexual purposes and forced marriage and those recruited, abducted or forced into domestic labour.

#### **D. CHALLENGES, LESSONS AND KEY REQUIREMENTS**

15. *Who is an ex-combatant and who should qualify for the DDR process?*

The international experiences and those of the EU to date illustrate the enormous challenges of implementing DDR; in terms of the number of former combatants which can range from a few thousand to over 150 000<sup>4</sup>; and in terms of identifying who is an ex-combatant and who is not and who should be qualifying for DDR support and thus managing expectations. A great challenge is also associated to the fact that, most of the time, numbers are derived from commander's lists, are often overestimated and consequently need to be verified by other means. The eligibility criteria need to be tightly defined and expectations need to be carefully managed from the outset. While there is a general recognition in the international community that the needs of war affected communities and especially vulnerable groups should be met, there is increased understanding that the DDR process as such should focus on the ex-combatants. This needs to include not only those carrying a weapon, but also non-fighters associated with armed groups. Early identification of the eligibility of women and children to this process is necessary.

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<sup>4</sup> And as many as 450 000, as in the case of the regional DDR process in the Great Lakes Region.



## 16. *Gender issues*

In conflicts both sexes and both adults and children are associated with armed forces and groups: they can be fighters or accompany regular or irregular forces as cooks, porters, messengers or perform other tasks. Women and girls are often recruited for sexual purposes and forced marriages. Sometimes men and boys are also abused sexually. Defining “combatant” as someone carrying a weapon has often resulted in women and girls being excluded from DDR processes. In many cases, women and girls associated with fighting forces also face particular difficulties in reintegrating back into societies where they are stigmatised and subject to traditional views of the role of women in society. A further difficulty is related to the psychological and physical health problems that many woman and girls have as result of having been abducted and raped and to the fact that they often have children as a result. Based on the EU’s policies, and in line with the social and economic influence of DDR processes, an equalised gender approach should be added to DDR programmes. It should therefore offer equal benefits to men and women ex-combatants, and prevent eligible women being ignored or not registered for the programmes in the first place.

## 17. *Children*

Efforts must be made to prevent the recruitment of children to armed forces and armed groups in violation of applicable international law<sup>5</sup> and, where they are already recruited, they should be removed from armed forces and armed groups as early as possible in particular to avoid that they become a bargaining tool in the political process. Measures should also be taken to prevent their reinvolvement in violent activities. Particular attention should be paid to separate effectively the children from the armed groups and demobilised chain of command.

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<sup>5</sup> Such as the UN Convention on the Rights of the Child (General Assembly resolution 44/25 of 20 November 1989), the Worst Forms of Child Labour Convention 1999 (N° 182) and the UN Optional protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict (General Assembly resolution A/RES/54/263 of 25 May 2000). In addition, the Rome Statute of the ICC provides that conscripting or enlisting children under 15 is a war crime.

Immediate support should be offered to children to reintegrate into society, through community-based approaches. The focus should also be to ensure that the special needs of children associated with fighting forces are taken into account in a child-focused release process, including family reunification whenever possible, education, including life skills courses, psychological and physical rehabilitation and trauma-healing. One size-fits-all approaches should be avoided as children need to benefit from programmes specifically designed to address these particular needs.

18. *Funding*

DDR is most often funded through assessed contributions to UN peacekeeping operations and through voluntary contributions as part of an overall post-conflict recovery package, funded via Trust Fund Mechanisms or through regular development programmes. Children's DDR should start before formal mechanisms are in place for the overall DDR process and is therefore often funded through humanitarian assistance. Providing sufficient funds for reintegration has many times been a problem as often not enough money has been earmarked for this part of the process and reintegration phases have not always been complemented by other programmes, like more extensive, follow-on community development activities. The international donor community needs to make long-term commitments and sequence support in such a way that it can ensure that sufficient funds are allocated to the entire process before it starts, including the costs for reintegration, and ensure that no gap occur between funding to disarmament, as part of peace support operations and the developmental aspects of demobilisation and reintegration. One of the recommendations that came out of the Stockholm Initiative on DDR, was that serious consideration should be given to channelling DDR funding through a multi-donor Trust Fund Mechanism with pre-committed financing. In this context, it was proposed to have two different windows for different components of the DDR process, one for long-term reintegration of ex-combatants and one for support to affected communities.

19. From past experiences in the international community, including EU's own experiences, some important lessons and requirements have been identified.

- DDR should be context-driven and be addressed in the framework of a peace process or political agreement. It should also be noted that a DDR process cannot alone bring solutions to every problem and might not be, in specific contexts, an appropriate solution. Most of the time, to be successful, DDR has to be conducted in conjunction with other activities, for example in the framework of Security Sector reform.
- DDR pre-supposes that a certain degree of trust has been established between the parties to the conflict. That they are committed to ending hostilities, are ready to engage in a process of disarmament and demobilisation and that a peace agreement or at least a ceasefire has been agreed between them. Many times it is difficult to keep the political momentum for the process and to deal with spoilers and those who do not have confidence in the success of the political process or are marginalised by it. Confidence-building between the parties needs to be ongoing and progressing for DDR to succeed.
- The local, national and regional political context of DDR underlines the importance of local and national ownership of the process, which involves a broad range of stakeholders. When appropriate, regional organisations should also be involved. This requires extensive consultation and participatory approaches that enables consensus building, prior to starting the process. One challenge of DDR processes is to manage expectations as these are often very high. For DDR to be successful, both the target group and potential host communities need to know exactly what the process involves, what is to be achieved, what is expected from them.
- DDR needs to take place within a comprehensive framework of peace building and long-term development conducive to democratic governance and be based on dialogue and a comprehensive analysis to assess the conditions for DDR. This should be linked to the strengthening or the establishment of sustainable and accountable state institutions; of a viable and enforceable legal framework; and of a functioning economy.

It should be considered an aspect of Security Sector Reform and take its point of departure from an assessment of future needs and structures of the overall security system, recognising at the same time that parts of DDR go outside SSR. DDR processes also have to be linked to efforts addressing the spread of small arms and light weapons (SALW), as this phenomenon can jeopardise stability and disarmament efforts by increasing insecurity, and efforts in the area of Reconciliation and Transitional justice.

- DDR programmes need to be well targeted focusing on ex-combatants and their dependants as appropriate over a certain period of time. So while reintegration processes will continue over many years, specific and time limited reintegration programmes will come to an end. Instead long-term reintegration efforts should be integrated into broader development programmes. Thus, development programmes in this context should take into account the reintegration needs of former combatants without necessarily labelling them as such.
- The reintegration of ex-combatants is especially challenging and is considered to be one of the more difficult phases of DDR. Thus, reintegration needs to be clearly linked to disarmament and demobilisation from the outset. Reintegration into civilian life is clearly linked to the wider socio-economic development of the country, which will determine to what extent it can offer jobs to the demobilised persons, a job that will give them sufficient resources to take care of their families and dependants.. In many cases, unemployment can be quite endemic and lack of livelihood might have been one of the sources of the conflict. A great deal depends on sustained external support that can be brought by the International Community to complement and reinforce national efforts. It is especially important to focus on the local communities and their ability to provide jobs and alternative livelihoods through specific projects and programmes. In addition, budget and sector support should take into account the needs of former combatants. At the same time, consideration must be given to ensure balance support between demobilised ex-combatants and other citizens.

- Components of DDR processes do not necessarily follow one after another in a fixed order, nor do these components necessarily happen at the same time throughout a country or region. All elements should be assessed and planned as part of one overall DDR process. Their implementation would have to be considered in the context of local circumstances and needs.
- DDR cannot be implemented in the absence of security for the population, the disarming parties and international personnel. It is therefore essential that security is provided by national civilian or military security forces, if feasible, or international forces before new national security structures are in place.
- Most DDR programmes have clear regional dimensions and implications and should be carried out in a way which is sensitive to regional issues, in close cooperation and proper involvement of the relevant regional organisations. This is particularly important when dealing with recruitment and trafficking in children, with combatants and ex-combatants crossing borders to engage in neighbouring conflicts, and weapons floating regionally. There are also examples of regional DDR processes as in the case of the Multi-country Demobilisation and Reintegration Programme for the Great Lakes Region.

## **E. DDR IN THE UN AND OTHER INTERNATIONAL EXPERIENCES**

20. The UN has been involved in DDR programmes for more than 15 years. Since 2000, the UN has launched six peacekeeping operations having included disarmament, demobilisation and reintegration as part of their mandate<sup>6</sup>.

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<sup>6</sup> These are: the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC); the United Nations Mission in Liberia (UNMIL); the United Nations Operation in Côte d'Ivoire (UNOCI); the United Nations Operation in Burundi (ONUB); the United Nations Stabilization Mission in Haiti (MINUSTAH); and the United Nations Mission in the Sudan (UNMIS).

21. The UN has also been more engaged in countries where peacekeeping operations have not been deployed by the Organisation<sup>7</sup>, especially through UNDP and UNICEF but also through other agencies, funds, departments and programmes of the UN system that have played a key role in supporting the development of disarmament, demobilisation and reintegration programmes and strategies, such as the United Nations High Commissioner for Refugees (UNHCR) or the Office of United Nations High Commissioner for Human Rights (OHCHR). DDR programmes have most often been implemented in concert with programmes of Return of refugees and Rehabilitation/reconstruction of destroyed habitats and livelihoods.
22. The World Bank is another very active actor in supporting DDR<sup>8</sup>, providing governments with financial, technical and capacity-building support but also promoting community-based recovery efforts.
23. DDR is sometimes implemented by Sub-regional organisations, by States through bilateral support or by specialised NGOs and civil society actors. These actors are present in countries where the EU is supporting DDR and are sometimes also implementing EU support. Civil society and NGOs' activities therefore need to be considered, where appropriate, in EU assessment and planning.
24. Given the challenges experienced in the past by the UN and other international organisations as well as local, national and regional actors, the international community is making efforts to address the shortcomings and systematically take into account lessons learned.
25. The UN has recently developed a new approach to enhance coordination between UN agencies, which sees the sustainable reintegration of ex-combatants as a key objective of DDR, rather than an afterthought, which has sometimes been the case in the past.

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<sup>7</sup> such as Afghanistan, the Central African Republic, Indonesia (Aceh), the Niger, the Congo, Somalia, Solomon Islands, Sri Lanka and Uganda.

<sup>8</sup> Especially in the Great Lakes region, where the Multi-Country Demobilisation and Reintegration Programme for the Great Lakes is being implemented. The Bank has also worked in Ethiopia and Côte d'Ivoire among others. In addition, the World Bank has been very active in Sierra Leone.

Consequently, the UN has developed IDDRS which set the framework for a more coherent and efficient cooperation of all UN agencies. The World Bank has also drawn important lessons learned from its engagement in DDR and other international agencies such as the International Organization for Migration (IOM) have also conducted DDR activities and have identified important lessons while implementing DDR activities.

26. To avoid duplication of efforts, and taking account of the many aspects that need to be considered in a DDR process, it is expected from the different UN agencies, international, regional and local organisations, to attain a high level of coordination. In each situation, a shared overall framework would contribute to the success of the process.
27. The UN and the World Bank remain the key actors in international efforts to manage and deliver DDR programmes.
28. On a political level, DDR could be one of the thematic priorities of the new UN Peacebuilding Commission (PBC). It is expected to play a key role in bringing together all relevant actors to marshal resources and to advise on and propose integrated strategies for peace building. The EU should push the issue of DDR forward on the agenda of the UN Peacebuilding Commission.
29. *The Stockholm Initiative on DDR* was launched to review current practices and has come up with a number of recommendations in relation to political aspects and the role of DDR in a peace process and transition, on reintegration issues and on the financing of DDR programmes.
30. Many international legal instruments<sup>9</sup> set up child protection standards and focus on children associated with fighting forces. UNSCR 1612, establishing a monitoring mechanism for children affected by armed conflict, is of particular importance in this context. The work of the Special Representative of the Secretary General on Children in Armed conflict is also to be considered.

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<sup>9</sup> See footnote 5.

31. Although not being a legal instrument, the Cape Town Principles of 1997<sup>10</sup> deal with the prevention of recruitment of children into the armed forces and demobilisation and social reintegration of children in Africa. On the basis of this work, current legal standards<sup>11</sup> and lessons learned from previous child DDR processes, new guidelines on prevention of recruitment, demobilisation and social reintegration of child soldiers, are currently being drafted through a joint effort of a larger range of institutions and governments. The aim is to achieve a global reach and not limit the efforts to Africa.
32. UNSCR 1325 reaffirms the important role of women in the prevention and resolution of conflicts, peace negotiations, peace-building, peacekeeping, humanitarian response and in post-conflict reconstruction and stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security. The Resolution urges all actors to increase the participation of women and incorporate gender perspectives in all United Nations peace and security efforts, including DDR.
33. The extension of Official Development Assistance (ODA) eligibility in the area of security, decided by the OECD DAC High Level Meetings in 2004 and 2005, means that a clearer definition has been established concerning DDR. This included technical co-operation provided to government, and assistance to civil society organisations, to support and apply legislation designed to prevent the recruitment of child soldiers. Demobilisation and reintegration of former combatants was already eligible for ODA as was disarmament, as part of a post-conflict peace-building phase of United Nations mandated peace operations.

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<sup>10</sup> The Cape Town Principles of 1997 were adopted by the participants in the Symposium on the Prevention of Recruitment of Children into the Armed Forces and Demobilisation and Social Reintegration of Child Soldiers in Africa, organized by UNICEF in cooperation with the NGO Sub-group of the NGO Working Group on the Convention on the Rights of the Child, Cape Town, 30 April 1997. They represent a landmark in dealing with the prevention of recruitment of children into the armed forces and demobilisation and social reintegration of children in Africa.

<sup>11</sup> See footnote 5.



## **F. THE EU SUPPORT TO DDR**

34. The EU has been involved for a long time in supporting DDR programmes in many partner countries, mainly through Community activities. In the case of Central America, this has included European Community support to DDR processes in Guatemala and El Salvador and in South America the EC has recently supported Children's DDR in Colombia and is in the process of designing assistance to communities receiving demobilised combatants. In Africa, the EC has been engaged in supporting DDR in 16 countries since the early 1990s. In Southern Africa, this includes support to Mozambique and Namibia. In the Great Lakes region, in the current Multi-Country Demobilisation and Reintegration Process involving seven countries, the Commission is playing an active role in the overall donor coordination. In West Africa, the EC has supported the DDR processes in Sierra Leone, Guinea, Ivory Coast and Liberia. In East Africa it has included support to Ethiopia, Somalia and Djibouti. In Asia EC support has been granted to reintegration in Aceh, in coordination with the ESDP Aceh Monitoring Mission (AMM) and more recently DDR related support is being prepared in support of the Mindanao Peace Process in the Philippines.
35. This includes support to the overall DDR process, in terms of strategic planning and setting up the national coordination mechanisms as well as giving support to the demobilisation and reintegration phases. In some cases it has also included disarmament aspects. The bulk of the support has been channelled through geographical programmes financed, especially, by the European Development Fund (EDF). In addition, substantive support has also come through humanitarian assistance, especially in relation to children's DDR and through the Rapid Reaction Mechanism and the Aid to Uprooted people budget line.
36. The European Community, in the framework of its external action, is able to support all the DDR phases with a focus on demobilisation and reintegration, through short term humanitarian assistance, under certain conditions, rapid response through the Stability Instrument and through long-term external support of the overall DDR process.

EC support is also provided to the wider recovery and development efforts, notably by applying conflict sensitive approaches, which can contribute to long term reintegration needs, including support to democratic governance processes and institution building, respect for human rights, consolidation of the social and economic development of the country including health and education programs.

37. In the framework of ESDP and in line with the European Security Strategy, the EU has launched a civilian operation in support of disarmament, the Aceh Monitoring Mission (AMM) in Indonesia. The operation started in September 2005, immediately after conclusion of the peace agreement between the former resistance movement (GAM) and the Indonesian government. It is part of a broader DDR programme, which in turn forms part of the broader peace process. It specifically monitors disarmament of members of the GAM and withdrawal of government troops, in a phased manner. Demobilisation and Reintegration monitoring is part of the AMM mandate, however their completion will require more time. For the first time, human rights monitors took part in an ESDP mission. The Aceh case shows the ability of the ESDP and EC to reinforce and complement each other, based on good coordination at head quarters and field level from the fact-finding phase through to the planning and the implementation of the operation and activities on the ground. The deployment of AMM was preceded by the successful mediation efforts of President Ahtisaari funded by the EC's Rapid Reaction Mechanism and then accompanied by and followed up with EC programmes on reintegration support to ex-combatants and local communities.
38. ESDP support to DDR in a partner state will usually take the form of support to the local authorities, through a military, civilian or military/civilian operation. It is envisaged that modalities for preparing, planning and conducting ESDP missions in support of DDR would often be the same as the ones used for supporting SSR. In immediate post-crisis situations, military means/expertise might be necessary, especially in the area of disarmament. Contribution to DDR could also be included as a supporting task in the mandate of an ESDP operation. When and if there are both ESDP and EC actions, coordination and a smooth continuum needs to be ensured. This should be taken into account when defining the mandate and the end state of an ESDP operation and be reflected in the Council's Joint Action.

39. In addition, the EU SALW Strategy adopted by the European Council in December 2005, develops an integrated approach and a comprehensive plan of action to combat illicit accumulation and trade of SALW and their ammunitions, which refers to the Union's action, particularly in Africa, within civilian and military crisis management, and *"supports approaches to promote an increased role for peacekeeping missions authorised by the UNSC in the area of SALW and their ammunitions"*. Furthermore, it recommends as an effective response to the problems posed by the availability of existing SALW stocks, to *"continue the financial assistance provided by the EU since 1993 under DDR operations, while improving effectiveness through the direct participation of European experts in those programmes and ensure consistency and complementarity between Council decisions in the CFSP framework and actions implemented by the Commission in the field of development aid in order to promote a consistent approach for all EU activities in the SALW area"*. Thus, efforts in this area, such as SALW collection and destruction activities, could facilitate DDR processes and ensure a comprehensive EU approach in relation to crisis situations.
40. The involvement of the EU in DDR programmes will vary considerably according to context. The EU's role as both a donor and a political actor can be of great significance also when the UN and/or World Bank are the key actors for management and delivery of DDR programmes. At the same time, The EU's involvement in supporting DDR is mainly linked to the added value that can be brought by the EU in comparison to other actors, and the EU may, in some situations, be asked to take on a specific task in the area of DDR, as in the case of Aceh.
41. The EU is also able to provide support to local and regional organisations involved in DDR. This was the case with AMM where the EU worked closely together with ASEAN nations in the early phases of the DDR process. Another instance of such support is the EU's cooperation in this domain with the African Union. For example, DDR is one of the issues for dialogue in the EU-AU Joint Task Force established in 2005.

42. The EU intends to use all instruments at its disposal to ensure that its action in support of DDR is efficient and coherent. The delineation of tasks between the two pillars will be made on the basis of a case-by-case analysis and assessment, bearing in mind the possibility that EC and ESDP actions would be undertaken together as an integrated approach to DDR either deploying simultaneously or in a sequenced fashion depending on the situation or singly. It is especially important for the EU to use its existing presence on the ground, including EC delegations, EUSRs and member states' embassies as well as ongoing programmes and missions when engaging in a DDR process. Close coordination, e.g. through early sharing of information and joint assessments, are also necessary to ensure that the EU action is coherent. Parameters setup in the framework of Civil-Military Co-ordination (CMCO) for the coordination of civilian and military ESDP activities are also particularly relevant.
43. The EU support to DDR, through EC and CFSP/ESDP instruments can be provided in each phase of a DDR program:
- Overall preparation and setting up of a DDR process: the EU can give support for the overall process, by engaging early in the process, by integrating DDR aspects in the political dialogue with the country, by providing advice and support to enable proper planning and analysis as well as support to the establishment of regional, national and local structures for carrying out the different stages of the process. This also includes active participation in the overall donor coordination and steering of trust funds and programmes.
  - Disarmament: the EU engagement in supporting DDR in this phase can, for example, range from giving advice to the local authorities to sending monitors to oversee the disarmament phase or to sending a military or civilian operation to undertake the disarmament phase, or parts of the disarmament phase of the programme and to ensuring a safe and secure environment, normally as a specific task within a peace support operation.

EU involvement in disarmament could also include support to State and non-State actors. In this broad range of possible activities are included the sending of military and/or civilian experts to give advice to any actor on weapons, ammunition and explosives collection, registration, transportation, and storage or destruction, the sending of a monitoring or evaluation team and the providing of financial support for capacity building.

- Demobilisation: in this phase, the EU can undertake to monitor and give support to the reception, screening, registration, discharge of ex-combatants, building or maintaining and/or managing a cantonment sites, assembly area or barracks as well as sensitisation (AIDS awareness etc) and provide assistance in terms of clothing, food, psychosocial, medical and immediate physical assistance.
- Reintegration: in the phases of reinsertion and reintegration, the EU can give support to ex-combatants, their dependents and receiving communities including shelter, food, vocational training, education, tools, micro-credits, employment opportunities, and addressing psychosocial and physical needs. Support can be provided either as part of broader development programmes or through specific projects, including institution building. Essential in this phase is the involvement of local communities and to provide sufficient financial support to the local communities which can play a key role in providing social integration, jobs and livelihoods for the ex combatants. The works and initiatives implemented "together" will have an important impact in terms of reconciliation, involving not only ex-combatants but also the wider war affected community.

## **G. PRINCIPLES FOR EU SUPPORT TO DDR**

The principles below, elaborated on the basis of the above definitions and lessons learned, should apply for EU support to DDR.

44. *The EU should aim at strengthening local, national and regional ownership of DDR processes*

The EU should fully respect local, national and regional ownership of DDR processes, which is key to success. However, in some exceptional situations, the International Community, including the EU, may need to assume the role of acting local authority and consequently start a DDR process, without a recognised partner government, basing its approach on dialogue and working closely with local, national and international actors, including civil society. In such cases, the EU should aim at strengthening local, national and regional ownership of DDR processes, which means in particular strengthening leadership and accountability.

45. *EU support should be carried out within a broad peace-building strategy*

EU support to DDR should be carried out within a broad peace-building, recovery and development strategy, including institution building, and should be closely linked to aspects such as security sector reform, democratic governance, reconciliation and transitional justice, community based programmes and socio-economic development.

46. *The EU should ensure respect for Human Rights and carry out DDR support in relation to efforts in the area of reconciliation and transitional justice*

The EU should continue to promote the ratification and implementation of the key UN Human Rights Instruments and their Optional Protocols<sup>12</sup>. Human rights of all, both victims and offenders, should be ensured at all stages of the process and at all times.

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<sup>12</sup> Such as the International Covenant on Civil and Political Rights (ICCPR) 1966, the International Covenant on Economic, Social and Cultural Rights (ICESCR) 1966, The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 1999, The Convention on the Rights of the Child (CRC) 1989, the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT) 1985, the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD) 1965 and all their optional protocols.

This requires ending the culture of impunity, such as granting a role to war criminals in a national army or political bodies. All war crimes, crimes against humanity and other offences must be duly and timely investigated and the perpetrators brought into a fair trial. Sufficient support should be given to the International Criminal Court (ICC), International Criminal Tribunal for Rwanda (ICTR), International Criminal tribunal for Yugoslavia (ICTY), Special Court for Sierra Leone (SCSL) and other similar structures. Children recruited or used by armed forces and groups, in violation of applicable international law, should be considered primarily as victims of violence, not perpetrators. All children should be protected from disproportionate and excessive use of force and treated in accordance with international law in a framework of restorative justice and social rehabilitation.

47. *EU support should be carried out in the context of the political dialogue*

DDR should be carried out in the context of the EU's political dialogue with each partner country, in relation to democratic principles, rule of law, human rights, development and security issues. The political dialogue should be seen as a guiding element throughout the process.

48. *Gender-sensitive approaches should be applied to EU support*

Particular attention should be given to the complexities of gender issues, addressing the special needs and roles of women, men, girl and boy ex-combatants, non fighters and their dependants. A gender-sensitive approach should be adopted from the early planning stage to the implementation, monitoring and evaluation of DDR. The EU efforts to ensure the implementation of UNSCR 1325 in the context of ESDP Operations, as set out *inter alia* in a checklist (doc. 12068/06) and in document 11932/2/05, are particularly relevant in this field.

49. *EU support should effectively address issues related to children and armed conflict*

The EU should ensure that children's DDR processes are dissociated from adult ones and not linked to the political process. They should start as early as possible. Immediate support should be offered to children to reintegrate into society, through community-based approaches. Reunification with the family should be a priority, avoiding institutional approaches, if possible. The EU Guidelines on Children and Armed Conflict, recent strategies towards the implementation of these guidelines (doc. 8285/06 REV 1) and the Checklist for the Integration of the Protection of Children affected by Armed Conflict into ESDP Operations (doc. 9767/06) are particularly relevant here.

50. *The EU should ensure a coherent and coordinated approach*

The EU should ensure that its DDR support is carried out in a coherent and integrated way, ensuring complementarity between activities supported under different instruments. As DDR in most cases requires long-term involvement, various EU activities should be timed carefully taking into account the particular circumstances on the ground in the country and region in question. All actions initiated should build on already existing activities of the Member states, the EC and CFSP/ESDP.

51. *The EU should seek for an early engagement*

As one of the most important donors and political actors, in order to ensure that any DDR programme is starting on a sound basis, the EU should be involved at the earliest stages of peace or cease-fire negotiations, in close coordination and cooperation with other actors such as the UN Peacebuilding Commission, as well as in supporting the assessment and early planning phases of DDR programmes. This could facilitate the definition of its future involvement and enhance budgetary planning.



52. *The EU should apply conflict sensitive approaches*

The EU support to DDR should take into account root causes of conflict and not undertake activities that could perpetuate or aggravate real and perceived grievances in society.

Particular attention should be paid to historic, geographical, ethnic, religious characteristics of the country and should lead to community targeted programs.

53. *The EU should pay particular attention to co-operation with other actors*

The UN and other international actors in DDR activities, like the World Bank should remain key channels for EU support. The role of and support to local, national and regional actors is especially important given the principle of local, national and regional ownership. In most cases Non-Governmental Organisations are very active in this area, including in terms of implementing EU support. The private sector is a key player in post-conflict circumstances in income generation, sustainable job creation and recruitment as well as improving vocational training. Consequently, co-ordination and co-operation, involving all stakeholders, including national governments, local authorities, civil society, NGOs, the private sector, international and regional organisations, Member States and other participants, are essential.

## **H. MEASURES TO STRENGTHEN EU'S SUPPORT TO DDR IN THE FUTURE**

The EU is able to bring together a bandwidth of capacities to conduct a full range of actions needed to support DDR, ranging from crisis management and peace building to support to democratic governance processes, the rule of law and human rights, and long-term development. Efforts should be made to mainstream DDR into the various EU activities in a partner country.

In order to improve the coherence and efficiency of EU engagement in supporting DDR, further consideration should be given to the following aspects.

54. Political dialogue

DDR considerations should more systematically be integrated into the political dialogue with relevant partner country, in relation to democratic principles, rule of law, human rights, end of impunity, reconciliation, development and security issues.

55. Coordination including joint assessments

Appropriate ways to ensure enhanced coordination between all EU actors should be considered. Early exchange of information as well as joint security assessment and joint assessments regarding DDR needs in the partner country should also be sought. Any joint assessments on the democratic governance situation where available should also be taken into account.

56. Measuring impact and evaluation

Impact assessments, monitoring and evaluation should systematically be built into DDR programmes and missions to enable an accurate assessment of their effectiveness. Although success of disarmament and demobilisation is key for the next phase, final appreciation of DDR processes should be linked to the success of their reintegration component. Since reintegration needs to happen in the communities, DDR programmes should be planned and delivered within the framework of community level development and include communities in all stages of the process. Appropriate methods should be defined in order to assess regularly the success of the DDR process and the efficiency of the support given by the EU.

57. Integration and mainstreaming

In countries where DDR processes are being implemented, international standards on DDR should be brought to the policy dialogue with partner countries in the preparation of Action Plans and Country Strategy Papers, as appropriate, and with other relevant partners in order to agree on objectives, priorities for action and follow-up mechanisms.

Conflict sensitive approaches taking into account the long-term reintegration needs of ex-combatants should be integrated in relevant development programmes, including in sector programmes dealing with health, education, rural/urban development, Rule of Law and security.

58. *Lessons and experiences*

Lessons learned on DDR should be gathered in a systematic manner in order for the EU, including the institutions and Member states, to draw lessons from previous experiences when preparing and implementing DDR activities.

59. *More effectively address the issue of children affected by armed conflict*

The European Union should support the setting up of the Monitoring and Reporting Mechanism provided for in UNSCR 1612. It should also prioritise efforts to prevent the recruitment of children in the first place, in accordance with the international human rights treaties, conventions and optional protocols, through support to awareness-raising, training and the creation of child protection units and focal points for children within law enforcement institutions. In addition, it should intensify its efforts to implement the 2003 EU Guidelines on Children and Armed Conflicts.

60. *Ensuring a gender perspective*

Gender aspects must be accounted for during the whole DDR process. The European Union must reinforce its action along the lines of the documents “Implementation of UNSCR 1325 in the context of ESDP” and the “Checklist to ensure gender mainstreaming and the implementation of UNSCR 1325 in the planning and conduct of ESDP operations” as well as Council conclusions on promoting gender equality and gender mainstreaming in crisis management<sup>13</sup>, when implementing UNSCR 1325 and the relevant international human rights treaties and conventions.

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<sup>13</sup> Adopted by the Council on 13 November 2006.

61. Establishing a pool of experts

There is a need to strengthen institutional cooperation between the relevant institutions in the Member States, the Commission and Council Secretariat to respond to the need to deploy qualified experts for short, medium and long-term activities and to ensure coherence in profiles, training and equipment for such experts due to be seconded abroad, within the framework of specific DDR programmes. Lessons learned from the Technical Assistance Information Exchange Programme (TAIEX), Twinning and Election monitoring pool of experts, the Civilian Headline Goals 2008 process and the creation of ESDP Civilian Response Teams and EC Assessment and Planning teams, should be taken into account.

62. Developing DDR-specific training for the mainstreaming of DDR

For the EU to take a more holistic and comprehensive approach to DDR, specific training should be developed for DDR to help mainstream DDR into programming and to broaden expertise across EU and Member States institutions. National, European Security and Defence College courses and other courses offered through the EU training programme as well as EC training courses should be taken into account.

63. Funding

DDR processes demand considerable and sustained human and financial resources to be planned, implemented and monitored and it is important that the EU as a whole is able to prioritise support to DDR and ensure sufficient resources to the process. The EU can use rapid and flexible EC instruments such as the Stability Instrument and, under specific conditions, the Humanitarian Aid instrument. Financing under short term instruments will need to be closely linked to any Member States' bi-lateral funding, and longer-term financing under the Community's geographic and, when appropriate, thematic programmes. From as early a stage as possible funding for DDR needs to be linked with national development plans and the PRSP process, where it is in place.

The EU should continue to use multi-donor trust funds, when applicable and considered the best option, when providing support to DDR, in order to ensure that the whole process is sufficiently funded. ESDP support to DDR would be financed in accordance with Art 28 of the Treaty on the European Union. Concerning all those activities that are not eligible for ODA (Official Development Assistance), for example when disarmament efforts are carried out outside an UN –mandated operation, the EU needs to examine, on the basis of existing treaties and related financial instruments and in cooperation with partner countries and regions, the possibility to finance such activities.

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