



## The EU & DDR (Demobilisation, Disarmament & Reintegration)

This paper outlines the involvement of the European Union (EU) institutions in Demobilisation, Disarmament & Reintegration (DDR) processes in conflict areas and how to improve the effectiveness of the EU in this field<sup>1</sup>.

### DDR Explained

In brief DDR processes are designed to allow former combatants to reintegrate into the civilian community in a post- conflict situation. The European Commission on its website identifies the goal of DDR as assisting the reconstruction of a country/region and its society which is trying to end a violent conflict or prevent the restart of a conflict<sup>2</sup>.

### Why is the EU involved in DDR

The EU recognises itself as a member of the international community and a global player “*has a political and moral responsibility to act to avoid the human suffering and the destruction of resources caused by violent conflicts*”<sup>3</sup>. In its 2003 European Security Strategy ([http://ue.eu.int/cms3\\_fo/showPage.ASP?id=266&lang=EN&mode=g](http://ue.eu.int/cms3_fo/showPage.ASP?id=266&lang=EN&mode=g)) it identifies the need to address the challenges of regional conflict and failed states.

### The Role of the EU in DDR Activities

The EU’s involvement in DDR activities has mainly focused on post conflict situations in Africa, Caribbean and Pacific (ACP) countries. It should be noted that the work of the EU on DDR takes place in the wider context of its foreign affairs work (in the areas of both security & development).

The EU’s involvement in the ACP Region and Countries is set out in its Country and Regional Strategy papers (CSP/RSP). These are “the EU’s primary programming documents for allocation and implementation of external aid at the country and regional level. Developed in collaboration with EU Delegations in the countries/regions concerned, the partner state and civil society”, DDR is referenced in the Regional Strategy Papers for Central Africa, the Regions of Eastern and Southern Africa and the Indian Ocean and the Caribbean Region, as well as many of the Country Strategy Papers.

Through the European Commission the EU has acted as a major donor to DDR. For example from 2001 to 2003 in Sierra Leone the EU contributed €12.2 million to the Re-insertion package in the DDR programme. This Multi-Donor Trust Fund was implemented by the United Nations Mission in Sierra Leone (UNAMSIL) in coordination with the National Committee for Disarmament, Demobilisation and Reintegration and administered by the World Bank<sup>4</sup>.

<sup>1</sup> This Briefing Paper is intended to act as a follow up to the discussion arranged by the European Parliament’s Intergroup on Peace Initiatives on ‘*Disarmament, Demobilisation and Reintegration - A Contribution to Conflict Prevention and Post- Conflict Reconstruction*’ on 21 September 2005. A full report on this meeting is available from the QCEA website at: <http://www.quaker.org/qcea/intergroup/report210905.htm>.

<sup>2</sup> *Thematic Information on Disarmament, Demobilisation and Reintegration (DDR)*, 14 October 2004, [http://europa.eu.int/comm/europeaid/projects/acp/thematic\\_ddr\\_en.htm](http://europa.eu.int/comm/europeaid/projects/acp/thematic_ddr_en.htm)

<sup>3</sup> *EU Programme for the Prevention of Violent Conflicts*, 2001, <http://www.eu2001.se/static/eng/pdf/violent.PDF>

<sup>4</sup> *Annual Report 2004 on the European Community’s Development Policy and External Assistance*, October 2004, <http://europa.eu.int/comm/development/body/publications/docs/zoom=100>

The European Commission has and continues to provide support to DDR using the following tools:

### **European Development Fund (EDF)**

The European Commission has financed DDR activities through the EDF<sup>5</sup>. The EDF is “*the main instrument for Community aid for cooperation in the ACP Countries*”<sup>6</sup>. The EDF was created in 1957 by the Treaty of Rome, and was intended to provide financial assistance to African Countries, which at the time were colonies and had historical links with European countries. Funding is provided by EU Member States and the budget is set out in agreements in the Council of the European Union, which are later ratified by the Member State Parliaments. The European Commission plays a key role in the management of the fund.

The EDF has provided funding for specific DDR programmes in the Congo, Somalia, Eritrea and Rwanda to name but a few. There are also other post-conflict programmes, which while not classified as DDR do carry significant DDR components.

Further information on the EDF is available at:

<http://europa.eu.int/scadplus/leg/en/lvb/r12102.htm>

### **The Rapid Reaction Mechanism (RRM)**

The European Commission has also used the RRM to carry out DDR projects. The RRM “*is designed to allow the Community to respond urgently to the needs of countries threatened with or undergoing severe political instability or suffering from the effects of a technological or natural disaster*”<sup>7</sup>.

This year an RRM programme was undertaken by the European Commission to provide “*Support to the demobilisation and reintegration of former combatants and detainees in Aceh*” in Indonesia. The project has been given a €4 Million budget and is being run through the International Organisation for Migration (IOM)<sup>8</sup>.

Further information on the RRM is available at:

[http://europa.eu.int/comm/external\\_relations/cpcm/rrm/index.htm](http://europa.eu.int/comm/external_relations/cpcm/rrm/index.htm)

### **Latest Developments**

A number of initiatives have been undertaken to address the shortcomings of DDR activities and indicates that lessons are being learned based on past experience.

### **The Multi-Country Demobilization and Reintegration Programme (MDRP)**

The European Union is a partner of the MDRP (initiated in 2002), an initiative to address the cross border nature of conflict in the Great Lakes Region of Africa. According to background information provided by the European Commission the MDRP has been set up to address the “*lack of coordination and unity among international actors, piecemeal approaches to region-wide conflicts, uneven technical performances, thin international presence on the ground and unpredictable funding*”<sup>9</sup>.

The stated objectives of the MDRP are to:

<sup>5</sup> *Annual Report 2005 on the European Community’s Development Policy and Implementation of External Assistance in 2004*, 15 July 2005, [http://europa.eu.int/comm/europeaid/reports/comm-sur-ra2005-annex\\_en.pdf](http://europa.eu.int/comm/europeaid/reports/comm-sur-ra2005-annex_en.pdf)

<sup>6</sup> *European Development Fund*, 12 October 2001, <http://europa.eu.int/scadplus/leg/en/lvb/r12102.htm>

<sup>7</sup> Conflict Prevention and Civilian Crisis Management - Rapid Reaction Mechanism (RRM) - Overview, March 2005, [http://europa.eu.int/comm/external\\_relations/cpcm/rrm/index.htm](http://europa.eu.int/comm/external_relations/cpcm/rrm/index.htm)

<sup>8</sup> Information note: Indonesia - Support to the demobilisation and reintegration of former combatants and detainees in Aceh, 1 September

2005, [http://europa.eu.int/comm/external\\_relations/cpcm/rrm/docs/2005/indonesia\\_010905.pdf](http://europa.eu.int/comm/external_relations/cpcm/rrm/docs/2005/indonesia_010905.pdf)

<sup>9</sup> *Background Information on the MDRP, provided by the European Commission - DG Development*, 21 September 2005

- Provide a comprehensive regional framework for efforts in support of the Demobilization and Reintegration (D&R) of former combatants
- Establish a consistent mechanism for donor coordination and resource mobilization for D&R activities
- Serve as a platform for national consultative processes in the context of D&R programmes.

### European Action on Small Arms, Light Weapons and Explosive Remnants of War

As reported in the 2005 Small Arms Survey the EU along with other international actors have begun to “ensure coherence in their approach to DDR and weapons reduction”<sup>10</sup>.

To this end the United Nations Institute for Disarmament Research (UNIDIR) is currently carrying out a project to review “*European Action on Small Arms, Light Weapons and Explosive Remnants of War*”. This project is funded by the EU and the United Kingdom.

The project, requested by the European Parliament and European Commission, will:

- Map and analyse activities, both at global and EU levels, in this area.
- Identify gaps, overlaps or divergences, which the EU could address.
- Develop a conceptual framework to address these.
- Formulate recommendations for the European Commission

On 7-8 December interim findings of the project were presented at a conference in Brussels<sup>11</sup>. The Interim report of the project can be downloaded at:

<http://www.unidir.org/pdf/Report-EU-23Nov05.pdf>. Pages 43 to 44 specifically cover DDR.

The following tables lists DDR programmes with likely small arms components, funded by the EU through various mechanisms in the period 2003-2004.

DDR programmes with likely small arms component <sup>12</sup> (2003-2004)		
Country	Programme	Allocated funds (Euros)
Congo Brazzaville	Disarmament demobilisation and reintegration actions in the pool region.	731,000
Congo Brazzaville	Contribution to disarmament and demobilisation programme.	750,000
Côte d’Ivoire	DDR element of the 1 <sup>st</sup> Emergency and Rehabilitation Programme (35m Euros)	5,000,000
Democratic Republic of Congo	Post-conflict social & economic reintegration in the Eastern Region of the Democratic Republic of Congo	26,900,000
Djibouti	Support to Demobilisation in the frame of macro economic reform programme project	704,000
Eritrea	Contribution to emergency demobilisation and reintegration support programme	27,000,000

<sup>10</sup> *Small Arms Survey 2005: Weapons at War, Chapter 10: Managing 'Post-conflict' Zones: DDR and Weapons Reduction*, 11 July 2005, <http://www.smallarmssurvey.org/Yearbook%202005/full%20chapters/10%20Post-Conflict.pdf>

<sup>11</sup> Background information on the Conference is available online at: [http://www.unidir.org/html/en/EU\\_project\\_conference.htm](http://www.unidir.org/html/en/EU_project_conference.htm)

<sup>12</sup> Source “*Table of External assistance programmes of relevance to small arms action 2003-2004*”, p.37-39, European Action on Small Arms and Light Weapons and Explosive Remnants of War Interim Report, December 2005, <http://www.unidir.org/pdf/Report-EU-23Nov05.pdf>

Guinea	Reintegration programme	3,000,000
Liberia	DDR element of 40m Euro post conflict programme	16,000,000
Sierra Leone	Contribution to DDR Multi-Donor trust fund (managed by World Bank)	10,000,000
Sierra Leone	Support to United Nations Children's Fund and NGOs for reintegration programmes	2,700,000
Solomon Islands	Contribution to United Nations Development Programme demobilisation and rehabilitation programme	250,000
<b>Total:</b>		<b>93,035,000</b>

## Problems encountered implementing DDR & Recommendations for Action

At the “*Partners in Prevention: Moving from Theory to Practice*” Conference, organised by the Luxembourg Presidency of the Council of the European Union, the European Peacebuilding Liaison Office (EPLO), the Folke Bernadotte Academy and the Madariaga European Foundation, it was recognised that while DDR is essential for peacebuilding and conflict prevention the International Community, including the EU, has yet to successfully carry out the process effectively<sup>13</sup>.

Civil Society experts in the field of peacebuilding have put forward numerous recommendations that the EU can implement to improve the effectiveness of DDR activities.

The “*Partners in Prevention: Moving from Theory to Practice*” Conference report and the Saferworld/International Alert paper on “*Developing an EU strategy to address fragile states: Priorities for the UK Presidency of the EU 2005*”<sup>14</sup> both highlight the challenges faced and identify ways for the EU to address the problems encountered carrying out DDR.

Key recommendations from these documents, and from the UNIDIR interim report on “*European Action on Small Arms, Light Weapons and Explosive Remnants of War*”, for the EU include:

### DDR must be linked with Security Sector Reform

It should be noted that for DDR activities to be successful they need to be linked to wider conflict prevention and peacebuilding processes and activities. Specifically DDR needs to be linked to effective Security Sector Reform (SSR) in order to be successful in the post- conflict environment. If ex-combatants live in an insecure environment they will fail to handover weapons which they regard as a source of protection. During a DDR process a properly structured and governed security sector needs to be in place to guarantee security when former combatants are demobilized and reintegrated into the community.

### Develop a DDR Framework

The EU lacks a coherent policy and strategy for DDR activities it undertakes. This creates duplication in work and undermines the effectiveness of DDR. To address this, setting out a Council Common Position on SSR (including DDR) will provide a coherent strategy. To be successful, DDR policy also needs to be jointly implemented by the European Commission and European Council. Better co-ordination can be achieved through shared conflict analysis and planning. UN, EU level, and Member State policy must also set out with the aim of complementing one another.

<sup>13</sup> *Partners in Prevention: Moving from Theory to Practice. EU Civilian Crisis Management and Development Policies, Sustainable Approaches to Training, and Involvement in Civil Society* (EPLO Conference Report, June 2005), <http://www.eplo.org/documents/LuxConfRep.pdf>

<sup>14</sup> *Developing an EU strategy to address fragile states: Priorities for the UK Presidency of the EU 2005* (Joint Report by the EPLO-Members Saferworld and International Alert, July 2005), <http://www.eplo.org/documents/UKUEUPresidencyPaper2005.pdf>

### **Utilise the expertise of Non-governmental Organisations (NGOs) & Civil Society**

The NGO & Civil Society peacebuilding communities have a wealth of knowledge skills and experience in DDR. Co-operation with NGOs & Civil Society would improve the co-ordination and effectiveness of DDR. Experts from the NGO community could help the EU by being involved in the planning, implementation, monitoring and evaluation of DDR. On the ground specialised experts can be responsible for carrying out the demobilisation and disarmament processes, while Civil Society can play an important role in the reintegration process.

### **Emphasise Reintegration**

A concrete example of not carrying out reintegration occurred in Angola in 1992 where the failure to have an effective DDR process was a key factor in the situation reverting to violent conflict. The lack of reintegration in DDR carried out in Liberia during 1996-97, also contributed to the return to violent conflict in 1999. One way to address this issue is to take a non-linear approach to DDR. If the sequencing of DDR is reconsidered, reintegration processes can be carried out in parallel with the processes of demobilisation and disarmament.

### **Engage with local actors**

For successful DDR local actors need to participate in the process. Non-combatants need to be engaged and DDR should be recognised as a social process focusing on local behavioural attitudes and actions.

Women need to be actively engaged in the DDR process. As reported by Lulsegg Abebe, International Alert, in the Mano River Union, Liberia, reintegration funds do not address the need of women ex-combatants. The UNIDIR report notes that *“gender considerations are still not taken properly into account during the planning and delivery of DDR”*. It should be noted that many of the problems relating to women not being engaged in DDR processes are also applicable to war affected youths, be they civilians or soldiers.

The role of the local private sector as a driver for change should also be recognised. They have the potential and often an interest in contributing towards peacebuilding on a local level, through processes like DDR.

### **A Case by Case Approach**

A flexible approach is required to carry out DDR successfully. The conflict situation needs to be viewed in its regional context. Returning to the Mano River Union, one challenge to the process is “DDR tourism”, where ex-combatants move among countries to receive more money in exchange for their weapons, during disarmament processes. By adopting a holistic/regional approach “DDR Tourism” could be identified and reduced.

### **Effective & Sustained Funding**

The reintegration process in the Mano River Union has also been undermined by a lack of funding. As the demobilization and disarmament process was in itself underfunded, those designated for reintegration were used to carry out demobilization and disarmament. At present the maximum duration of a project is 6 months under the RRM, which can lead to an emphasis on urgent demobilization and disarmament while neglecting reintegration. For effective SSR, including DDR, a budget line within the Community budget which accurately reflect the timeline of the European Commission’s country/regional strategy paper (approximately 4 years) is essential.<sup>15</sup> The UNIDIR report argues that the EU should set aside long-term funds for *“small arms control and disarmament initiatives, which can continue beyond DDR throughout a country’s stabilization and reconstruction phases”*.

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<sup>15</sup> European Commission, *External relations, Country & Regional Strategy Papers*, viewed 18 November 2005, [http://europa.eu.int/comm/external\\_relations/sp/](http://europa.eu.int/comm/external_relations/sp/)

**No cash payouts to ex-combatants**

On 21 September 2005 the European Parliament's Intergroup on Peace Initiatives arranged a discussion on 'Disarmament, Demobilisation and Reintegration - A Contribution to Conflict Prevention and Post- Conflict Reconstruction' (a full report on this meeting is available from the QCEA website at: <http://www.quaker.org/qcea/intergroup/report210905.htm>). During the discussion it was noted that more recent DDR programmes have been based on financial incentives for individuals participating in the programme. Beyond that, they are given specific promises with regard to reintegration, even where such promises cannot be kept. The management of expectations and disappointment then becomes a problem. Among the recommendations put forward during the discussion it was suggested that there should be no cash payouts to ex-combatants, and that where they were completely unavoidable, they should be restricted to cash for actual weapons handed over. It was also suggested that reintegration should be community- based rather than aimed at individuals because it is more cost-effective, because it is politically more effective and because it allows both perpetrators and victims of the violence to be included.

It should be noted that this is by no means a comprehensive or exhaustive list and that the EU is not the only actor that should take recommendations on board for effective DDR to be carried out.