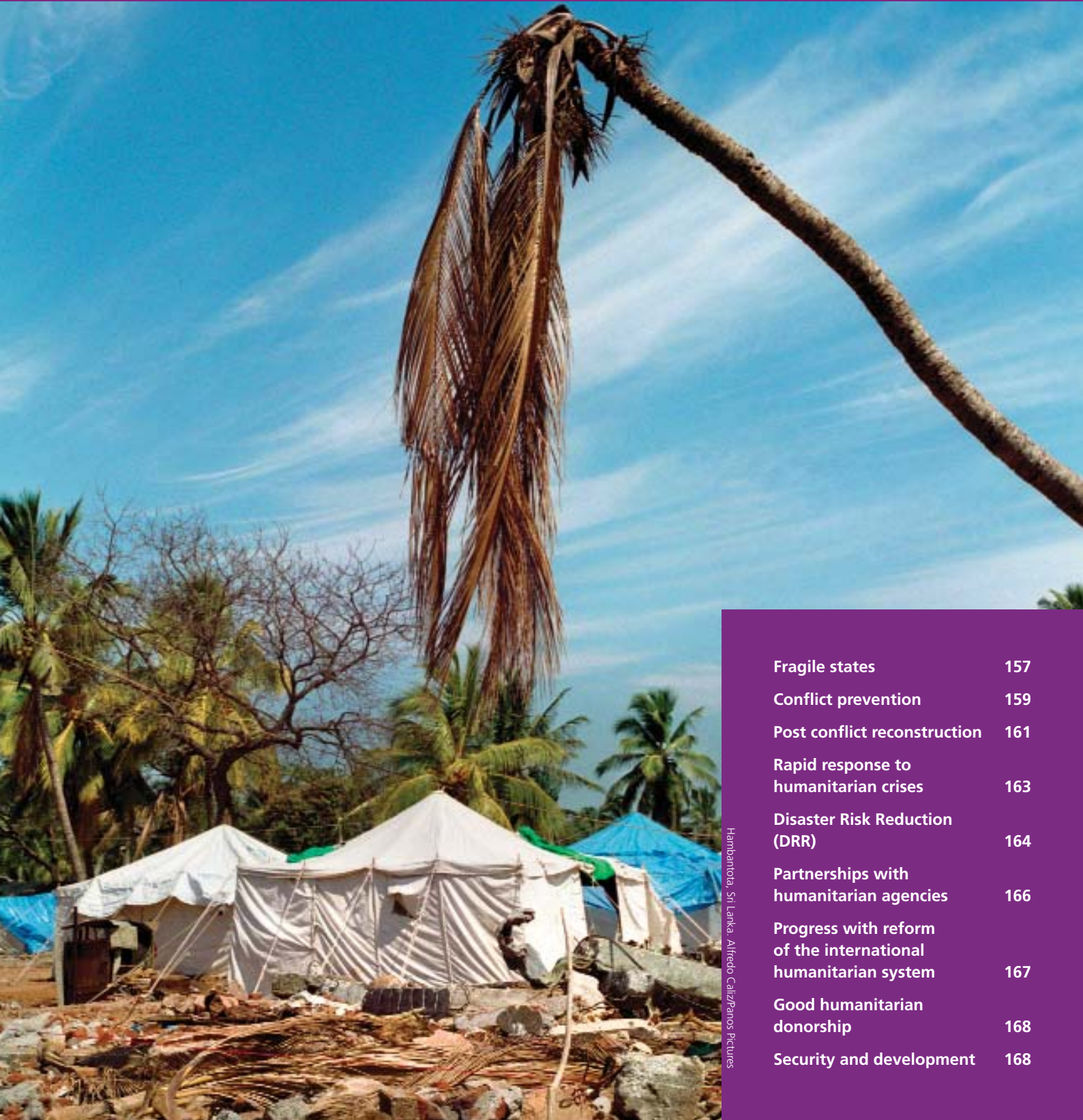


Fragile states, conflict and crises



Hambantota, Sri Lanka. Alfredo CalizPanos Pictures

Fragile states	157
Conflict prevention	159
Post conflict reconstruction	161
Rapid response to humanitarian crises	163
Disaster Risk Reduction (DRR)	164
Partnerships with humanitarian agencies	166
Progress with reform of the international humanitarian system	167
Good humanitarian donorship	168
Security and development	168

Fragile states, conflict and crises



“Preventing and ending conflicts will do more to create a climate for poverty reduction than any amount of costly aid programmes.”

International Development Committee Report on Conflict and Development: Peacebuilding and Post Conflict Reconstruction (October 2006)

“The speed of DFID’s response after the tsunami was impressive and demonstrates the importance of pre-planning for disasters.”

Sir John Bourn, Head of the National Audit Office

Highlights

- The new **UN Peacebuilding Fund** was launched in October 2006. The UK committed £30 million over three years to the Fund.
- The UK announced that it will no longer use ‘dumb’ **cluster munitions** and will support efforts to reach an international agreement which bans them altogether.
- DFID, the Foreign and Commonwealth Office (FCO) and Ministry of Defence (MOD) worked together to secure a **UN General Assembly resolution** leading to negotiations on a legally binding **Arms Trade Treaty**.
- In the first year of the **Central Emergency Response Fund**, over \$399 million (£217 million) was received, which was used to meet humanitarian need through 361 projects in 40 countries in Africa, Asia, the Middle East and Latin America.
- DFID committed over £5 million for the **Indonesian earthquake** in assistance for emergency relief supplies. In **Lebanon**, DFID allocated £9.5 million bilaterally, which contributed to humanitarian relief.
- In **Sudan**, DFID allocated £73 million to the relief effort, £49 million of it through the Common Humanitarian Fund supporting the UN’s relief programme for Darfur and the South. We are contributing £47 million over three years to two World Bank managed **Multi Donor Trust Funds**.

- 7.1** Around one-third of the world’s poor live in fragile states, and every year over 300 million people are affected by conflict and natural disasters. Women and girls are disproportionately targeted in armed conflict and often experience rape, sexual violence, forced pregnancy, kidnap or abuse. Climate change is increasing the incidence and intensity of natural disasters and people living in the poorest countries are the worst hit and least able to cope. Conflict and humanitarian crises not only have an immediate toll on lives and property, but they destroy progress towards economic and social development. During the 1990s, half the countries where life expectancy, income and education declined experienced violent conflict and we are unlikely to achieve the Millennium Development Goals without tackling this or making progress in fragile states. Addressing social exclusion, improving governance and access to justice and increasing economic opportunities can also contribute to preventing conflict and improving security for the poor.
- 7.2** This chapter covers DFID’s work in fragile states, conflict prevention, post conflict reconstruction, responding to humanitarian crises and reducing the risk of disasters together with how we collaborate with other UK government departments, developing country governments and international partners on security strategies affecting low income countries.

Fragile states¹

- 7.3** People in fragile states are less likely to go to school or to receive essential healthcare, and more likely to have their basic rights to life and security violated. Fragile states can also destabilise regional and global security. DFID continues to be a leading advocate for improved international co-ordination and response to the needs of fragile states.
- 7.4** Our international efforts have focused on piloting the draft of the Organisation for Economic Co-operation and Development’s Development Assistance Committee’s (OECD-DAC) *Principles for Good International Engagement in Fragile States* in nine countries. DFID led on three of these pilots in Nepal, Yemen (jointly with UNDP) and Somalia (jointly with the World Bank). The Principles set out commitments such as “do no harm”, focus on state-building and conflict prevention and recognise links between security, political and development objectives. Revisions to the Principles, in the light of experiences from the pilot countries, have resulted in greater attention to gender, human rights and non-discrimination. The revised Principles were endorsed at the OECD-DAC High Level Meeting in April 2007, and DAC members have committed to their implementation in all fragile states.

1 DFID has a list of 46 countries in its 2005 Policy Paper that classifies as fragile those countries that appeared at least once in the bottom two quintiles of the World Bank’s Country Political and Institutional Assessment (CPIA) ratings between 1999 and 2003 (or were unrated). Countries on this list are: Afghanistan, Angola, Azerbaijan, Burma, Burundi, Cambodia, Cameroon, Central African Republic, Chad, Comoros, Democratic Republic of Congo, Republic of Congo, Djibouti, Dominica, Eritrea, Ethiopia, The Gambia, Georgia, Guinea, Guinea Bissau, Guyana, Haiti, Indonesia, Kenya, Kiribati, Lao PDR, Liberia, Mali, Nepal, Niger, Nigeria, Papua New Guinea, Sao Tome & Principe, Sierra Leone, Solomon Islands, Somalia, Sudan, Tajikistan, Timor Leste, Togo, Tonga, Uzbekistan, Vanuatu, Republic of Yemen, Zimbabwe.

Box 7.1: Piloting the DAC Principles for Good International Engagement in Fragile States

Nepal: The pilot has helped donors agree a co-ordinated approach during a complex process of political change in Nepal. In some areas, it became the catalyst for joint donor action, such as common analysis of the political context, and joint work on state-building. The Principles also enhanced donor discussion around “do no harm”, including protecting resource from misuse during conflict and drawing attention to issues of ethnic and religious inclusion.

Yemen: Strong leadership and active engagement by the Government of Yemen were critical in this pilot. It has been absorbed into a government-led effort to strengthen donor co-ordination and behaviour. Donor alignment with government plans, transparency of aid flows and donor-funded activities and long-term commitment by donors have all improved.

Somalia: Progress with this pilot was more limited, due to the rapid political changes in Somalia and incomplete international presence on the ground. But there have been some developments as the Principles have been adopted by the European Commission and EU member states in the joint EU strategy for Somalia; they have been used as an input to UNDP’s planning process; and they have encouraged a greater focus on state-building by UNICEF. Overall, however, the pilot showed that there continue to be major challenges in bridging the gap between the Principles and donor practice in the most difficult environments.

7.5 The *DAC Peer Review* in 2006 found that **the UK has been a leader in promoting effective international engagement in fragile states.**

The review also found that demonstrating results, ensuring the right balance of staff and clarifying roles and operational linkages within DFID are all important areas for our future work in fragile states. We are taking steps to address these areas, including through a *Fragile States Implementation Plan* which was agreed in early 2007.



Hamish Wilson/Fanos Pictures

Hargeisa, Somaliland – Women demonstrating for peace. The banner reads, ‘There is no life without peace and milk’. Milk is a pastoralist symbol for peace and prosperity.

Conflict prevention

- 7.6** Violent conflict can affect practically every aspect of poverty reduction work. DFID **launched its new *Conflict Policy Paper in March 2007***. This looks at how DFID can play a part in tackling the problems that contribute to violent conflict; ensure that at a minimum our assistance is conflict-sensitive (in other words that it does no harm); and understand and respond to conflict across the breadth of our work.

Box 7.2: DFID-World Bank partnership in conflict-affected environments

Working with the World Bank and national governments in conflict-affected countries, DFID has supported work to strengthen how national poverty reduction strategies take into account the causes and dynamics of violent conflict. By making these poverty reduction strategies more ‘conflict sensitive’, they will be less likely to fuel conflict and more likely to contribute to longer-term peacebuilding. Working with national governments, the international community and civil society, the programme has provided practical support in **Afghanistan, Sierra Leone, Liberia, Burundi, Central African Republic** and **Haiti**. This year we will be applying the lessons of this work more broadly to our efforts to reduce poverty in conflict-affected environments.

- 7.7** The joint DFID–Foreign and Commonwealth Office (FCO)–Ministry of Defence (MOD) **Africa** and **Global Conflict Prevention Pools** (ACPP and GCPP) continue to lead the UK government’s efforts in conflict prevention. Both pools achieved successes over the last year. For example, the ACPP has provided support to Africa Union priorities in conflict prevention, and joint DFID–ACPP investment has made a valuable contribution to the peace process in Northern Uganda. Examples of what the GCPP has achieved include supporting the work of specially trained Community Defenders who represent the Colombian government’s Human Rights Ombudsmen’s office, and the UN Department of Peacekeeping Operations (DPKO) to improve the quality of UN peacekeeping. In addition, the ACPP and GCPP have promoted significantly better British government departmental co-operation on conflict issues.
- 7.8** During the 2005/06 session the **International Development Committee (IDC) held an inquiry into the government’s work on conflict and development**. It welcomed DFID’s *Conflict Policy Paper* as an important step towards ensuring that the work that DFID does in conflict-prone countries is effective. The committee stressed the importance of directing sufficient resources towards conflict-prone and conflict-affected states. They highlighted a number of issues, including the need for stricter guidance for UK companies trading in conflict-affected countries. DFID’s response to the IDC report can be found at www.publications.parliament.uk/pa/cm/cmintdev.htm.
- 7.9** Supporting the new **UN Peacebuilding Commission** (PBC) is a UK priority. It began work in June 2006, when Sierra Leone and Burundi asked to be the first two countries on the PBC’s agenda. The PBC aims to help these countries emerge from long periods of violent conflict. Working closely with the FCO, DFID will continue to encourage the PBC to focus on having a positive impact in

country and on helping to build peace between national governments, the international community, national civil society and the private sector.

- 7.10** The new **UN Peacebuilding Fund** was launched in October 2006. The **UK committed £30 million over three years** to the Fund, which aims to provide financial support as quickly as possible to countries once violent conflict has ended, so that they can tackle problems that could cause it to flare up again. We hope that the Fund will help to implement peace agreements and build and strengthen the role of governments in the peaceful resolution of conflict.
- 7.11** In April 2006 an innovative **joint Political and Development Section was opened in the British High Commission in Colombo**. Combining staff from both DFID and FCO, and working in tandem with the Defence Section, the team focuses on the delivery of a Peace Building Strategy for Sri Lanka. In reaction to the Sri Lankan conflict, in April 2007 two humanitarian advisers travelled to Sri Lanka to gather information to develop a properly informed humanitarian strategy for DFID's response to the conflict.
- 7.12** DFID also provides financial support to **non-governmental organisations** (NGOs) which work on conflict prevention and peacebuilding, through the Conflict and Humanitarian Fund (CHF). In 2006, the CHF provided £5.6 million to six additional NGOs, on top of the £12.8 million granted to eight NGOs in 2005. The CHF provides secure and predictable funding for between three and five years. This gives NGOs greater flexibility in their work planning, particularly for pioneering activities, as well as providing the basis for a mutually beneficial policy dialogue with DFID.
- 7.13** DFID is actively supporting **UN Security Council Resolution 1325 on Women, Peace and Security**. We are working with the DPKO to strengthen the impact of the Resolution in peacekeeping operations, and with FCO and MoD to implement the UK's National Action Plan. We are also funding the United Nations Development Fund for Women (UNIFEM)'s programme of support to women's engagement in peacebuilding and preventing sexual violence in conflict. Women represent a largely untapped resource in peacebuilding and post conflict transformation, and can be essential contributors to peace if permitted. They are often innovative in seeking reconciliation across conflict lines, and experience shows that bringing women to the peace table improves the quality of the agreements reached and increases the chances of better implementation.

Box 7.3: Conflict and security, gender and identity

DFID recognises that addressing gender issues within its work on conflict and security is not just about involving women, but also requires understanding the relations between women and men. Central to this are men's roles and how these can promote violence. After many conflicts, men who have been demobilised continue to perceive their identity and status as based on aggression, resulting in high levels of gender violence, crime and insecurity that can threaten a fragile peace.

For example, in Sierra Leone, while peace has been maintained since the end of the conflict in 2002, large groups of demobilised young men remain excluded from society and are often considered a threat to stability. They are frustrated at the lack of job opportunities and the sense that their views and needs are ignored by the government and wider society. It is therefore hard for them to fulfil a traditional male role in society and there is a risk that some will turn to crime or take up arms again. DFID is addressing these concerns through the youth component of its civil society programme in Sierra Leone, which aims to ensure that young people's views feed into policy, and which works in communities on conflict resolution. We also support NGOs that work with young people on business training.

Post conflict reconstruction

- 7.14** The **Post Conflict Reconstruction Unit** (PCRU) is a joint DFID-FCO-MOD unit. It aims to improve the United Kingdom's capacity to contribute to achieving a stable environment in countries emerging from violent conflict ("stabilisation"), by preventing a resurgence of violence and establishing the basis for a state which can bring about development. In 2006 the PCRU helped the government to make military action, political engagement and development assistance work better together. For example, PCRU advisers in Helmand Province in Afghanistan have helped the Provincial Development Council to determine priorities for the province, enhanced co-ordination between the Afghan army and police, and managed quick impact projects such as better irrigation, more reliable power supply and extending reception of the BBC World Service Pashto Service. A PCRU-facilitated review led to improvements in integration between the UK military and civilian departments in implementing the UK Helmand Plan.
- 7.15** In Iraq, the PCRU has provided staff for the UK-led Provincial Reconstruction Team (PRT) in Basra that has enabled the Basra Provincial Council to identify and implement priority projects in areas such as water supply and economic development. It has worked closely with the British military to ensure that their quick impact projects meet the priorities of the Council. PCRU, along with DFID Sudan and the Sudan Unit, has also assisted the Africa Union Mission in the Sudan (AMIS) in disseminating the benefits of the Darfur Peace Agreement (DPA) to non-signatories to the DPA and the general public.
- 7.16** In Lebanon, during and immediately following the 2006 war, PCRU helped develop projects to contribute to peacebuilding and reconstruction proposals so that the UK government could support the Lebanese government's efforts to help the south to recover.

Responding to drought and flood in Kenya

Poverty, low economic growth, drought-prone arid lands and high population growth frequently combine to cause deadly levels of food insecurity in Kenya. Following successive seasons of failed rains, more than 3 million people were plunged into crisis at the end of 2005 and during the first half of 2006.

Water sources dried up. Many of those that remained became contaminated, spreading disease. Large numbers of livestock died from lack of water and pasture, depriving people of their livelihoods.

The health services, suffering from a lack of investment, failed to meet the challenge, and it quickly became apparent that substantial external assistance would be required to meet the rapidly expanding needs. The Government of Kenya issued an appeal for assistance for over three million people.



DFID
Food distribution in Elwak on the Kenya/Somalia border

A specialist DFID humanitarian team had assessed needs in north-east Kenya at the end of October 2005. This team found a developing crisis and recommended early interventions of support to the World Food Programme, the UN children's agency UNICEF, and to specialist relief NGOs.

DFID made its initial responses at the end of 2005 before the crisis hit the news and before the main relief agencies had issued their appeals. During December 2005 DFID disbursed £2.5m, and in the first three months of 2006, a further £14.6m. The Secretary of State visited in January 2006 and, provided additional support for improved access to water and sanitation. The UK was the second largest bilateral donor to the relief operations.

Fortunately the long rains in mid 2006 performed well. This had an immediate effect as pastures recovered and water sources were replenished. Starvation steadily reduced, as the remaining animals began to produce milk, and in due course crops which had grown well were harvested and consumed.

However, the general improvement in many areas, masked a continuing crisis among the poorest and most vulnerable and food aid distributions continued.

The heavy October to December 2006 rains that enabled many farmers and pastoralists to begin recovering from three consecutive years of drought also brought flooding to some pastoral, coastal and lakeshore areas, damaging infrastructure, causing asset losses and creating an upsurge in human and livestock diseases, such as Rift Valley Fever. Flooding has also displaced people and disrupted access to markets and basic services.

The real challenge is to end the cycle of disasters, and this can only be accomplished by ending the extent and depth of poverty, the real cause of vulnerability to drought and flood. DFID spends in the region of £50m per year on its development work in Kenya, encompassing a range of activities including investing directly in people to improve their standard of health and level of education, and assisting government to establish systems to maintain these investments.

DFID also intends to help finance a cash safety net, as an alternative to food aid. This should result in more predictable, efficient and timely support to the poorest and most vulnerable. In the meantime we will maintain our commitment to respond with direct humanitarian assistance to ensure the most urgent humanitarian needs continue to be met.

Rapid response to humanitarian crises

- 7.17** DFID responded quickly and provided humanitarian assistance to a number of natural disasters and conflict situations in 2006, including the Yogyakarta earthquake in Indonesia, Typhoon Durian in the Philippines, and the conflicts in Lebanon and Sri Lanka. For the **Indonesian earthquake DFID committed over £5 million** in assistance for emergency relief supplies, emergency shelter and medical assistance for people with disabilities and for the protection of children. We also set aside **£500,000 for Disaster Risk Reduction (DRR) activities. In Lebanon, DFID allocated £9.5 million bilaterally.** This included funding for humanitarian relief (logistics, food, water and sanitation) which were delivered through the UN, NGOs and the International Committee of the Red Cross; mines and unexploded bomb clearance; and to provide and construct bridges.
- 7.18** Money continues to be spent in response to the devastating **earthquake in South Asia** of October 2005 in support of the government's Earthquake Reconstruction and Rehabilitation Authority. This is to help with the huge challenge of rebuilding physical infrastructure, schools, hospitals and water and electricity supplies. For further details please see Chapter 3.

Box 7.4: Responding to humanitarian needs in Africa

Africa is the world's poorest and most vulnerable region, with the highest and most persistent incidence of humanitarian crises over the past 20 years. Most crises are complex, caused by a combination of factors including conflict, poor governance, drought and floods. DFID's humanitarian activities in Africa currently accounts for more than half of our average worldwide humanitarian spending each year. We are the second largest bilateral provider of humanitarian aid to the continent. DFID gave humanitarian aid to a range of African countries in 2006/07, including over £17 million to **Eritrea, Ethiopia, Somalia** and **northern Kenya** when drought and then floods affected 11 million poor people.

The UK is a leading supporter of much needed reforms of the international humanitarian system. For example, DFID is a major donor to new **UN Common Humanitarian Funds** in Sudan and DRC, through which aid funds are pooled to strengthen the UN and international response.

Conflict and instability continue to bring hardship and misery to millions of people in the Horn of Africa and the Great Lakes. **Sudan** remains DFID's top priority for humanitarian assistance. Conditions have deteriorated for four million displaced people in **Darfur**, and a further three million still need humanitarian assistance elsewhere. In 2006/07 DFID allocated £73 million to the relief effort. We are also contributing £47 million over three years to two World Bank-managed Multi Donor Trust Funds. And we have started a Basic Services Fund programme in the south.

In **DRC**, where we have provided £35 million in humanitarian aid in the past year, there is some cause for optimism following the successful presidential elections in 2006, but the situation remains precarious.

- 7.19** DFID has received commendation from the National Audit Office (NAO) following its assessment of DFID's response to the south-east Asia earthquake and tsunami in December 2004. Sir John Bourn, Head of the NAO, said, "The speed of DFID's response after the tsunami was impressive and demonstrates the importance of pre-planning for disasters". The Public Accounts Committee enquiry into the tsunami also commended DFID for our speed and effectiveness in complex and difficult emergencies.
- 7.20** The International Development Committee (IDC) held an inquiry into the government's work on humanitarian response to natural disasters. The report praised the work of DFID, which it described as impressive, and the Secretary of State's leading role in reforming international humanitarian response mechanisms, particularly the UN. However, work still needs to be done, including strengthening OCHA's leadership role and training humanitarian coordinators effectively, and DFID is working in partnership with others to support the UN in making progress in these areas. DFID's response to the IDC report can be found at www.publications.parliament.uk/pa/cm/cmintdev.htm.

Disaster Risk Reduction (DRR)

- 7.21** In March 2006, DFID published the policy paper *Reducing the Risk of Disasters – Helping to Achieve Sustainable Poverty Reduction in a Vulnerable World*.
- 7.22** The paper included a commitment to spend up to 10% of our response to natural disasters on measures to prepare for and mitigate the impact of future disasters. Funding allocated for Disaster Risk Reduction (DRR) following the Indian Ocean tsunami is being invested in suitable national and regional initiatives (see also Chapter 3 of this report). These include a £4.5 million commitment to a four-year programme with the United Nations Development Programme (UNDP) and the Government of Indonesia to reduce the vulnerability of poor communities to natural disasters through more effective early warning systems and strengthening the ability of the government to prepare for disasters. Other initiatives include our contributions to improved DRR following the earthquakes in Pakistan in October 2005 and in Indonesia in May 2006.
- 7.23** DFID will be supporting more DRR activities in Africa and will integrate them with work on food security and adaptation to climate change. We have also begun training our staff in how to include DRR measures in DFID's development and humanitarian programmes.
- 7.24** Improving how the international system deals with disaster risk reduction is essential. DFID has been supporting four multilateral organisations and the Red Cross/Red Crescent movement to improve preparedness, mitigation and prevention of disasters. For example, in October 2006 the World Bank agreed a joint programme with DFID of up to £4.38 million over three years to support the integration of DRR measures into development strategies in countries that are particularly vulnerable to natural disasters.

Cash transfers in Malawi

DFID supports an innovative humanitarian cash transfer scheme in the Dowa District of Malawi. The programme uses ‘smart card’ technology and a mobile bank to target the most vulnerable and has the potential to be used in longer-term social welfare transfer programmes – an area of growing interest which DFID has been pioneering in Kenya and Ethiopia.

We are providing £750,000 to fund the scheme that provides cash payments instead of food to tens of thousands of hungry people in northern Malawi via a sophisticated system of bank cards and electronic identification.

The scheme, which was launched in December 2006 by the Irish-based charity Concern Worldwide, targets the most vulnerable – in this case 55 thousand people who qualify for free food in one of Africa’s poorest countries because of crop failures through drought and flood. Instead of maize, villagers receive cash to spend as they see fit and the project challenges the idea that poor Africans are unable to decide how best to look after themselves.

On a recent visit to the scheme, the Secretary of State for International Development spoke to some of the poorest and most vulnerable members of the community currently facing a hunger crisis about the challenges they face and the impact of the cash transfer.

Nasita Jaziel was one of these people. Each month for more than a year she trudged six miles

through the Malawi bush to collect two 20 kilogram sacks of free maize which she carried home, balanced on her head, to feed her children. But now she has to walk little more than a mile from her home in Dowa, clutching a piece of plastic with a microchip much like any cashpoint card, and present herself at a mobile ATM and bank under the shade of a tree.

She swipes the card, a teller checks her identity with a thumbprint scan and then the 35-year-old mother of five goes to the back of a pick-up truck where a cashier from the Banki Yanga hands over enough money for Mrs Jaziel to go the local market and feed her family.

Mrs Jaziel said she bought food with about two-thirds of the 8,750 kwacha (£33) she received for her family for the month. The rest went on medicines, school fees for her children and fertiliser in the hope that next year, unlike this one, she will have a crop.

“I don’t have to walk 10 kilometres and carry the sacks back,” she said. “I can buy what I need. I use some of the money

to send my children to school. Before I used to sell some of the food they gave me to pay the school fees but it was still a problem to find the money.”

Malawi has few ATMs and no one waiting for cash in Dowa had ever seen one. The thumbprint scan used in the mobile bank ensures the right people get the money and, depending on the size of their family, that they get enough to feed them all. The vagaries of Malawi’s weather have left hundreds of thousands of people short of food in one part of the country while there was a 600,000 tonne surplus of maize last year. In the Dowa district fewer than 3% of people have the money to buy maize and until late last year food was shipped in, often with negative consequences for the local markets and economy.

“I can buy what I need. I use some of the money to send my children to school”



Emma Judge

A mobile bank in the Dowa District

Box 7.5: Disaster-prone countries: collecting rainwater in India

A key aim of DFID's Disaster Risk Reduction (DRR) policy is to reduce the risk of disasters at the community level. DFID is providing around £12.5 million over five years to support five NGOs working with vulnerable communities in disaster-prone countries. For example, DFID is providing £3.3 million for a Tearfund DRR project focusing on several countries in Africa, Central Asia and South Asia. This project uses 'Participatory Assessment of Disaster Risk' (PADR) where communities themselves identify the vulnerabilities and risks that they want help to reduce. The communities are then involved in designing the activities and directing the work with support from Tearfund and its partners.

Through Tearfund's PADR process, communities identified rainwater harvesting as a need in drought-affected areas of Rajasthan. As a result, most villages were provided with 'tanka' cisterns during the first year of the project. The tanka (an underground cistern measuring 10 feet by 12 feet with a holding capacity of 25,000 litres of water) provides a major source of water for agricultural production and drinking, and its use is an age-old practice in the western part of Rajasthan. Cisterns are constructed in a circular shape, normally on bare ground where surface runoff is diverted to the tanka by creating clean catchments around it. Provision is made for one inlet with a wire mesh, to ensure pollutant- and silt-free inflow. The water is generally drawn manually from its roof top. The life span of such a structure is around 15 to 20 years. Households can also channel roof water into the cisterns to help fill up the underground cisterns. The priority for the second year of the project is to revive the roof water harvesting practices in the villages.

Partnerships with humanitarian agencies

7.25 DFID's partnerships with humanitarian agencies and NGOs are guided by DFID's humanitarian policy, *Saving Lives, Relieving Suffering, Protecting Dignity*, which was launched in June 2006. This sets out how DFID will:

- improve the effectiveness of humanitarian responses;
- be a better donor; and
- reduce risk and extreme vulnerability.

7.26 DFID provides significant financial **support to humanitarian agencies** through partnership arrangements. Additional funds are given at the country or regional level in response to specific emergencies. We have partnership arrangements with the United Nations High Commissioner for Refugees (UNHCR), the Office for the Co-ordination of Humanitarian Affairs (OCHA), the World Food Programme (WFP), the International Committee of the Red Cross (ICRC) and the International Federation of the Red Cross (IFRC). DFID also has programmes with the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF) to help build up their capacity to be able to respond to humanitarian crises. These partnerships last between three and four years and in 2006/07 totalled over £60 million.

7.27 DFID also provides financial support to NGOs that work in the humanitarian sector, through the CHF (see paragraph 7.12). CHF support may be supplemented at the country or regional level to address a specific problem. In 2006/07, DFID funded 26 humanitarian NGOs through the CHF, totalling £6.5 million.



Mikkel Ostergaard/Panos Pictures

Goma, Kivu Province, DRC

Progress with reform of the international humanitarian system

7.28 The **Central Emergency Response Fund (CERF)** was established in March 2006. The fund will allow the UN and its partners to respond quickly to urgent or under-funded crises. The fund is under the control of the UN Secretary General and is administered by the Emergency Relief Co-ordinator. Donors contributed over \$399 million (£217 million) in its first year. There are now 73 donors. The UK is the single largest contributor, having already provided £40 million in 2006 and £43 million already for 2007. DFID has further committed to provide £40 million per year for the next two years (2008 and 2009), which will bring the total UK contribution to £163 million. The level of donor funding demonstrates increasing international commitment to providing predictable and effective humanitarian financing.

Box 7.6: The Central Emergency Response Fund: what is it supporting?

CERF funds enabled helicopters to reach those affected by the floods in the Horn of Africa in October and November 2006 in addition to funding programmes in health and water and sanitation to reduce the spread of water-borne diseases. In the Democratic Republic of Congo, a total allocation of \$38 million (£21 million) from July to October 2006 has accelerated priority life-saving programmes including malaria control, cholera response and the protection of internally displaced persons.

7.29 Alongside these efforts, a number of donors have been trialling the **pooling of humanitarian funds** to ensure better co-ordination and prioritisation. Independent assessments have concluded that pooled humanitarian funds in Sudan and the DRC have improved planning and programming and created stronger incentives for co-ordination. An independent evaluation of the pilot commended the approach, despite some teething difficulties, and recommended that the pilots be maintained and the potential for replication explored.

- 7.30** The UN has improved the recruitment and training of **humanitarian co-ordinators**. Twenty-one experienced and respected humanitarian co-ordinators drawn from the UN and NGOs have been recruited and trained and now make up a pool which can be drawn on to respond to new crises, most recently in Lebanon.
- 7.31** The ‘**Cluster Approach**’, launched in late 2005 by the UN Emergency Relief Co-ordinator, was piloted in 2006 in DRC, Liberia and Uganda and was also used during the Pakistan earthquake. This approach identifies lead agencies that will take responsibility for ensuring better performance and co-ordination in nine humanitarian sectors, including shelter, water and sanitation and health. Early assessments have shown that the Cluster Approach has improved co-ordination and is encouraging more comprehensive humanitarian provision. At the end of 2006, it was agreed that the cluster approach should also be applied to the education sector and we look forward to improved co-ordination that this will bring to the delivery of education services. DFID is continuing to work with others to maintain the current momentum and improvements to the international humanitarian system.

Good humanitarian donorship

- 7.32** DFID’s humanitarian policy, published in June 2006, sets out how we will deliver our commitments to good humanitarian donorship (GHD). Twenty-four countries participate in the GHD initiative and DFID is the current chair. Our policy reaffirms DFID’s commitment to principled humanitarian assistance and provides a framework to guide the UK’s investment in a robust international system.
- 7.33** Under UK chairmanship, the OECD-DAC agreed to use the GHD principles as the reference point against which members’ humanitarian work would be measured. It also agreed to include humanitarian issues as a permanent feature of the DAC’s peer reviews and to a new definition of humanitarian assistance which will be used to compile DAC statistics. In November 2006, the House of Commons International Development Committee agreed that it would use GHD principles as the benchmark for future enquiries on humanitarian affairs. Since July 2006, the UK has been working with Denmark (the new co-chair) and others to ensure that official humanitarian resources are allocated according to need and to strengthen co-ordination between donors at country level.
- 7.34** An independent assessment of progress by signatory countries against GHD objectives reported a positive impact of the initiative on donor behaviour².

Security and development

- 7.35** While aid can have a considerable impact on development and reducing poverty, policies beyond aid, for example security policy, can have an even greater impact. DFID works with other UK government departments, the EU and international partners on policies that can affect development. This section

2 See Development Initiative (2006) *Global Humanitarian Assistance*, Development Initiatives, Evercreech.

covers DFID's work with the rest of government on security and development. See Chapter 9 of this report for coverage of other policy areas, such as migration, trade and investment.

- 7.36** DFID's *Security and Development Strategy* sets out how it collaborates on government security strategies affecting low income countries, including those on conflict prevention, tackling insecurity and addressing the threat to the UK from terrorism. It highlights how DFID's work on issues such as tackling social exclusion, improving governance and access to justice and increasing economic opportunities can contribute to preventing conflict and improving security for the poor. It also underlines the importance of pooling expertise and analysis with other government departments in order to develop shared understanding of the issues.
- 7.37** The 2006 White Paper commits the UK to working with developing country governments and other partners to improve security and access to justice for the poor. It also highlights the importance of strengthening international regulation of the arms trade, and reaffirms the government's commitment to ensure that UK arms exports do not undermine development, for example by endangering human rights or increasing the risk of conflict.

Action by the UK government

- 7.38** In 2005 the Attorney General started work to improve the coherence of UK support to justice sector reform overseas. During 2006, the FCO and DFID chaired a **Justice Sector Reform Steering Group**, comprised of 18 interested departments and agencies, to look at the issues in more depth. The Steering Group has developed common principles of engagement to guide work in this area, based on development best practice, as well as improved information sharing between departments.
- 7.39** The FCO and MOD worked, together with DFID, to secure a **UN General Assembly resolution leading to negotiations on an Arms Trade Treaty**. A treaty would be aimed at preventing arms transfers to destinations of concern, particularly countries caught up in conflict – many of which are low income countries.
- 7.40** In October 2006, DFID started work with FCO and MOD, through the UN, to minimise the harm to civilians caused by 'dumb' cluster munitions. Since then, the UK has announced that it will no longer use these types of **cluster munitions** and will support efforts to reach an international agreement by the end of 2008 which bans them altogether.

Box 7.7: Cluster munitions

In October 2006, DFID, FCO and MOD ministers agreed that the UK should use the forthcoming Review Conference on Certain Conventional Weapons to announce that the UK would phase out its use of 'dumb' munitions (ie. those which do not self-destruct or do not discriminate between civilian and military targets).

At a follow-up meeting in Oslo in February, DFID formed part of a delegation which committed the UK, and many other countries, to seeking a new legally binding instrument of international humanitarian law restricting the use of cluster munitions (CMs) that have unacceptable consequences for civilians by the end of 2008. In the world of multilateral disarmament this is a very ambitious target. It will be particularly challenging to bring in the main users and producers of these weapons who were not represented in Oslo. But we are confident that a process is now underway which will reduce the humanitarian impact of cluster munitions.

To add momentum to these international efforts, the Defence Secretary announced that the UK will withdraw its dumb cluster munitions immediately. This puts us in a much better position to argue for other countries to do likewise and to work with others for an outright ban on cluster munitions that carry an unacceptable risk of harming civilians.

Future work

- 7.41** In 2007, the Department of Trade and Industry (DTI) will lead a review of the secondary legislation under the Export Control Act, which regulates the arms export licensing process. This will provide an opportunity to address issues of concern from a development perspective. In particular, DFID will work with the DTI and others to examine whether there is a need to strengthen or extend controls on arms brokering. Arms brokers are often involved in transfers of weapons to destinations of concern, particularly in Africa.
- 7.42** During 2007, DFID will continue to involve other government departments in the production of its Country Assistance Plans, in order to enhance understanding of the development challenges and how other UK policies impact on development.