

PSA Delivery Agreement 30: Reduce the impact of conflict through enhanced UK and international efforts

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VISION

1.1 In a world of global communications and markets, the UK's security and prosperity depends more than ever on what happens in other parts of the world. The UK has to be active internationally to shape global developments for the benefit of its citizens, and because the UK is committed to a safer, more just and prosperous world. We live in a period of rapid change – we have moved from the relative certainties of the Cold War to a more complex and uncertain world. More issues are cutting across national boundaries and new global actors are emerging. The UK's open economy, diverse society and international responsibilities offer opportunities in the next decade, working with others, to shape the future for UK citizens and the world.

1.2 Conflict anywhere limits these opportunities. Where conflict exists, achievement of any other UK Government objective is harder to achieve. So preventing and managing international conflicts is core UK Government business. Preventing and resolving conflict allows the benefits of economic prosperity to spread, allows democracy and good governance to take root and flourish, allows the rule of law (including human rights) to be established and respected, and improves the quality of life of those threatened by, suffering or emerging from conflict.

1.3 Within this context, the outcome the UK Government aims to achieve is: A global and regional reduction in conflict and its impact through improved UK and international efforts to prevent, manage and resolve conflict, and to create the conditions required for effective state-building and economic development.

1.4 Specifically, the UK Government's vision for conflict prevention and resolution in 2008-2011 is for a downward trend in the number of conflicts and their impact, globally and regionally, in particular in sub-Saharan Africa, Europe, Central and South Asia, and the Middle East and North Africa.

1.5 Within these regions there are many conflicts in which the UK is already engaged, and in which the UK will continue to engage during the 2007 Comprehensive Spending Review period. This Delivery Agreement sets out objectives for a small selection of these conflicts, and uses these as the context in which progress in achieving this PSA will be measured.

1.6 In order to achieve this PSA, the UK Government will take a strategic, long-term approach to international security and conflict issues, invest in international institutions, and build UK capability to plan, co-ordinate and deploy civilian and military resources. The UK will look at the widest possible range of activities, from conflict prevention and resolution through to stabilisation, post-conflict reconstruction, development and other aspects of state-building (including building democratic processes and institutions, the rule of law and respect for human rights), and the important link into long-term and sustainable development.¹ The UK will also continue to deliver targeted programmes, both directly and through others. The UK will maximise the contribution of all the instruments at its disposal, including the Conflict Prevention Pool, the new Stabilisation Aid Fund, and the Post Conflict Reconstruction Unit, now to be renamed the Stabilisation Unit.

¹ See also PSA 29.

1.7 The selection of a small number of conflicts must not be taken to imply that these conflicts are the only areas in which the UK is interested or involved. They reflect neither the entirety of the UK Government's engagement in conflict – it would not be possible to list every such engagement – nor policy priorities. Rather, the list represents an illustrative selection of the conflicts in which the UK engages, allowing measurement of UK Government activity throughout various stages of conflict. The countries and regions have also been selected to show the benefits of joined-up working across the UK Government.

2

MEASUREMENT

2.1 This PSA will be supported by four indicators, set out below. The broad approach to measuring progress is set out in the Measurement Annex. It is important to note that this Annex will be updated both prior to April 2008 and during the life of the PSA to reflect necessary changes to the assessment criteria. The Annex should therefore be seen as a living document.

Indicator 1: A downward trend in the number of conflicts globally, in particular in sub-Saharan Africa, Europe, Central and South Asia, and the Middle East and North Africa

- Measuring overall levels of conflicts will follow the methods used by the Human Security Centre, which monitor trends over time using consistent data sets. This will generate a headline assessment of global trends subject to regional breakdown.

Indicator 2: Reduced impact of conflict in specific countries and regions (Afghanistan, Iraq, Balkans, Middle East, Sierra Leone, Democratic Republic of Congo and the Great Lakes region, Horn of Africa, Nigeria and Sudan)

- Measuring the impact of conflict in specific regions or countries will require the use of baskets of quantitative measures. Not all will be equally applicable to all conflicts – no two conflicts are alike. All will be supported by qualitative measures and a narrative commentary that will establish the overall context and explain more fully complex situations that statistics alone cannot.

Indicator 3: More effective international institutions, better able to prevent, manage and resolve conflict and build peace

- Measuring the contribution of international institutions will require the use of a basket of measures looking at both effectiveness and capability. Not all will be equally applicable to all institutions, and the emphasis between effectiveness and capability will vary between institutions. It is important to bear in mind, when addressing capability, that most international institutions (e.g. NATO or the African Union) do not have their own resources, but rather rely on the resources that their members are willing to devote to them.

Indicator 4: More effective UK capability to prevent, manage and resolve conflict and build peace

- Measuring the effectiveness of UK capabilities will involve the use of a range of existing tools designed to monitor departmental activity in support of agreed strategies, from national military capabilities to long-term sustainable development support.

2.2 An underlying and unifying principle is that of a “comprehensive approach”¹ – genuinely joined-up planning and implementation to ensure UK engagements, and those of other actors, including international institutions, are greater than the sum of their parts. This also reflects the importance of engaging beyond the UK Government in

¹ “Comprehensive approach”, “effects-based approach”, and “comprehensive planning” are all terms originally used by the US or UK military. “Integrated planning” is one of several equivalents from civilian (UN) jargon. All of these expressions describe or arise from the growing recognition of a need to combine various approaches, whether civilian or military, whether governmental or not, to improve the effectiveness of activity through the conduct of more coherent assessment, planning and implementation of conflict management or peace support operations. For the UK Government, a “comprehensive approach” will promote a shared understanding of the situation and common aims and objectives which will govern UK Government efforts in conflict situations, particularly where military action is foreseen; develop structures and processes to help align planning and implementation in conflict situations; establish relationships and cultural understanding, through common training, exercising, analysis and planning.

delivering this PSA's objective – success under this PSA will require input from other actors, not least civil society.

2.3 Quantitative measures of progress will be supported by qualitative and narrative assessments. Only when these are combined will a full picture of progress towards reducing the impact of conflict become clear. Raw statistics on their own will not be sufficient, and it will often be the qualitative assessments and supporting narrative that reveal the underlying direction of the conflict, its impact on individuals, and the effectiveness of UK engagement. By combining information the risks associated with relying too heavily on one or more data sets are managed, and the delays in getting reliable data and the difficulties associated with comparing progress in one conflict to another overcome. It will also allow a different emphasis or priority to be applied to each measure, recognising that not all will be relevant to each conflict.

3

DELIVERY STRATEGY

3.1 The Foreign and Commonwealth Office (FCO), the Department for International Development (DFID), the Ministry of Defence (MOD) and the Stabilisation Unit are the principal actors responsible for delivering this PSA.

INDICATOR 1: A DOWNWARD TREND IN THE NUMBER OF CONFLICTS

3.2 By March 2011 the UK Government will aim for its activities to have delivered a downward trend in the number of conflicts globally, and in particular in Sub-Saharan Africa, Europe, Central and South Asia, and the Middle East and North Africa.

3.3 Although specific attribution to UK activities is impossible, the efforts set out below (geographical and institutional, UK and international, and others) are intended to contribute to this broad objective. The use of this Indicator should not be interpreted as an intention by the UK Government to focus its efforts on those conflicts that can be quickly resolved.

INDICATOR 2: REDUCED IMPACT OF CONFLICT

3.4 The basket of quantitative measures against which progress under this indicator will be assessed are state effectiveness, numbers of refugees/Internally Displaced Persons (IDPs), numbers of battle deaths, trends in child and infant mortality, and GDP per capita growth. These will be combined with qualitative assessments including levels of security and stability, confidence of the local population, political processes, capacity, effectiveness and governance of institutions, socio-economic conditions, wider regional impact and sustained international presence.

Afghanistan

3.5 The long-term outcome sought by the UK Government is for the Government of Afghanistan to have built sufficient state capacity for the provision of rule of law and some basic services to the Afghan population. The UK Government's shorter-term goal is to see an increase in the level of security in the south and east of the country. This will require a long-term commitment to Afghanistan by the international community of several decades, although the volume of military support should be expected to reduce to smaller training components in the medium term.

3.6 By 2011 the outcomes that the UK Government is seeking are: indications of containment of insurgent violence in the south and east by the NATO-led International Security Assistance Force (ISAF) and Afghan Government forces; a critical mass of the Afghan population confident that their Government will act in their interest; progress in central institutional capacity-building and Security Sector Reform; and an overall political accommodation that allows the legitimate interests of those aligned with the insurgency to be pursued peacefully. The UK Government recognises that these are ambitious outcomes.

3.7 The UK Government, with partners, Allies and working through NATO, the UN and other international organisations, will continue to develop the capacity of the Afghan security forces. The UK's Armed Forces will help to provide security, particularly against the insurgency, to assist the expansion of central government authority

especially to the south and east, so that the Afghan people can enjoy increasing prosperity through legitimate economic activity. The FCO and DFID will help build the capacity of the Government of Afghanistan within the framework of the Afghanistan Compact.

3.8 The UK is well placed to make a significant contribution in Afghanistan through the substantial deployment in the south of the UK's Armed Forces, its leading role in NATO (both in NATO's Brussels HQ and ISAF), and the EU where the FCO and DFID are making a key contribution to the continuing development of the EU policing (rule of law) mission. The UK Government will continue to work within these organisations to help implement a comprehensive approach to Afghanistan's problems, which emphasises both the military and civilian aspects of peace building. In Helmand Province full use will be made of the resources available to the Stabilisation Unit to support the military effort to secure the province. The UK's cross-departmental Provincial Reconstruction Team will work with civil society and the Government of Afghanistan to resolve tribal conflict in the south and build the credibility and legitimacy of the Government.

3.9 The UK Government will make full use of its civilian presence in Afghanistan to promote civilian reconstruction. DFID will support the Government of Afghanistan and the World Bank to build public services and extend its reach across the provinces, particularly in Helmand. The Afghan Inter-Departmental Drugs Unit will continue to work with the Government of Afghanistan and others to effectively implement the Afghan National Drugs Control Strategy, including by supporting the Government of Afghanistan to mainstream counter narcotics across its development activities, beginning with rural livelihoods programmes. The FCO will press the United Nations to maximise the impact of its presence in Afghanistan, including expansion into other provinces as appropriate.

3.10 The international dimension is crucial to success in Afghanistan: much will depend on the role played by the UK's partners, and by the Government of Afghanistan and Afghan people. The FCO will play a leading role in bringing coherence to these international efforts.

Iraq

3.11 The ultimate outcome sought by the UK Government is a democratic, stable, united and law abiding Iraq which co-operates with the international community and poses no threat to its neighbours or to international security.

3.12 The key to a sustainable reduction of violence in Iraq is political reconciliation and inclusive government, in which the interests of Iraq's different communities are fairly represented. The UK Government will work with Coalition partners and multilateral organisations to support and encourage outreach and national reconciliation by the Government of Iraq. The UK Government will similarly work to support and encourage progress on national political issues such as reviewing the constitution, new hydrocarbons legislation and reform of the de-Ba'athification process. The FCO will press Iraq's neighbours to end activities which support insurgents or undermine the political process.

3.13 The outcomes sought by 2011 include a Government of Iraq which can deal effectively, and with minimal international support, with security threats to stability, democracy and the rule of law; and which can provide effective economic governance and improved living conditions. The UK will work with the Coalition to deliver the

transition of security functions to capable Iraqi authorities. FCO and DFID will also work through multilateral organisations and with international partners to ensure the widest possible support for capacity-building in Iraq, in addition to the UK Government's DFID-led direct capacity-building assistance.

3.14 Much will depend on the determination and capability of the Government of Iraq to deliver the necessary political and economic progress. The UK is well placed through its prominent place in the Coalition, the FCO's diplomatic posts and the presence in Iraq and the region of the UK's Armed Forces, to exercise influence across a wide range of activity. Engagement by the main multilateral institutions where the UK has influence has increased following the launch of the International Compact for Iraq in May 2007. UK relations with some of the key regional players will also be important and although relations with Iran and Syria are difficult, the FCO will continue to engage these countries with the aim of persuading them to play a constructive role in Iraq.

Balkans

3.15 The outcome the UK Government seeks is stability across the Balkans, with integration into Euro-Atlantic structures, and stable and durable resolution of Kosovo's final status. The outcomes sought by 2011 include: Kosovo's status resolved and its governance improving; a better functioning Bosnia-Herzegovina with reduced ethnic tensions; and a stable, secure region making progress towards the EU and NATO.

3.16 The FCO will work for a reduction in tensions between ethnic communities, including by working to strengthen the governance capacity of state-level institutions in Bosnia-Herzegovina, encouraging progress in co-operating with the International Criminal Tribunal for the former Yugoslavia (ICTY) across the region, and encouraging the countries of the region to undertake the reforms that will lead to integration into NATO/EU. DFID will work to increase donors' impact, particularly in improving governance, reducing unemployment and social exclusion, and preventing conflict.

3.17 The UK is well-placed to exercise influence through the EU, NATO and the UN, as well as bilaterally. The UK's Armed Forces will continue to contribute to security in the region through direct UK participation in NATO security forces, while the FCO will work to ensure participation in the International Civilian Presence and the EU's policing (rule of law) mission in Kosovo. Progress will depend on the ability of Bosnia-Herzegovina and Kosovo to consolidate good governance, and on Serbia's willingness to take the necessary steps to open the way for the region's closer integration into NATO/EU.

Middle East (including Arab/Israeli conflict and Lebanon)

3.18 The outcome sought by the UK Government by 2011 is a return to a peace process with:

- significant progress towards a negotiated settlement;
- a reduction in the levels of violence;
- higher quality of life for the Palestinian people through improved movement and access, economic development and humanitarian assistance;
- progress towards the establishment of viable Palestinian institutions for a future Palestinian State; and

- progress on a resolution to the Syrian track, with Israeli withdrawal from the Golan Heights, in exchange for Syria's recognition of Israel's right to exist and more constructive Syrian policies across the region.

3.19 The UK's policy and approach in Israel and the Occupied Palestinian Territories is based on FCO-led diplomatic support for the Middle East Peace Process, including the Syrian track, and a two-state solution to the Israeli/Palestinian conflict. The FCO's network of missions in the region gives the UK Government particular access and influence over the political process. The MOD's regional network of Defence Attaches supports close military relations with many Middle Eastern states through which the MOD leverages support of UK Government-wide objectives.

3.20 DFID's programme of support explicitly recognises conflict as the major inhibitor to development and links programme activities to creating an enabling environment for peace. DFID's three main programme objectives are: more effective, accountable and inclusive Palestinian Authority institutions; humanitarian and development assistance delivered more effectively; and enhanced prospects for peace.

3.21 On Lebanon, the outcome sought by 2011 is the development of a strong, stable Government free from Syrian interference, with full authority throughout its territory; no resumption of civil or regional conflict; and progress towards implementation of key UN Security Council Resolutions, including SCR1559, 1595 and 1701. The breakdown of departmental responsibilities in Lebanon is similar to that of the Middle East Peace Process (MEPP), with the exception that DFID does not have a specific geographic programme supporting the Government of Lebanon. However, a significant amount of DFID's contribution to the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNWRA) is directed at Palestinian refugees in Lebanon.

Sierra Leone

3.22 The outcome the UK Government is seeking is a stable, prosperous and democratic Sierra Leone within a conflict-free West Africa. The UK Government will maintain pressure on political leaders, following the 2007 general elections, to make further progress towards these goals. The UK Government will also maintain a high-level critical dialogue with the new Government of Sierra Leone to ensure that sustained improvements in governance and continued security sector reform minimise the risk of a lapse back into conflict.

3.23 DFID will continue to use its aid programme to support efforts to promote peace, sustainable economic growth and democracy, and will press the Government of Sierra Leone to work with donors to address potential causes of instability, including widespread poverty, youth unemployment and lack of basic services. The UK (largely through the Conflict Prevention Pool) will continue to play an important role in supporting security sector reform including leading the International Military Advisory and Training Team.

3.24 FCO diplomatic efforts will ensure that the UN remains engaged including through the Peace Building Commission where Sierra Leone will be an early test case of the UN's ability to move from stabilisation to addressing longer-term development issues. Progress will also depend on measures taken by the Government of Sierra Leone to address internal problems, and the international community's continued engagement. And it will depend to an extent on the situation in neighbouring Liberia, Cote d'Ivoire and Guinea – a deterioration towards conflict in any of those countries has the potential to de-stabilise Sierra Leone.

Democratic Republic of Congo and the Great Lakes Region

3.25 The outcome sought by the UK Government is a peaceful and stable Great Lakes region, where countries have constructive bilateral relations, where there is no reversion to ethnic conflict, and where democratic governance in the Democratic Republic of Congo (DRC) brings to an end internal and regional instability in which warlords and armed groups act with impunity.

3.26 The UK Government will work with partners, the UN, and donors to use DFID's programmes to support peace, stability and democracy in the countries of the region, and in DRC to ensure an effective UN role, to press opposing parties to work with democratic structures.

3.27 The UK Government's ability to influence events in the DRC is linked to DFID's bilateral aid assistance, co-ordinated action with key international partners, and FCO-led diplomatic efforts through the UN and the UN's peace support operation. The FCO and DFID will continue also to ensure the EU uses its development assistance constructively, and supports good governance through European Security and Defence Policy (ESDP) missions. In the past the UK Government has supported the deployment of EU troops at times of crisis and would be willing to do so again. The UK Government will also use its influence with DRC's neighbours. Much will depend on the DRC's ability to develop political and security structures which help bring an end to political and other violence. The Conflict Prevention Pool will support demilitarisation and the development of effective security structures with appropriate oversight.

Horn of Africa

3.28 The outcome sought by the UK Government is a peaceful and stable region in which substantial progress is made towards Somalia becoming an effective and democratic state, and towards Ethiopia and Eritrea resolving their bilateral and regional conflicts through negotiation and dialogue.

3.29 The UK Government will work with partners, the UN, regional organisations and donors to help the delivery of the transitional period in Somalia to prevent further conflict; in particular via the conclusion of a constitutional process agreed by all stakeholders, and agreement on the process and timetable for national, regional and local elections. The UK will use DFID's programmes and the Stabilisation Unit and MOD's expertise to support peace-building, democracy and reconstruction in the country. The FCO will work with partners, the UN, regional organisations and donors to bring Ethiopia and Eritrea to an understanding in which they work to resolve their disagreements by dialogue and negotiation, and to minimise confrontations through proxies and support of mutual enemies.

Nigeria

3.30 The outcome sought by the UK Government is a stable, democratic and prosperous Nigeria, able to resolve its own political and economic problems by non-violent means and acting as a force for good in the region. Working with close partners, particularly the EU and US, the UK Government will encourage the new Nigerian Government to:

- continue domestic reform;

- improve governance after flawed elections in April 2007;
- tackle endemic violence in the Niger Delta; and
- avoid any deterioration in the mainly Muslim North.

3.31 DFID will continue to help build the conditions for poverty reduction and good governance. Conflict Prevention Pool-funded activity will support the professionalisation of the Nigerian armed forces and their capability to play a leading role in African peacekeeping, and peacebuilding in key flashpoint areas across the country. FCO-led diplomatic efforts will continue to encourage Nigeria actively to engage in building peace in the Economic Community of West African States (ECOWAS) region and across Africa as a whole.

Sudan

3.32 The outcome sought by the UK Government is a peaceful and stable Sudan achieved through a peace agreement in Darfur, full implementation of the Comprehensive Peace Agreement (CPA) between north and south, and containment of the spill-over of any disputes into and from neighbouring countries. The danger of East-West conflict over-spill should also be reduced by stabilising the situation in neighbouring Chad.

3.33 The FCO will lead UK diplomatic efforts to put political pressure on all parties to secure a Darfur peace agreement and implementation of the CPA. The UK will continue to work with the UN and the African Union (AU) to ensure effective peacekeeping by the UN/AU Hybrid Mission (UNAMID). The UK will work with the UN Security Council members and others to put pressure on those obstructing progress.

3.34 The UK Government will remain engaged in Sudan, primarily through DFID's bilateral assistance programmes, support for EU assistance, and through the FCO's work at the UN. Achieving the outcome will depend on the willingness of the Government of Sudan, Sudanese opposition movements and government of neighbouring states to work constructively with the UN in resolving internal Sudanese disputes.

INDICATOR 3: MORE EFFECTIVE INTERNATIONAL INSTITUTIONS, BETTER ABLE TO PREVENT, MANAGE AND RESOLVE CONFLICT AND BUILD PEACE

3.35 While the UK Government will work to develop its own capability and improve the effectiveness of its engagement on conflict, an essential complementary element of this Delivery Strategy is a strong and effective international system. Only by working with and through our international partners will the UK be able to have the global impact sought in this PSA. The focus in this part of the PSA on the United Nations (UN), NATO, the European Union (EU) and African Union (AU), is not intended to diminish the important role played by other institutions, including the Organisation for Security and Cooperation in Europe (OSCE), Council of Europe, and the Commonwealth. All of these institutions, but in particular the UN, NATO, EU and AU, are central to the achievement of this PSA.

3.36 Progress against this indicator will be assessed using a basket of measures including early response in order to prevent conflict, effective peace support operations, sustainable peacebuilding, the use of a comprehensive approach,

leadership capability and effective use of resources and performance management. It will be important to avoid the trap of measuring systems and mechanisms put in place or operated by the international institutions, and instead focus on impact and the changes effected by the international institutions through their engagements in conflicts.

The United Nations

3.37 At the UN, the FCO, working with MOD and DFID, will continue to use the UK's position as a permanent member of the Security Council to ensure that the Council acts effectively to deal with conflict. This will involve making maximum use of the wide range of tools at the Council's disposal including:

- using Security Council meetings to highlight potential conflicts and/or state failure;
- supporting early warning and discreet diplomacy and regional initiatives;
- responding rapidly to outbreaks of violence and increased tension;
- arranging for Security Council missions to visit vulnerable areas;
- where necessary working for smart targeted sanctions;
- realistic and robust peacekeeping mandates, which lay the foundation for peacebuilding.

3.38 The UK Government will also work with others to promote willingness and capacity to operationalise the international agreement on 'responsibility to protect' in specific cases.

3.39 FCO and DFID will jointly encourage the UN system to help prevent conflict by focusing on early warning, and critically, early action. The FCO and DFID, including through activity funded by the Conflict Prevention Pool, will support the UN Secretary General to make maximum use of his authority and ability to conduct "good offices missions", as well as his Special Advisers on the Prevention of Genocide and on the Prevention and Resolution of Conflict and Department of Political Affairs Mediation Support Unit. DFID will also push for the UN – in particular UNDP – to help prevent conflict by addressing the structural causes of conflict and to deliver more effective and conflict-sensitive development in fragile countries, both before and after the conflict.

3.40 FCO and DFID will continue to support reforms to improve the UN's effectiveness in peacebuilding, such as the UN's Peacebuilding Commission, UN Peacebuilding Fund and the UN Rule of Law Unit. FCO and DFID also continue to support wider UN reform, including of its management, and improvements to the UN's human rights machinery. A more accountable and efficient UN Secretariat and more coherent development system will contribute to improved delivery of UN development and humanitarian operations. FCO, MOD and DFID will work to develop improved UN military and civilian peacekeeping planning and implementation capability, and where necessary the UK Government will push for the UN to work more closely with other international organisations such as the AU, EU and NATO.

3.41 MOD will contribute directly to UN mandated missions and peace support operations by providing UK troops and assets subject to other commitments, and, with Conflict Prevention Pool partners, will invest in a significant increase in the number and quality of peacekeepers available internationally.

NATO

3.42 FCO and MOD will continue to push for NATO to increase its capability to deploy quickly and mount complex humanitarian assistance, stabilisation, peacekeeping and peace enforcement missions, often in conjunction with other international organisations such as the UN, EU or AU. The UK Government will work for an outcome at the 2008 NATO Summit that reinforces this direction and embraces broad issues such as humanitarian relief, deterrence, peacekeeping and peace enforcement where relevant to NATO's predominantly military role. The UK Government will work within NATO to develop closer relations with its partners, including Russia through the NATO-Russia Council. The UK Government will work towards concrete progress in NATO's enlargement, recognising its contribution to longer-term stability thus reducing the risk of conflict and enhancing peace.

The European Union

3.43 In the EU the FCO and DFID will work to ensure that the EU improves the use of the tools at its disposal, and ensures coherence between them. The FCO and DFID will ensure that the EU, including the Commission, contributes effectively to crisis response and preparedness through strategic use of the new Stability Instrument and through more conflict-sensitive country programming. The FCO and MOD will push for the EU to continue to deploy European Security and Defence Policy (ESDP) missions where the EU can make maximum impact, for example the ESDP policing (rule of law) missions in Afghanistan and Kosovo, and where relevant to strengthen or improve their scope. In the UK, the FCO and Home Office will continue to improve arrangements for contributing police and other specialists to EU and UN missions, where necessary. The FCO and MOD will support the development and use of the EU battle groups to deploy rapidly and stabilise conflicts where it is appropriate for them to do so. The UK Government will encourage the EU to give greater technical and financial support to the AU.

The African Union

3.44 FCO, MOD, DFID and the Conflict Prevention Pool will support the achievement of the Gleneagles and other G8 and EU commitments on support for the Africa Peace and Security Architecture. This will include helping to meet the AU's targets in making an Africa Standby Force (ASF) operational by 2010; and making a Panel of the Wise fully operational and increasingly effective in mediating disputes by 2009. Within the framework of the ASF, the UK Government will help improve AU capacity to conduct peacekeeping by:

- assisting the development of an effective and adequately resourced HQ and planning organisation for peace support operations within the AU Commission;
- helping to build ASF planning and command structures at sub-regional level;
- helping selected African states improve their capability to field troops for AU (and UN) peacekeeping missions.

3.45 The UK can expect to exert influence in all of the above institutions, although its impact will vary – the UK is a key player and can exert significant influence in some, but not all. Inevitably, the UK cannot determine outcomes on its own. Some of the issues identified above remain politically sensitive for many countries, for example efforts to

develop a better early warning capability, which is seen by some states as an infringement of sovereignty.

INDICATOR 4: MORE EFFECTIVE UK CAPABILITY TO PREVENT, MANAGE AND RESOLVE CONFLICT AND BUILD PEACE

3.46 Unless UK capabilities develop, and the effectiveness of UK engagements improves, other activities under this PSA will take longer to deliver the required outcomes. The lines of activity set out under Indicator 4 provide the foundation for the activities required by the UK Government to deliver the necessary contributions to the wider efforts set out under Indicators 1, 2 and 3.

3.47 Necessarily, these activities focus on UK Government and its component departments and bodies. They represent a step change in the UK Government's approach to its engagement on conflict, particularly the speed and agility of its response to opportunities to prevent, manage and resolve conflict.

3.48 During the 2008-11 period:

- the UK Government will develop its joined-up approach to conflict and strengthen its own policy coherence. The Cabinet Office will lead departments in their use of a new strategic approach to inform decisions relating to the UK's engagement in conflict situations spanning the spectrum from conflict prevention, management and stabilisation to consolidating peace. This includes establishing links to the UK's efforts, primarily through DFID (and as set out in the PSA on International Poverty Reduction), to build long-term and sustainable development. When making decisions about UK Government engagement in conflict, FCO, DFID and MOD Ministers will be able to assess the relative balance of investment in activities across and between conflicts, and determine priorities for the allocation of UK effort and resources accordingly. This will help the UK Government develop the agility required to respond earlier and more quickly to opportunities to prevent, manage and resolve conflict;
- the UK Government, led by the MOD and Stabilisation Unit, will clarify the roles and tasks played by UK military and civilian resources in the various stages of conflict situations. A new Stabilisation Aid Fund (see below) will bring together funding for civil effect in 'hot' conflict zones. The UK Government will also extend its database of deployable civilian experts, and rationalise the processes for their deployment. Drawing on FCO and Stabilisation Unit resources, the UK Government will develop an enhanced capability for getting the right numbers of experts, with the right skill sets, on the ground quickly;
- the UK Government will enhance its early warning and horizon scanning analysis, and ensure that it is embedded into FCO, DFID and MOD (and wider Whitehall) forward-look processes, allowing decisions to be taken sufficiently early to inform integrated planning and, where appropriate, other aspects of a comprehensive approach to potential conflicts; and
- achievement of this PSA will require a significant contribution from non-governmental bodies. Drawing on existing initiatives, such as the Prime Minister's call for collective action to meet the Millennium Development Goals,¹ the UK

¹ PM's speech at the Dag Hammarskjöld Library, United Nations, New York, 30 July 2007

Government, by enhancing existing FCO and DFID out-reach efforts, will engage with a range of non-governmental stakeholders to both improve the quality of policy and its implementation on the ground.

The Conflict Prevention Pool **3.49** In support of these specific goals, the UK Government intends to merge the existing Global and Africa Conflict Prevention Pools to reduce bureaucracy, allow Ministers to focus effort where it can deliver best returns, and ensure that the new Pool remains an effective instrument for long-term conflict prevention. The global element of the new merged Pool is likely to comprise fewer, larger regional strategies focused on the areas of most concern to the UK and where the UK can have its biggest impact. The Pool will also maintain thematic programmes to deal with cross-cutting conflict prevention issues such as the spread of small arms and light weapons, and will contribute to the UK's support to the UN and AU's work on conflict. In Africa the Pool will continue to focus its support at pan-African level on the development of the African Peace and Security Architecture through working with the AU, regional bodies and civil society. On the assumption that West Africa continues to remain relatively calm, the Conflict Prevention Pool will look to scale down programmes in that region and re-invest any savings in efforts to address major conflicts in Central Africa and the Horn during the period 2008-2011. Given the scale of the requirements in these regions there will be an increased focus on multilateral approaches. The Pool will also continue to innovate and develop its Regional Conflict Adviser network and evidence base for interventions – including through improved regional strategies and monitoring of programme performance.

The Stabilisation Fund **3.50** Responsibility for conflict stabilisation activities in 'hot' zones will become the responsibility of a new fund, the Stabilisation Fund. The Fund, for which DFID, FCO and MOD will be keyholders, will fund civil conflict stabilisation activities in countries or areas where conflict is either still continuing or where the prevailing security situation does not yet permit the roll-out of prevention programmes such as the Pools have traditionally funded. This Fund will take on responsibilities currently handled by the Global Conflict Prevention Pool for civil effect in the operational theatres of Iraq and Afghanistan, allowing the new merged Pool to refocus on prevention activity in other parts of the world.

The Stabilisation Unit **3.51** The UK Government will continue to develop the role and capability of the PCRU, now to be renamed the Stabilisation Unit. The Unit will continue to be responsible for providing the civilian teams to support the design and delivery of UK civilian activities, including quick impact projects, in insecure environments often alongside UK military forces, and filling critical capability gaps in UK and international operations (eg rule of law, governance and policing advisers). The Stabilisation Unit will also facilitate cross-Government assessment and planning to stabilise countries emerging from conflict, and will identify and integrate lessons from UK interventions into future stabilisation activities.

3.52 DFID will design and implement development programmes that are sensitive to conflict issues. It will ensure that its programmes do not exacerbate conflict, and where appropriate will seek to address some of the underlying causes. DFID will concentrate its development assistance on countries with the largest numbers of poor people, particularly in sub-Saharan Africa and South Asia; and on fragile states, especially those vulnerable to conflict. Meanwhile DFID and the Conflict Prevention Pool investment will be increased in countries where security has been identified as a priority by:

- undertaking more work on safety, security and access to justice;

- supporting security sector reform;
- reducing the proliferation of small arms and light weapons;
- supporting disarmament, demobilisation and reintegration programmes for ex-combatants; grassroots peacebuilding; and supporting initiatives to tackle social exclusion and radicalisation.

3.53 Efforts to further improve joined up work across different government Departments will also continue. DFID will be the main vehicle for the links in activity and objective between this PSA and the PSA on International Poverty Reduction. In this way, DFID will support approaches to conflict prevention and, particularly, resolution that lead to post-conflict reconstruction, stabilisation, peacebuilding and long-term sustainable development.

3.54 Where conflicts are already underway, the UK will need effective military forces to create the conditions within which conflict resolution and post-conflict reconstruction can take place. MOD will continue to develop expeditionary forces that can deploy quickly and effectively in a range of situations and will ensure the UK is able to build appropriate capacity in national security forces. MOD will work with the Stabilisation Unit, FCO and DFID to ensure that UK military and civilian capacity applied together in conflict interventions are increasingly complementary and well-matched.

The threat from proliferation of weapons of mass destruction and conventional weapons

3.55 Improving UK and international efforts to prevent conflict includes working to counter the threats to international peace and regional stability from the proliferation of conventional arms and especially weapons and technologies of mass destruction and their means of delivery. Counter-Proliferation activity is important in preventing the devastating possible effects of such a conflict although it is not one of the key activities monitored under this PSA.²

3.56 Government Departments, including the FCO, the Department for Business, Enterprise and Regulatory Reform, MOD, HM Revenue & Customs and Cabinet Office are all part of a co-ordinated Whitehall approach to the proliferation of WMD. Their work on this issue is set out in a Ministerially-agreed cross-departmental strategy based around four pillars:

- to dissuade others from acquiring or developing weapons and technologies of destruction;
- to detect attempts to do so;
- to deny access to those weapons and technologies; and
- to defend the UK and its interests against the threats posed by proliferation.

² See FCO DSO I - *Making the world safer from global terrorism and weapons of mass destruction*

GOVERNANCE AND ACCOUNTABILITY

3.57 The Foreign Secretary is the lead minister for this PSA. The Permanent Under-Secretary of the FCO will act as Senior Responsible Officer. He will chair a Delivery Board comprising senior officials from the FCO, MOD and DFID, together with representatives of other key contributing departments and agencies. The relevant Cabinet Committee/s will drive performance by regularly monitoring progress, holding departments and programmes to account, and resolving any inter-departmental disputes that arise.

A

MEASUREMENT ANNEX

A.1 All indicators will be the subject of further development prior to April 2008. This will include establishing 95 per cent confidence intervals and the minimum movements required for performance assessment. It will also require baselines to be established for each measure, and, for Indicators 3 and 4 in particular, further elaboration of those measures. This Measurement Annex will be updated both prior to April 2008 and during the life of the PSA as necessary.

Indicator 1	A downward trend in the number of conflicts globally, in particular in sub-Saharan Africa, Europe, Central and South Asia, and the Middle East and North Africa
Data provider	Uppsala/PRIO, Human Security Report.
Data set used	Number of conflicts, global and by regional breakdown, Uppsala/PRIO as published in the Human Security Centre's annual report.
Baseline	Available by April 2008.
Frequency of reporting	Annual, with interim reports every six months.
95 per cent confidence interval at last out turn	The subject of further analysis, to be completed by April 2008.
Data Quality Officer	Head of Conflict Group, FCO.
Minimum movement required for performance assessment	The subject of further analysis, to be completed by April 2008.
Most recent year data available	2006.
Data most recently published	January 2007.
Next update	January 2008.

Indicator 2	Reduced impact of conflict in Afghanistan, Iraq, Balkans, Middle East, Sierra Leone, DRC and the Great Lakes, Horn of Africa, Nigeria and Sudan
Data provider	Human Security Report, World Bank and the UN.
Data set used	<ul style="list-style-type: none"> • state effectiveness: trends identified from a selection of World Bank indicators. • numbers of refugees/IDPs: UNHCR annual report. • numbers of battle deaths: Human Security Report. • trends in child and infant mortality: UNICEF. • GDP per capita growth: World Bank.
Baseline	Available by April 2008.
Frequency of reporting	Annual.
95 per cent confidence interval at last out turn	The subject of further analysis, to be completed by April 2008.
Data Quality Officer	Head of Conflict Group, FCO.
Minimum movement required for performance assessment	The subject of further analysis, to be completed by April 2008.
Most recent year data available	Varies – 2004-2007.
Data most recently published	May 2007.
Next update	November 2008.

Indicator 3	More effective international institutions, better able to tackle conflict – UN, NATO, EU and AU
Data provider	Reporting by the institutions and HMG, and independent assessments made by think tanks, NGOs, academics etc.
Criteria used	<ul style="list-style-type: none"> • early response in order to prevent conflict. • effective peace support operations. • sustainable peacebuilding. • use of a comprehensive approach. • leadership capability. • effective use of resources and performance management.
Baseline	Available by April 2008.
Frequency of reporting	Annual.
95 per cent confidence interval at last out turn	The subject of further analysis, to be completed by April 2008.
Data Quality Officer	Head of Conflict Group, FCO.
Minimum movement required for performance assessment	The subject of further analysis, to be completed by April 2008.
Most recent year data available	2006-07.
Data most recently published	2006-07.
Next update	2007-08.

Indicator 4	More effective UK capability to prevent, manage and resolve conflict and build peace
Data provider	FCO, DFID, MOD, Stabilisation Unit and Cabinet Office.
Criteria used	<p>For all Government:</p> <ul style="list-style-type: none"> • new strategic approach agreed and in use leading to change in the way resources are allocated – Ministers setting priorities, recognising opportunity costs, within finite resource envelope. • increase in number and skill sets of civilians identified as available for deployment; clarity over tasks performed by Armed Forces; reach of Stabilisation Unit database. • early warning systems in place and impacting on policy decisions. • Recognition of links between conflict and poverty, including importance of addressing conflict at all stages, from prevention through to long-term peace-building and sustainable development. • greater and more genuine involvement of non-government actors. <p>Specifically for the MOD:</p> <ul style="list-style-type: none"> • Success on operations assessed against the Military Strategic Objective for each of those operations or military tasks. • To continue to provide forces at readiness capable of achieving the objectives set by Ministers for operations and military tasks.
Baseline	Available by April 2008.
Frequency of reporting	Annual.
95 per cent confidence interval at last out turn	The subject of further analysis, to be completed by April 2008.
Data Quality Officer	Head of Conflict Group, FCO.
Minimum movement required for performance assessment	The subject of further analysis, to be completed by April 2008.
Most recent year data available	N/A.
Data most recently published	N/A –baselines will be set on 1 April 08.
Next update	October 2008.

