



HM Government

# Conflict, Stability and Security Fund: Annual Report 2018/19



Foreign and Commonwealth Office,  
King Charles Street,  
London  
SW1A 2AH

Any enquiries regarding this publication should be  
sent to us at [JointFundsUnit@fco.gov.uk](mailto:JointFundsUnit@fco.gov.uk)

Cover images – clockwise from left: UK, UN PK troops; Ukraine mine risk education;  
Border Force Cutters; Meeting with community leaders, Colombia.

Conflict, Stability  
and Security Fund:  
Annual Report 2018/19



# Contents

- 1. Foreword by the Chancellor of the Duchy of Lancaster, Rt Hon David Lidington, CBE, MP ..... 2
- 2. Foreword by Dr Christian Turner, Senior Responsible Officer for the Conflict, Stability and Security Fund in 2018/19 ..... 3
- 3. Executive Summary ..... 4
- 4. Introduction ..... 8
- 5. Areas of Improvement and Change ..... 12
  - a) Monitoring, Evaluation and Learning ..... 12
  - b) Conflict Sensitivity ..... 13
  - c) Gender Sensitivity ..... 14
  - d) Transparency ..... 14
  - e) CSSF Training and Learning ..... 16
  - f) New Supplier Framework ..... 17
- 6. NSC Objective 1 – Protecting our People ..... 18
- 7. NSC Objective 2 – Projecting our Global Influence ..... 20
- 8. UK Aid Objective – Protecting Global Peace, Security and Governance ..... 22
- 9. UK Aid Objective – Strengthening Resilience and Response to Crises..... 24
- 10. UK Aid Objective – Tackling Extreme Poverty and Helping the World’s Most Vulnerable..... 26
- Annex A: Thematic Spend and Results ..... 28
- Annex B: CSSF Spend ..... 30
- Annex C: CSSF non-discretionary spend breakdown ..... 34
- Annex D: CSSF Governance ..... 36



## 1. Foreword by the Chancellor of the Duchy of Lancaster, Rt Hon David Lidington, CBE, MP

Over the last ten years the nature of conflict and instability has changed dramatically. Conflicts have become more complex and interconnected, with a direct impact on the UK. It is therefore right that the UK Government responds to these crises, conflicts and stability issues using all the tools and expertise available and looks for multi-faceted, integrated solutions.

A recent report by the World Bank and UN found that development agendas and political prevention agendas needed to be more integrated and collaborative in order to address violent conflict. Yet despite this consensus, the Conflict Stability and Security Fund (CSSF) remains unique and the only large funding instrument that can use both official development assistance (ODA) and non-ODA funding, alongside expertise from multiple government departments, to respond to conflict and instability.

The CSSF plays a key part in driving the Government's integrated response to conflict and instability, guided by UK National Security and UK Aid priorities. Its programmes help uphold the rules based international system and drive forward the UK's ambitions to meet the Sustainable Development Goals (SDG), particularly SDG 16 – to promote just, peaceful and inclusive societies. As this year's Annual Report shows, CSSF programmes are having a real impact, in some of the most difficult, complex and longstanding conflict zones.

The CSSF is a trail blazer amongst international donors, and its success is something the UK should be proud of. Its programmes directly benefit those living in fragile or conflict affected states. And in so doing, they also directly benefit the UK. Conflicts today do not respect borders, and it is in all of our interests to help the world become more peaceful, stable and prosperous.



## 2. Foreword by Dr Christian Turner, Senior Responsible Officer for the Conflict, Stability and Security Fund in 2018/19

Over the last four years, the CSSF has proved itself to be flexible and responsive to emerging government priorities. It has taken on new thematic areas such as counter-terrorism and serious organised crime, and shown that it can succeed in providing both long and short term solutions to conflict.

The CSSF is an important driver of the government's Fusion Doctrine, which aims to improve the way government capability is brought together to respond to key national security issues. The nature of conflict has changed over the last ten years, and the problems the world is facing are too big for a single solution, or for one department to respond to on their own. The CSSF is able to bridge the gap between foreign and national security policy, strategy and development programming, and its programmes and funding can be used as a platform, to further UK foreign and national security objectives.

In line with the 2015 Aid Strategy, the CSSF has supported departments from across government to spend ODA effectively. The CSSF has driven up programming standards and embedded good practice, through training, guidance and targeted assistance. For example all CSSF programmes, regardless of whether they are spending ODA or non-ODA, have to adhere to the International Development (Gender Equality) Act (2014).

Improving programme management, particularly on monitoring and evaluation, transparency and risk management were key priorities for 2018/19. These areas were raised by the Independent Commission of Aid Impact's (ICAI) 2018 review as concerning, and teams were quick to respond to new measures to drive up standards. Nearly all programmes have published information on spend and objectives, results management and monitoring and evaluation capability has been addressed, and the fund's approach to risk management has been assessed, reworked and shared across programme teams. As a result, ICAI's follow-up report noted how well CSSF teams had responded to their recommendations.

After four years the CSSF is able to demonstrate an impressive body of work as highlighted in this Annual Report. From supporting the Colombian Peace Process, to helping Kenyan authorities respond to child sexual exploitation, to helping UN Peacekeeping Missions become safer and more effective, the fund has had a wide ranging reach and has been able to make a real difference.

As I step down from my role as Deputy National Security Advisor, I look forward to seeing how the CSSF continues to build on its strengths and progress further. No other country is able to use both ODA and non-ODA to respond to crises, conflict and instability with such a broad range of multi-disciplinary solutions. As we come to the end of this Spending Review period, the CSSF will need to consolidate what it has learnt over the last four years, to ensure that these lessons inform future programmes. It should also look to define where and how its programmes have worked best, and share these experiences and learnings with other donors and experts.



### 3. Executive Summary

In 2018/19, the Conflict Stability and Security Fund (CSSF) has continued to be an important driver of the government's Fusion Doctrine by bringing cross-government capability together, using ODA and non-ODA funding to deliver programmes in support of UK National Security and aid priorities.

The CSSF continued its strong financial performance in 2018/19 and spent £1,256.8m against a cross-government allocation of £1,258.8m (99.84%). Total ODA spend was £608.7m (48.4%) and total non-ODA spend was £648.1m (51.6%). The Foreign and Commonwealth Office (FCO) continued to be the highest spending department followed by the Ministry of Defence (MOD) and the Department for International Development (DFID). However, spend by departments outside of the top three departments has risen by 33% compared to 2017/18.

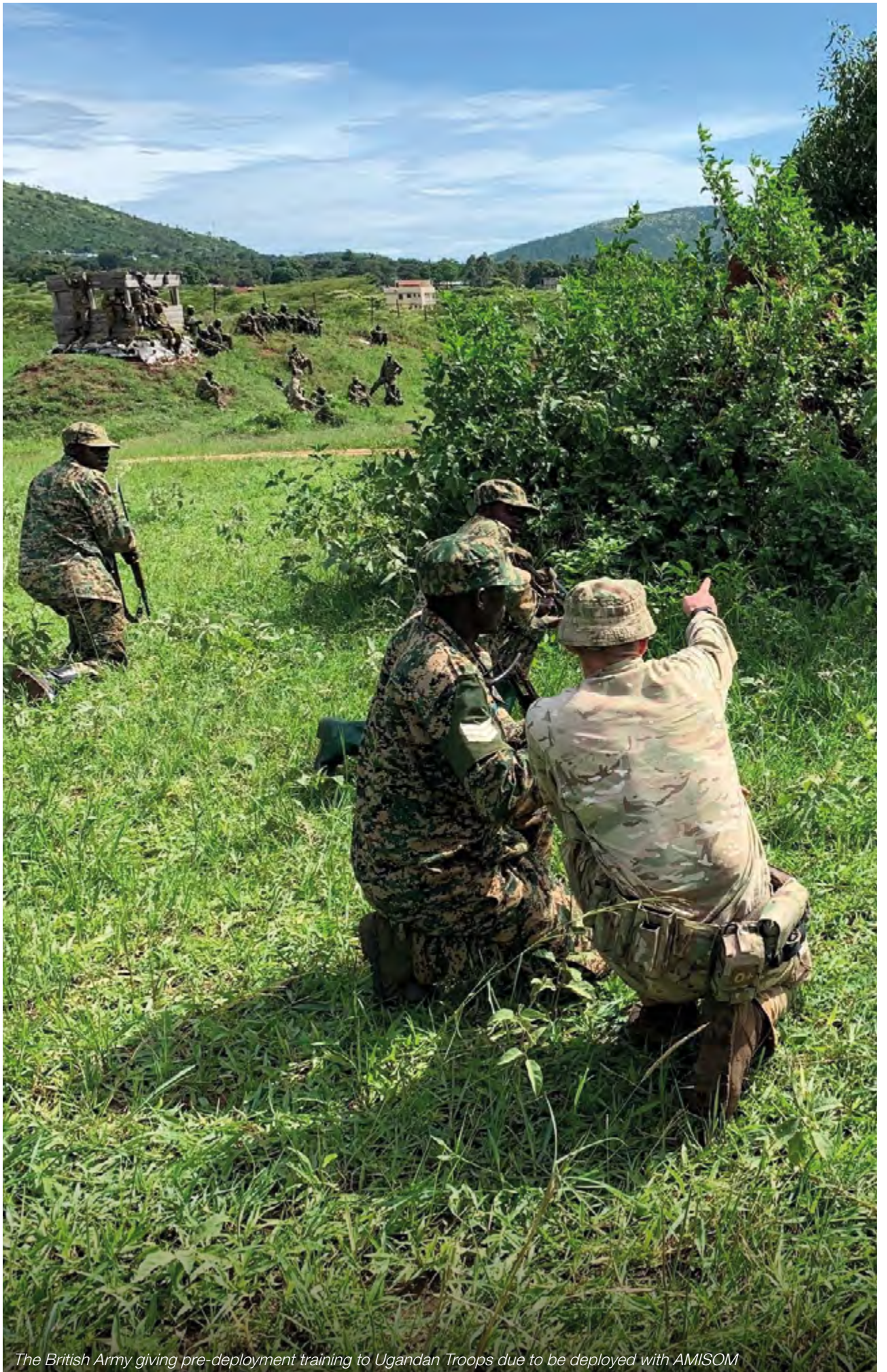
This report demonstrates the considerable progress the CSSF made in 2018/19 towards the recommendations of the National Security Capability Review and the 2018 Independent Commission for Aid Impact report into the CSSF. Ministerial oversight of the fund has increased with the new National Security Council Sub-Committee. The committee met twice to monitor the delivery of the fund against national security priorities and approve the 2019/20 allocations process for the CSSF's discretionary budget.

A new global monitoring, evaluation and learning (MEL) strategy has been developed, that focusses on strengthening the MEL tools programme teams use, building staff capacity and capability, and generating useful and timely evidence.

The conflict sensitivity marker pilot was expanded, with a further 35 programmes being audited and key learning and findings being incorporated into programme management guidance. Transparency of the fund has improved with the publication of 83 programme summaries, 63 annual review summaries and the management response to the CSSF Annual Review synthesis.

This report highlights the results and impact the CSSF is delivering across the world against its five objectives. The creation of the serious and organised crime (SOC) portfolio board and CSSF funding for a new global network of SOC advisers works towards National Security Objective (NSO) 1: Protect our People. The CSSF supports NSO 2: Projecting our Global Influence through funding the UK contribution to peacekeeping and the Global Coalition's Counter Daesh Communications Cell. CSSF programmes deliver peacebuilding activities in Northern Nigeria and support peace processes in Yemen and Colombia in support of UK Aid Objective: Protecting Global Peace, Security and Governance. The CSSF funds cross-government work in Ukraine to build resilience and reduce conflict, in support of UK Aid Objective: Strengthening Resilience and Response to Crisis. CSSF programmes deliver against UK Aid Objective: Tackling Extreme Poverty: and Helping the World's Most Vulnerable, including through funding of a new cyber centre at the Kenyan Police's anti human trafficking child protection unit to allow Kenya to better trace paedophile networks and support survivors.





*The British Army giving pre-deployment training to Ugandan Troops due to be deployed with AMISOM*



## The CSSF in 2018/19

### National Security Objective One – Protecting our people



24.8 million cigarettes seized, 2 companies and 24 individuals charged, prevented estimated loss of **€40m to Montenegrin economy**



Counter Daesh campaign **reached 5 million people** and 45% increase in Arabic language social media followers



Supported Turkey in processing **7,000 asylum claims** for vulnerable refugees

### National Security Objective Two – Projecting our Global Influence



Over **500 UK personnel** deployed to 7 UN missions



In Mali, Democratic Republic of Congo and Central African Republic – Peacekeeper casualty **numbers halved in 2018**



Double the number of IEDs discovered in Mali and **20% decrease in MINUSMA IED casualties**

### UK Aid Objective One – Protecting Global Peace, Security and Governance



**3.1 million additional women** on Pakistan's electoral roll



**60 women in the Yemen Women's Pact** across 13 local areas, participating in peace process



**61 meetings** held in Colombia between the Truth Commission and survivors of the conflict to facilitate transitional justice

### UK Aid Objective Two – Strengthening Resilience and Response to Crises



Chai Khana **won 2018 Free Media Award** for Journalists in Eastern Europe



Demining and mine risk education in Ukraine contributed to a **reduction in casualties from 281 in 2017 to 152 in 2018**



Afghanistan – **4,416,460m2 land demined (equivalent to over 3 Hyde Parks)**, contributing to safety of 15,000 people

### UK Aid Objective Three – Tackling Extreme Poverty and Helping the World's Most Vulnerable



**3,088 people saved** by Border Force Cutters in the Aegean and the Mediterranean



**90 survivors of trafficking/sexual abuse** rescued by the Anti-Human Trafficking and Child Protection Unit in Kenya\*



**Over 250 forensic medical reports** being compiled to evidence sexual violence cases in Syria.

\*Since 2017/18

## Driving Fusion



**13 Government departments** spend CSSF funds

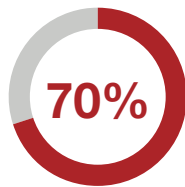


**33% increase** in CSSF spend outside of FCO, MOD, DFID compared to 2017/18

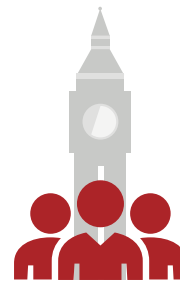
## Transparency



83 programme summaries published out of 90 – **covers 92%** of programmes



**63 annual reviews** published out of 90 – covers 70% of programmes



**First parliamentary evidence session on the CSSF** led by a Minister

## Training and Skills



**13 programme and project management courses** delivered to 244 CSSF staff



16 Stabilisation Unit thematic **technical training courses** delivered to 368 participants



**60 staff trained** in M&E, in conflict and stabilisation contexts

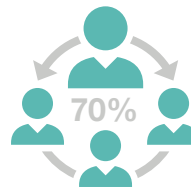
## Sharing Lessons



CSSF Global Lessons Event **attended by over 220 people**

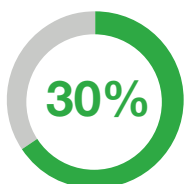


Annual Review Synthesis Management Response **published for the first time**

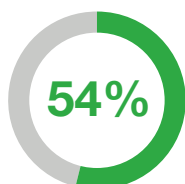


**70% of partners** in South Sudan changed their approach to conflict sensitivity based on research funded via the CSSF

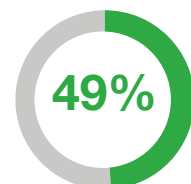
## Procurement



Increase in the number of suppliers on the **2018 Suppliers Framework**, compared to 2015 Framework



**58 suppliers** on the 2018 Framework are NGOs – 54% of total



**53 Small and Medium Enterprises** on the 2018 Framework – 49% of total

## 4. Introduction

The CSSF was established in 2015 to deliver a cross-government response to tackling threats to UK interests arising from instability and to prevent conflicts. Since then, its remit has grown considerably and the CSSF currently operates in over 70 countries, delivering 90 programmes with a budget of £1.26bn split between official development assistance (ODA) and non-ODA. Overseen by cross-government management boards at every level, its ability to deliver funds across multiple departments simultaneously and harness departmental expertise has proved invaluable for responding to fast moving conflicts. Ministers recognise the strength of having a flexible, agile and wide reaching central fund that delivers for both National Security and UK Aid priorities.

New portfolio boards created in 2018/19 include Serious and Organised Crime, the Commonwealth Fund and National Security Communications, further broadening our thematic portfolio offer. The fund is also able to flex its budget to deliver activity in line with new and emerging HMG priorities. For example during the Western Balkans Summit in July 2018, the Prime Minister committed to doubling the programme budget to £80m, by 2020/21, in order to drive forward UK strategic objectives in the region. This funding will deliver a package of programmes which work to improve security co-operation, invest in the region's cyber capability to increase economic stability, to renew our political co-operation and to help identify the remaining 12,000 missing people from the conflicts of the 1990s.

A recent report by the World Bank and UN, found that development agendas and political prevention agendas needed to be more integrated and collaborative in order to address violent conflict. They concluded that mechanisms should be established so that all tools for prevention such as diplomacy and mediation, security, and development, work together with greater synergy.<sup>1</sup>

Experts in conflict agree that the nature and intensity of conflict has changed. It has shifted from wars fought directly between states to intrastate violence, with conflicts being broadened and confused by insurgencies, terrorism and large-scale serious and organised crime.<sup>2</sup>

In 2019 the CSSF is still unique amongst international donors, in bringing together all the tools and levers available to government to respond to conflict and instability using both ODA and non-ODA funding. While other donors have integrated funds, these tend to be smaller scale or at the very early stages of development.

### Driving Fusion

The CSSF is a key driver of the government's Fusion Doctrine, which aims to improve the way capability from across government is brought together. It takes its strategic direction from the National Security Council (NSC), and reports into the National Security Secretariat, which is led by the National Security Advisor. This structure ensures that CSSF interventions complement and are synchronised with other activities being delivered under an individual NSC strategy.

1 World Bank & United Nations (2018). Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict. <https://openknowledge.worldbank.org/bitstream/handle/10986/28337/211162mm.pdf>

2 Peace Research Institute Oslo (PRIO). (2018)

Trends in Armed Conflict, 1946–2017. <https://www.prio.org/Publications/Publication/?x=11181>. Szanya, T. et al. (2017)

What are the Trends in Armed Conflicts and what do they mean for U.S. Defence Policy? [https://www.rand.org/content/dam/rand/pubs/research\\_reports/RR1900/RR1904/RAND\\_RR1904.pdf](https://www.rand.org/content/dam/rand/pubs/research_reports/RR1900/RR1904/RAND_RR1904.pdf) Krause, K. (2016)

From Armed Conflict to Political Violence: Mapping & Explaining Conflict Trends. Daedalus Volume 145, Issue 4. p.113-126. [https://doi.org/10.1162/DAED\\_a\\_00416](https://doi.org/10.1162/DAED_a_00416)

At post (UK embassies, high commissions and governors offices) cross departmental country boards pull together different departmental policy objectives and expertise to deliver programmes linked to national security objectives. For example in Ukraine, the CSSF funds different government departments to run programmes, using both ODA and non-ODA, to strengthen conflict-affected communities and support civil society, the Ukrainian government and the armed forces on areas such as peacebuilding, conflict management, gender equality, governance and security. This programme has delivered clear benefits to Ukraine, including the reduction of landmine related casualties from 281 in 2017 to 152 in 2018 and the training of over 13,000 members of the Ukrainian Armed Forces in infantry and medical skills, operational planning and logistics. It also benefits the UK because a stronger Ukraine is a UK national security objective, and the MOD's training of Ukrainian personnel provides the UK Government (HMG) with insight into the challenges of defending against Russian aggression. Further details of this programme's success are included in chapter 9.

### Catalytic Contribution

The CSSF cannot and should not address conflict, instability and insecurity overseas alone. Instead the fund acts as a catalyst, to complement the work of government departments and agencies, and to build on the relationships HMG holds with other governments and local authorities, donors and security forces. The flexibility of the CSSF allows it to deliver both short-term projects, which can then leverage further funding from other departments or donors, and medium term programmes that deliver change in fragile contexts.

For example, the CSSF partnered with a consortium of NGOs to deliver a unique conflict sensitivity research and support facility for donors working in South Sudan – a country with an ongoing humanitarian crisis and multiple aid donors and agencies, who could be unintentionally fuelling further conflict. The facility, which the CSSF funded from 2016-18 completed seven pieces of research on the risks and opportunities associated with aid programmes, and supported donors and agencies to integrate conflict sensitivity into their planning and processes. As a result over 70% of partners they worked with said that their approach to conflict sensitivity had changed and had led to different decisions being taken in project design and implementation. This innovative model has now received a five year extension with a combination of DFID core funding and financial support from other international donors.

CSSF programmes are also able to have a catalytic effect via multi-year projects. The CSSF has been supporting the peace process in Colombia since 2016, and the programme has had to adapt to take account of the changing context. In 2018/19, activity has focussed on the rehabilitation of ex-combatants and working with BEIS to address an unfortunate side effect of peace – an increase in deforestation in conflict-affected areas. Further details are included in chapter 8.



*Rural workers in Colombia*

## The United Nations Sustainable Development Goals (SDGs)

This report provides details of how the CSSF has continued to support the delivery of the Sustainable Development Goals. In 2018/19, the CSSF primarily supported:

### SDG 16, to “Promote just, peaceful and inclusive societies”

The CSSF works to help make countries more secure from threats such as terrorism, corruption, illegal migration and trafficking and to build strong independent institutions. Through the Good Governance Fund the CSSF is supporting the development of accountable and transparent institutions in Eastern Europe, Western Balkans and North Africa. The CSSF funded capacity building in multilateral institutions such as NATO and the UN and peacekeeping contributions work to promote the rules based international system. CSSF regional programmes promote rule of law at a national level and are responding to rising violence in the Middle East and Sahel.

### Goal 5, “Achieve gender equality and empower all women and girls”

All CSSF funding (ODA and non-ODA) complies with the International Development Act (2014) on Gender Equality, demonstrating consideration of the impact on gender equality. The CSSF is championing the inclusion of women in peace processes in Yemen and Colombia. It supports efforts to ensure women’s effective participation in society, for example promoting women’s livelihoods in Libya and political participation in Pakistan. In 2018/19, the CSSF spent £10.35m on Women Peace and Security, supporting efforts to end violence against women and helping survivors of sexual violence in conflict, for example in Nigeria and Bosnia and Herzegovina.

The CSSF also supports other SDGs:

**Goal 1:** End poverty in all its forms everywhere

**Goal 3:** Ensure healthy lives and promote well-being for all at all ages

**Goal 4:** Ensure inclusive and equitable and promote lifelong learning opportunities for all

**Goal 11:** Make cities and human settlements inclusive, safe, resilient and sustainable

**Goal 13:** Take urgent action to combat climate change and its impacts

**Goal 14:** Conserve and sustainably use the oceans, seas and marine resources for sustainable development

**Goal 17:** Revitalize the global partnership for sustainable development





## Global Reach of CSSF Country and Regional Programme

*2018/19 CSSF Countries, Territories and International Institutions***Americas**

Barbados  
Belize  
Colombia  
Dominican Republic  
Guyana  
Jamaica  
Peru  
St Lucia  
Trinidad and Tobago

**Eastern Europe and Central Asia**

Armenia  
Azerbaijan  
Belarus  
Georgia  
Kazakhstan  
Kyrgyzstan  
Moldova  
Tajikistan  
The Caucasus  
Turkmenistan  
Ukraine  
Uzbekistan

**Europe**

Estonia  
Latvia  
Lithuania

**Middle East North Africa**

Algeria  
Egypt  
Jordan  
Iraq  
Israel  
Lebanon  
Libya  
Morocco  
Occupied Palestinian Territories  
Syria  
Tunisia  
Yemen

**South Asia and South East Asia**

Afghanistan  
Bangladesh  
Myanmar  
Nepal  
Pakistan  
Sri Lanka

**Overseas Territories**

Anguilla  
Bermuda  
British Antarctic Territory  
British Indian Ocean Territory  
British Virgin Islands  
Cayman Islands  
Falkland Islands  
Montserrat

Pitcairn, Henderson, Ducie and Oeno  
St Helena, Ascension, and Tristan da Cunha  
South Georgia & South Sandwich Islands  
Sovereign Base areas of Akrotiri & Dhekelia Cyprus  
Turks and Caicos Islands

**Sub-Saharan Africa**

Botswana  
Burundi  
DRC  
Eritrea  
Ethiopia  
Guinea  
Kenya  
Liberia  
Malawi  
Mali  
Niger  
Nigeria  
Rwanda  
Senegal  
Sierra Leone  
Somalia  
Somaliland  
South Sudan  
Sudan  
Tanzania  
Uganda  
Zambia

**Western Balkans**

Albania  
Bosnia and Herzegovina  
Kosovo  
Macedonia  
Montenegro  
Serbia

The CSSF works with and supports International Institutions through its Multilateral Programmes with:

- African Union;
- Commonwealth Secretariat;
- European Union;
- International Criminal Court;
- North Atlantic Treaty Organisation;
- Organisations for Security and Co-operation in Europe;
- United Nations;

The CSSF Commonwealth Programme is supporting fairness, prosperity and security across 14 Commonwealth states.



## 5. Areas of Improvement and Change

As both the CSSF and its programmes have matured, the fund is now better able to use and apply its own lessons and experiences to drive improvements. Whilst the fund still uses departmental best practice, CSSF lessons are also being shared back to departments to inform programmes.

Both the ICAI report into the CSSF and the National Security Capability Review (NSCR) into the Cross Government Funds were published in March 2018, with a number of recommendations for the fund. Over the course of 2018/19 the CSSF has responded to many of the recommendations and has made significant progress in programme management, transparency and monitoring and evaluation.

**The Independent Commission for Aid Impact (ICAI)**, reviewed the CSSF in 2017. Since then the Joint Funds Unit (JFU) has driven improvements across the whole portfolio in many of the areas ICAI identified as being of concern. ICAI's recommendations were focussed on results management, Monitoring, Evaluation and Learning (MEL) and on managing risks. Many improvements have been made to address these areas, and as a result ICAI's synthesis report was positive, stating that the CSSF had "strengthened its guidance and training, and introduced new processes, related to the identification, management and mitigation of risks of doing harm". The CSSF improved on MEL and research "by strengthening its results management systems."<sup>3</sup>

The **NSCR** recommended that the Cross Government Funds (CSSF and Prosperity Fund) should align processes, procedures, tools and techniques to ensure the most efficient delivery approach is taken. During the course of 2018/19 the JFU took responsibility for managing both the Prosperity Fund and the CSSF. Since April 2018, the focus has been on combining the two teams into one central unit, with a new director who started in September 2018. Preparation for better aligning programme management and financial processes, where it can deliver efficiencies, has also started. The NSCR also recommended that the CSSF should have greater Ministerial oversight, and a new National Security Council Sub-Committee, chaired by the Chancellor of the Duchy of Lancaster, was created.

The Sub-Committee met twice in 2018/19 and approved the CSSF's allocation process for 2019/20 discretionary budgets.

### a) Monitoring, Evaluation and Learning

A new and ambitious global MEL strategy was developed in 2018/19, which focusses on strengthening the key MEL tools programme teams use, building staff capacity and capability, and generating useful and timely evidence to support learning and programme adaptation.

The CSSF takes a decentralised approach to MEL, given the unique and unpredictable contexts in which the fund operates. Programme teams produce their own 'theory of change', which sets out how UK government objectives are expected to be met by CSSF programming, and a 'results framework', which includes indicators and milestones of success for planning and monitoring purposes. Last year the JFU provided further technical support so that teams had the capability and expertise to develop more rigorous theories of change and results frameworks based on the latest evidence, and understood how to monitor them properly. Guidance for the Annual Reviews was strengthened to ensure that reviewers were better able to challenge teams on programme performance, adaptation and overall management.

Much of this work has been driven by increasing the number of embedded MEL experts across the network, providing more hands-on support to programme teams than ever before. In addition, the CSSF has worked to train teams and more than 60 CSSF staff attended training on MEL in Conflict and Stabilisation Contexts in 2018/19. Across the CSSF network six contracts with independent MEL suppliers were tendered in 2018/19, to support the larger and more complex regional and thematic portfolio teams. This brings the total number of independent MEL contracts across the CSSF to eight. These combined efforts are a step change in the CSSFs capacity and capability for MEL which is driving up standards.

<sup>3</sup> The current state of UK aid: A synthesis of ICAI findings from 2015 to 2019, <https://icai.independent.gov.uk/report/the-current-state-of-uk-aid/>

The JFU are at the final stages of contracting a supplier to underpin delivery of the MEL strategy at the fund level, so that over the next three years all CSSF portfolios will reach the same level of evaluability. It will establish cross-portfolio learning mechanisms and conduct thematic research and evaluation in strategic priority areas across different parts of the Fund. This will help the CSSF to better understand its strategic effect and share lessons from its programming. As more learning projects are completed, the JFU plan to publish these to increase transparency, and share lessons.

In 2018/19, the CSSF more than doubled the number of evaluations completed or underway. In early 2019 North Africa Joint Unit commissioned an independent thematic evaluation of their Good Governance Fund's support for inclusive economic development across the region. In East Africa the team reviewed their support to the South Sudan Conflict Early Warning and Emergency Response System (CEWERS). The review tested the effectiveness of CEWERS, its relevance to wider CSSF East Africa objectives and its strategic fit. The team also commissioned an independent evaluation of the Technical Assistance to Sudan's Peace Process. Findings are feeding into future programmatic planning.

The CSSF continued to develop its innovative approach to capturing the effects of Political Access and Influence as a result of CSSF interventions and identifying where diplomatic access and influence were instrumental in achieving aid outcomes. Previously these types of outcomes were not captured systematically. The tool was developed in East Africa, and successes were highlighted in the 2017/18 Annual Report and in the 2017/18 ICAI review. During 2018/19 the tool was shared widely across the network, with teams in the Middle East and North Africa, West Africa, the Caribbean and Migration all testing the new approach. The JFU will continue to explore innovations in MEL for adaptive programme delivery and alternatives to using linear results framework models for monitoring. Where feasible and appropriate this will include making use of the latest digital and 'big data' technology.

## b) Conflict Sensitivity

ICAI recommended that programmes should demonstrate more clearly how they identify and manage the risks of doing harm. Since the ICAI review the CSSF has done a significant amount of work to improve these processes, which ICAI agree have strengthened them.<sup>4</sup>

In 2018/19, the JFU continued to expand the conflict sensitivity marker pilot and increase its roll out.<sup>5</sup> The marker was developed to ensure programmes have a positive impact on tackling the drivers of conflict and do not inadvertently exacerbate conflict. It also works to build and share knowledge for programme teams and implementing partners ensuring that teams understand the local context and conflict dynamics, and can identify, monitor and adapt to specific conflict sensitivity risks.

Last year over 35 programmes were audited and the marker has been simplified and refined, to ensure it can be easily applied and is rigorous. The second version of the marker not only seeks to ensure that programmes have an excellent understanding of conflict dynamics, it captures how programmes are maximising the positive effects of teams' actions. The JFU alongside the Stabilisation Unit (SU) has updated all of the CSSF's programme management guidance and relevant training, to ensure it incorporates key learnings and findings from the marker tool.

A key lesson from the conflict sensitivity marker, implemented for 2018/19, was conducting an audit of the CSSF's Overseas Security and Justice Assessments (OSJA). These assessments are an important risk management tool used to assess the human rights risks, identify mitigating actions to reduce risks and ensure compliance with the UK's Human Rights obligations. An audit of the use of OSJAs across the CSSF in 2018/19 showed that the majority of programme teams have a good understanding of the human rights risks their programmes are operating in, and a realistic view of the extent to which risks can be mitigated.

4 The current state of UK aid: A synthesis of ICAI findings from 2015 to 2019, <https://icai.independent.gov.uk/report/the-current-state-of-uk-aid/>

5 The conflict sensitivity marker sets standards for all programmes to ensure that they are suitably informed by conflict analysis and that they identify, monitor and adapt to specific conflict sensitivity risks



*Pakistan Workshop*

### c) Gender Sensitivity

The CSSF recognises the importance of ensuring gender equality is embedded in all of our programming. In order to make sure that all CSSF programmes consider gender equality in a consistent way, the JFU has recruited a Gender Adviser, in addition to the three portfolio advisors, to provide on-going technical support. The SU have delivered specialised training in Gender and Migration (20 attendees) and Gender and Serious and Organised Crime (40 attendees) to CSSF teams.

Following a gender audit of CSSF funded work in the Western Balkans and Eastern Europe and Central Asia, a Gender Focal Point Network has been established for each region to enable sharing of good-practice and learning on how to integrate gender across different thematic interventions.

CSSF Pakistan has been systematically monitoring and improving the gender compliance of its portfolio this year. It has appointed a lead on gender compliance, held a workshop and created a gender tracker in their quarterly reports to track progress on their gender equality markings and gender annual review recommendations. The Democracy programme, was a key success for the programme team. It supported Pakistan's Election Commission's (ECP) campaign to bolster women's participation in

elections. Overall, UK support to the ECP's gender strategy led to the inclusion of an additional 3.1 million women to the electoral roll. According to media reports, around 9 million more women voted in the July 2018 elections, compared to the last general elections in 2013.

The CSSF continues to support delivery of the 2018-2022 UK National Action Plan for Women, Peace and Security. In addition to ensuring all conflict and stabilisation programmes contribute to gender equality, the CSSF also funds projects that target gender inequality as their principal objective.

### d) Transparency

Over the last two financial years the CSSF has worked hard to increase transparency and has made significant progress.

On 19 November 2018, for the first time, a Minister represented the CSSF at a parliamentary select committee. Minister Lidington, Christian Turner, the Deputy National Security Adviser, and Joelle Jenny, Director of the JFU, gave evidence to the Joint Committee on the National Security Strategy as part of their follow up inquiry into the CSSF.<sup>6</sup> The Minister provided further written evidence on risk management, governance of the fund and transparency in January 2019.

In 2018/19 the JFU strengthened its publication policy so that all programmes must publish a summary, with sensitive information redacted, rather than the whole summary being exempted. Only highly sensitive programmes (for example where information was deemed likely to put the lives of implementing partners or beneficiaries at risk) were granted exemptions, which were signed off by the Head of the CSSF. As a result the CSSF published information on nearly all of its programmes – 83 programme summaries out of a total of 90 programmes. This constitutes the vast majority of the fund's discretionary programme spend.

<sup>6</sup> [www.parliament.uk/business/committees/committees-a-z/joint-select/national-security-strategy/inquiries/parliament-2017/inquiry1/](http://www.parliament.uk/business/committees/committees-a-z/joint-select/national-security-strategy/inquiries/parliament-2017/inquiry1/)

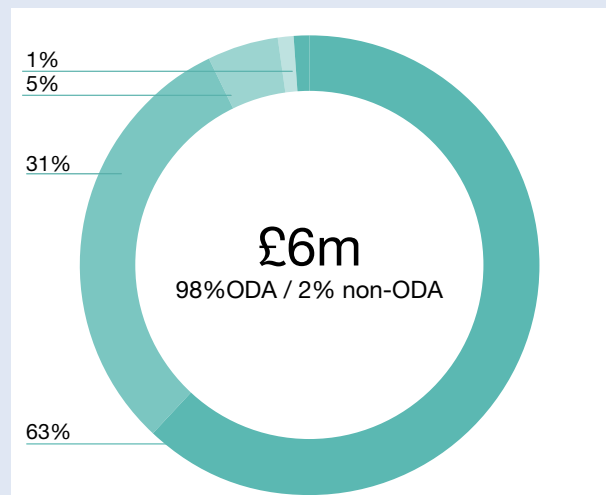
## In-depth Case Study – Inclusion of women in the Yemen Peace Process

Evidence suggests peace processes that are more inclusive of women are more likely to lead to durable peace.<sup>7</sup> In Yemen, the UK is supporting the UN-led peace process, which aims to find a durable, inclusive, political settlement to the conflict.

The Yemeni Women Pact for Peace and Security seeks to increase women’s leadership, participation and inclusion in the official peace processes. Since its inception in 2017, the Pact has grown to include a core advisory body of 60 women. They represent a diverse, cross section of political and social groups from across the conflict divide who are united in calling for an end to the war. The group continued to be an important consultative body for the UN’s Office of the Special Envoy of the Secretary General for Yemen (OESGY). Its members formed part of the Women’s Advisory Board that was tasked by OESGY to engage with and provide technical advice to the two conflict parties. During peace talks in December 2018 the Pact acted as the primary channel for women to feed into the Track I process.

As well as support to the top level peace process, the CSSF is helping Yemeni women engage at a grassroots level. The CSSF funded Yemeni Women’s Conference ‘Mediators for Peace’, in March 2019, brought together over 100 Yemeni women – representing groups from the north and south – with the UN Special Envoy and regional and international interlocutors. The conference led to a set of recommendations on how to build on the success to date and further improve women’s participation in the peace process.

CSSF funded research on ‘Women as Peacebuilders in Yemen’ found, however, that the level of gender-based violence has continued to increase in public and in private, demonstrating the need for ongoing work to improve the chances of a sustainable peace process and reduce the suffering experienced by women and girls in Yemen.



### Yemen Programme

Contributing departments: FCO and MOD

### Spend Category

- Peace Process, Peacebuilding and Conflict Prevention
- Stabilisation and Security
- Programme Delivery and Monitoring and Evaluation
- Capacity Building of Multilateral Organisations



*Dina Zorba, Head of UN Women Yemen attending the Yemeni Women’s “Peace Mediators” Conference, March 2019*

<sup>7</sup> When women participate in peace processes, the resulting agreement is 35% more likely to last at least 15 years. Source: International Peace Institute



The programme summaries included a number of improvements, further to feedback from Parliament and stakeholders. All summaries included project level detail of budgets split between ODA and non-ODA, the value of the programme over its full duration and clearly identified programme outcomes and outputs. The summaries now make it clear how the CSSF uses ODA/non-ODA funding within a programme, and how the programme is working towards overarching HMG objectives.

The CSSF also published 63 annual review summaries for, 2017/18, and the JFU's management response to the CSSF Annual Review Synthesis Paper: Lessons from the Fund's third year.<sup>8</sup>

Continuing to increase the fund's transparency, including by publishing lessons learned through programming, will continue to be a high priority. Along with the rest of Government, the CSSF, will continue working towards meeting a good International Aid Transparency Initiative (IATI) rating by 2020, in line with HMG commitments.

### e) CSSF Training and Learning

Another of ICAI's recommendations concerned learning and sharing lessons across the CSSF, implementing partners and other donors and organisations working in the conflict and stability space. Across 2018/19 the CSSF has worked to formalise lesson sharing, and has updated the guidance in line with the findings of the 2017/18 annual reviews. A key area of concern was on value for money. The guidance for this was updated, drawing from DFID best practice, and additional training was offered to help teams understand the new guidance. The JFU also set up a stakeholder policy group to share best practice and learn from others in the sector. In their follow-up ICAI noted that the CSSF had strengthened its training and guidance and had increased engagement substantively with other partners and donors.

#### Formal learning opportunities

Many of the CSSF's formal learning opportunities are offered by the JFU and SU. In 2018/19, the JFU ran 13 courses on programme and project management for 244 staff supporting CSSF programmes. As in previous years, the training covered key programme management principles, and in 2018/19, the JFU undertook a comprehensive refresh of all the training material, to ensure that the course remains current and relevant.

The SU provides technical advisory analysis and advice in the fields of conflict and stabilisation; security and justice; gender and conflict; countering violent extremism; serious and organised crime; migration; modern slavery and human trafficking; and monitoring and evaluation in conflict stabilisation contexts. In 2018/19, the SU ran 16 training courses delivered to 368 participants.

#### Lesson sharing and learning

Programming in complex, conflict environments is extremely challenging and while not all programmes will succeed, the JFU expects programmes to capture lessons which can be shared to inform future programme activity.

Consistent with this aim, the JFU and SU held the fourth annual CSSF Global Workshop on 17-18 July 2018 in London. Around 220 staff from the UK and overseas attended sessions on MEL, Overseas Security and Justice Assessments (OSJAs), gender and conflict sensitivity, amongst others. The top three lessons from the event were:

- **Driving fusion** for more integrated programming to harness all skills and tools from across government and use long term strategic thinking to inform programming.
- **Communicating impact** to demonstrate how the CSSF is delivering UK government policy and objectives.
- **Understanding and mitigating risk** of CSSF programmes, using tools available and ensuring they are conflict and gender sensitive.

A synthesis paper captured evidence and lessons learned from the workshop and has informed subsequent discussions with key stakeholders, including the Bond Conflict Policy Group.

As well as improving the way the JFU captures lessons it is also working hard to make the fund more open and to engage more systematically with stakeholders in the development sector, inviting feedback on transparency and lesson learning from them. The JFU now regularly meets the Bond Conflict Policy Group, to discuss areas of mutual interest, share best practice and discuss upcoming CSSF activity to get feedback and suggestions. Sessions in 2018/19 included transparency, demonstrating strategic effect through MEL, procurement and lesson learning. The group were particularly instrumental in suggesting improvements to CSSF programme

<sup>8</sup> [www.gov.uk/government/publications/joint-funds-unit-management-response-to-cssf-annual-review-synthesis-report-2017-to-2018](http://www.gov.uk/government/publications/joint-funds-unit-management-response-to-cssf-annual-review-synthesis-report-2017-to-2018)

summaries and in helping the JFU's thinking on the new MEL tender. The group recommended that rather than trying to aggregate the CSSF's results across multiple thematic areas that instead results should be clustered. Their recommendation fed into the response to approach the ICAI follow-up report.

CSSF teams are encouraged to use their connections overseas, to engage with other donors to avoid duplication and to share and leverage on the UK expertise. The CSSF Sahel team arranged for the SU to present on their Elite Bargains and Political Settlements study,<sup>9</sup> which looked at how international interventions in conflict-affected countries had contributed to a reduction in violence and sustainable transitions into peace, in Bamako. They invited Malian partners, the UN and EU alongside other donors, embassies and NGOs to these events, in order to help position the UK as a leading stabilisation actor. This has led to increased co-ordination with donors and clarity on where their funding and efforts are focussed.

The SU also regularly meets other key international actors to embed more effective stabilisation principles within the international system. Formal stabilisation working groups are held bilaterally with Germany, France and the USA, and the UK is a founding member of the international Stabilisation Leaders Forum<sup>10</sup> as well as an active member of the EU Stabilisation Forum.

The SU continues to use these networks to disseminate lessons on conflict stabilisation and to influence other donors on the importance of promoting political deals to peaceably manage conflict. These lessons have informed the USA's Stabilisation Assistance Review, the German Guidelines on Preventing Crises, Resolving Conflicts, Building Peace, and the EU's Stabilisation Concept.

In addition the JFU met with international partners, such as the USA and Denmark, as well as with implementers and academia, to share views on issues, such as conflict prevention, peace building and stabilisation activity.

## f) New Supplier Framework

Last year the Commercial team ran the tender for the new CSSF Procurement Framework which went live in December 2018. The new framework builds on the 2015 framework by increasing in size from 75 suppliers in 2015 to 107 in 2018, to reflect the growth and diversity of the CSSF's work. The framework also allows all suppliers to bid for all tenders regardless of region, theme or departments implementing the project.

The new framework was widely communicated in order to attract more specialist NGOs and Small and Medium Enterprises (SMEs), best placed to deliver the complex, specialised work of the CSSF. As a result the new range of suppliers includes 53 SMEs (an increase from 38 in 2015), as well as large organisations and commercial providers; while the number of 'not for profit' organisations on the framework has more than doubled to 58. The framework is anticipated to account for approximately £120m per year of CSSF commercial spend covering a mixture of ODA and non-ODA activity.

The framework is managed by the FCO but has taken on HMG best practice and aligns with, and can be used by, other government departments in order to achieve greater consistency and more clarity for suppliers working across HMG. For example, the framework has adopted DFID's new Supplier Code of Conduct covering ethical behaviours and measures to safeguard vulnerable individuals.

9 Elite Bargains and political deals study – <https://www.gov.uk/government/publications/elite-bargains-and-political-deals>

10 The Stabilisation Leaders Forum includes USA, Germany, France, Netherlands, Denmark, Canada

## 6. NSC Objective 1 – Protecting our People

The CSSF continues to deliver effective programming focussed on increasing the government's ability to prevent and address global security threats to the UK, its citizens, interests and allies. It also supports key international partners and the British Overseas Territories in developing resilience to crises.

In November 2018, HMG published a new Serious and Organised Crime (SOC) strategy, with a more robust international element. Alongside the strategy a new SOC portfolio board was created with a £1.3m allocation. SOC affects UK citizens, more often, than any other national security threat and costs the UK at least £37bn every year.<sup>11</sup> The new strategy outlines the need to focus resource from across government on the most serious international offenders and highest harm networks.

Additionally the CSSF launched funding for a new global SOC network of policy officers in March 2019, located in the countries and regions which present the greatest threat to worldwide stability and prosperity and where currently, the perpetrators of SOC are less likely to be punished. The officers are responsible for coordinating cross-government delivery of the SOC strategy and ensuring its continued alignment with any changes in government policy.

### Serious and Organised Crime

Cigarette smuggling by organised criminal groups poses a significant threat to the stability and economies of Montenegro and the Western Balkans region, as well as to the UK and the rest of Europe, through the fraudulent evasion of customs and excise duties. Cigarette smuggling costs the UK £2.5bn in revenue losses annually.<sup>12</sup> The UK has worked with the Montenegrin Customs, Special Prosecutor and Police to tackle this threat using a combination of CSSF-funded support, high-level diplomacy and intelligence derived from UK Law Enforcement Agencies.

The CSSF was instrumental in getting a UK/Montenegro Memorandum of Understanding (MOU) signed on tackling SOC. Since the MOU was signed four years ago, it has resulted in the seizure of over 603 million cigarettes and the prevention of over £211m UK revenue loss.



*Seized cigarettes Port of Bar, Montenegro*

In August 2018, Her Majesty's Revenue and Customs HMRC conducted a joint intelligence-led operation with Montenegrin partners, utilising specialist CSSF-funded equipment, to target goods being moved from the Port of Bar. As a result, 24.8 million cigarettes were seized, charges were brought against two companies and 24 persons, including eight Customs Officers. This confiscation alone is estimated to have prevented a potential €40m loss to the Montenegrin economy.

### Responding to Crises

Following the Salisbury incident a Russian state-backed campaign of disinformation tried to obscure the facts of the situation by spreading over 40 different false narratives. It became clear that disinformation was a serious issue in the UK that could undermine trust in our democratic institutions and the media. In order to build understanding of disinformation and ways to respond, the CSSF funded the National Security Communications Team to develop a toolkit and training offer for communications and policy staff in government and the public sector. Since the RESIST Counter-Disinformation toolkit was published in March over 150 government communicators have received training, and it has been shared with 15 international partners.

<sup>11</sup> HMG Serious and Organised Crime Strategy [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/752850/SOC-2018-web.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/752850/SOC-2018-web.pdf)

<sup>12</sup> HM Revenue and Customs Corporate Report, <https://www.gov.uk/government/publications/tackling-tobacco-smuggling-2013-to-2014-outputs/outputs-for-april-2016-to-march-2018>



## In-depth Case Study – Hurricane Irma Recovery in Anguilla

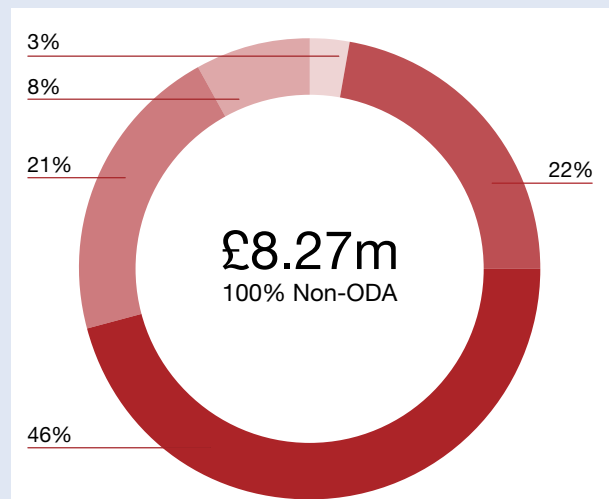
Following Hurricane Irma in September 2017, the CSSF deployed the Rapid Response Mechanism to fund the immediate, cross-government response. This provided a strong basis for future programme delivery in 2018/19 to address the severe damage to health, education, transport and other critical national infrastructure.

In Anguilla, the UN Economic Commission for Latin America and the Caribbean estimated the cost of physical damage to be £132m. The CSSF has continued to support the recovery and redevelopment of Anguilla, following the “Build Back Better” approach. This ensures that all infrastructure projects adopt international best practice so that they are resilient against any future extreme weather or seismic events.

The CSSF Anguilla programme has supported the repair and refurbishment of Anguilla’s only hospital and the opening of a temporary structure at the island’s single ferry terminal. This has improved access to the island, supporting tourism and business opportunities which are vital to Anguilla’s economic recovery.

Funding was also used to purchase three fire engines for the Fire and Rescue Service as well as new buildings for the fire service and air traffic control, helping protect the population and delivering better quality public services to the island.

Designs have been produced for five primary schools, Anguilla’s only secondary school, three health clinics, and a permanent ferry terminal and search and rescue facility. This will be the largest infrastructure programme ever undertaken on the island.



**Anguilla Programme**  
Contributing departments: FCO

### Spend Category

- Infrastructure
- Health
- Revenue Strengthening
- Programme Delivery
- Education

## 7. NSC Objective 2 – Projecting our Global Influence

The CSSF funds activity to reduce the likelihood of threats materialising and affecting the UK, our interests, and those of our allies and partners. In order to project our global influence, CSSF funds are used to invest in our relationships with our traditional allies such as NATO and the EU.

The programmes and projects we fund via the UN and NATO and the support we provide to AMISOM, allows the UK to work with allies and partners to strengthen, adapt and extend the rules-based international order and its institutions, as well as to encourage and enable the participation of countries with growing and emerging powers. This is increasingly important given the threats to the rules based international system and multilateralism.

### Peacekeeping

The CSSF funds the UK's mandatory and voluntary contributions to UN Peacekeeping Missions. The UK is the leading discretionary donor to UN Peacekeeping, and much of this funding is for training provision for other troop contributing countries.

The UK leverages its sizeable UN contribution in order to advocate for UN reform and improvements to the way it operates. CSSF funding has led to the roll out of new peacekeeping-intelligence architecture in the three missions with the highest number of casualties – Mali, Democratic Republic of Congo (DRC) and the Central African Republic. New training has been developed and this work contributed to a sharp decrease, of 50%, in the number of fatalities among peacekeepers in these missions, from 52 in 2017, to 26 in 2018.

The CSSF has also funded the deployment of 18 UK military staff officers to key positions in the headquarters of UN peacekeeping missions in Mali, DRC, Somalia, South Sudan and Libya. British Army officers in the Counter-IED (improvised explosive devices) Working Group in the UN's Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) introduced new Standard Operating Procedures and search guidance for IEDs, which, in 2018, have contributed to a 20% decrease in MINUSMA IED casualties and a doubling in the number of IEDs discovered and neutralised.

### Reforming the Rules-Based International System

In line with our Global Britain priorities, the UK is committed to investing in our relationships with key partners and allies, to multiply what we can achieve. A CSSF funded secondee to NATO's Defence Capacity Building Trust Fund successfully negotiated and secured over EUR 17.9m in pledges and donations from 18 other allies and three partner nations, last year, by building and leveraging on the initial £1.75m the UK committed. This funding has enabled NATO to develop 38 projects in Iraq, Jordan, Moldova, Tunisia and Georgia, on areas such as counter terrorism, counter-IED, logistics, border security, and security sector reform. This has supported NATO to move into a new direction, in line with Euro-Atlantic and UK security policy priorities.

### AMISOM

Since 2015, the UK has worked with the international community and the African Union's Mission to Somalia (AMISOM) to fight against extremist groups such as Al-Shabaab. The UK is supporting Somalia to transition security responsibility from AMISOM to the Somalia National Army (SNA) in a safe and responsible way.

In 2018/19, in Somalia's South West State around 500 SNA troops, including 18 Somali instructors received UK training on leadership, defensive and medical skills from the British Army SNA Support Team. The Somali instructors have since been deployed to train other SNA troops, ensuring information is widely disseminated to forces across the state. The CSSF funded counter-IED centre in Nairobi has conducted pre-deployment training for AMISOM troops. This, alongside support to AMISOM's HQ in Mogadishu, has helped to pre-empt more threats and doubled the number of IEDs analysed by AMISOM, helping both AMISOM and the SNA to improve the ways to counter IEDs and neutralise them. There are signs that this training for forces fighting Al Shabab is contributing to a decrease in the number of casualties from IEDs – attacks in Somalia fell by only 4 percent in 2018, but casualties from them fell by almost a third.

## In-depth Case Study – Countering Daesh

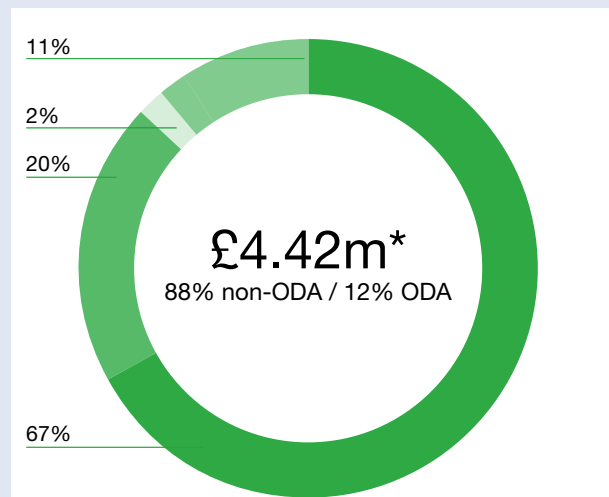
Terrorism and violent extremism pose a significant threat to international security and requires a robust and coordinated international response. The CSSF, via the Counter Terrorism Programme Fund, has funded the UK’s contribution to the Global Coalition – Counter-Daesh Communications Cell – since 2016, which has been instrumental in driving the Coalition’s progress.

Despite the liberation of all Daesh held territory in March 2019, Daesh’s ideological influence continues to be one of the greatest threats to the UK. In 2018, the Cell adapted its strategy to reflect the changing nature of the threat.

Working closely alongside international partners the Cell’s communications efforts target specific audiences, particularly those in recently liberated areas, who may be vulnerable to Daesh’s narrative and nervous of what the future under a new government holds.

The ‘Life After Daesh’ communications campaign was launched in June 2018, to highlight the positive effects of Coalition interventions and reassure people, by sharing good news stories of coalition-funded stabilisation projects in Iraq and Syria. The campaign has a particular focus on areas where populations were even more cut off from mainstream media under Daesh, and who might be more susceptible to their continuing narratives. The campaign has built a network of online influencers to share the coalition messages and tailor messaging to their immediate context, thus improving effect and increasing the campaign’s reach.

The ‘Life After Daesh’ campaign has reached over 5 million people via social media, has seen a 45% growth in Arabic-language followers and shared nearly 250 case studies across multiple channels (both tradition and social media). These include Al-Sumariya TV, a popular national Iraqi station, Kirkuk Now, an independent and respected regional channel and Mosul Eye, a well-known local blogging platform.



### Counter-Daesh Communications

Contributing departments: Cabinet Office, FCO, Home Office and MOD.

#### Spend Category

- Strategic Communications activity (overseas)
- Strategic Communications Activity (UK)
- Programme Delivery/Cross-Programme Monitoring & Evaluation
- Representation and Coordination

\*Excludes other donor funds

## 8. UK Aid Objective – Protecting Global Peace, Security and Governance

The CSSF supports a range of activity to alleviate poverty and establish stability and prosperity in developing countries. This, in turn, contributes to the UK's national security and prosperity. Activity is targeted at stabilising active conflict, supporting peace processes which help countries and communities transition out of conflict, and efforts to improve good governance; thereby improving lives and reducing the likelihood of conflict (re)emerging.

### Peacebuilding

In North East Nigeria the CSSF is funding a number of projects to support peacebuilding and social cohesion for communities affected by violence and terrorism, as well projects to support the reintegration of both survivors of Boko Haram atrocities and former fighters. Results from the intra-community dialogue sessions, show that many community members have changed their disposition towards repentant insurgents and survivors of sexual violence. This change is instrumental to building more peaceful communities. The CSSF has supported facilities where 152 repentant, former Boko Haram rebels can retrain in skills such as carpentry, tailoring, auto-mechanics and the production of artisanal crafts. In addition, a scoping exercise was carried out to identify economic opportunities and long-term job roles once they are ready to reintegrate. Providing alternative job opportunities to these former rebels, is essential for allowing these people to establish and sustain a peaceful way of life.

### Preventing Violent Extremism

The border areas between Kyrgyzstan and Tajikistan experience inter-ethnic tensions and regular outbreaks of conflict. Young people, in marginalised and vulnerable communities, are often susceptible to extremist nationalistic or religious narratives that seek to exploit social issues such as unemployment and weak governance, to further their own extremist agendas. The CSSF is supporting UNICEF initiatives which seek to increase youth participation at a community and local government level in order to improve social cohesion.

The CSSF is supporting a project to implement a Youth and Child Friendly Governance model in Kyrgyzstan. Those involved in this initiative work closely with school parliaments to ensure issues important to young people are represented in their local council annual action plans. As a result, UNICEF reported that 20 issues identified and lobbied for by young people, were upheld by local council administrations in 10 target areas of Kyrgyzstan. Issues included road safety and organising common leisure and sporting spaces.

### Governance

Serious and organised crime and corruption have corrosive effects on both peace processes and governance. The CSSF works to promote better governance practices which enhance partner countries' ability to counter crime and corruption. In 2014, Moldova was hit by a fraud scandal which saw the equivalent of 12% of the country's GDP stolen from the banking sector. In response, the CSSF-funded Good Governance Fund has supported activities to help the Moldovan Government develop a more robust regulatory framework for the sector. This, together with co-ordination between international partners, has meant that the risk to the banking sector has been reduced and the three commercial banks that were affected by the fraud, are again able to actively support economic growth. This resulted in foreign investment in the Moldovan banking sector returning in 2018 for the first time in almost a decade – a sign of returning confidence in Moldova's financial sector.



*Survivors of Sexual Violence, Bama Internally Displaced Persons camp, NE Nigeria*

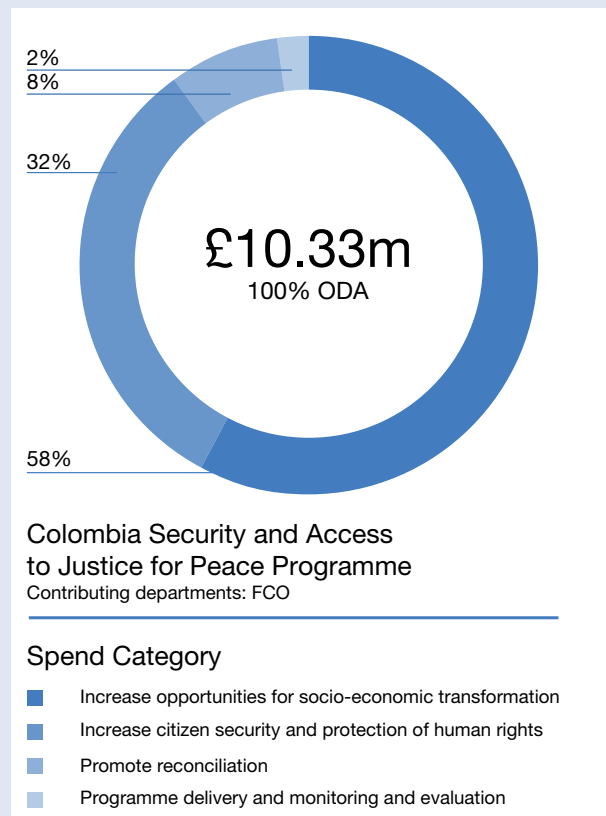
## In-depth Case Study – Colombia Peace Process

Now in its fourth year, the CSSF’s Colombia Security and Access to Justice for Peace Programme is helping Colombia to tackle the root causes of the country’s conflict and build conditions for lasting peace.

The CSSF has continued to support dialogue processes and transitional justice mechanisms to ensure that the voices of survivors of conflict are taken into account. In 2018/19, 61 meetings were held, facilitating direct dialogue between the Truth Commission, survivors and their families, human rights organisations, and others.

Rural areas have historically suffered from a high presence of illicit crops, forced displacement, poverty and the illegal expropriation of land. The Territorially-Focused Development Programmes (TFDP) are a key tool for the Government of Colombia to manage rural development and to start addressing this neglect. In order to ensure that local people are involved and empowered by these changes the CSSF has funded a consultancy process, including 250,000 people and training for local leaders in advocacy and negotiation skills.

An unfortunate consequence of both prosperity and peace, if not correctly managed, is accelerated deforestation. A recent study of deforestation in Sri Lanka, Nepal, the Ivory Coast and Peru, found that deforestation increased dramatically in the years following the end of a conflict.<sup>13</sup> To address deforestation in conflict-affected areas in Colombia, the CSSF has piloted activity linking the reintegration of ex-combatants to environmental protection. Working with the Government of Colombia’s Ministry of Environment the project has brought former fighters together with local communities to design livelihoods like eco-tourism and farming that offer alternatives, not only to violence, but to activities such as cattle rearing that damage the environment. The programme is planning to scale up, in future years.



13 Grima, Nelson & Singh, Simron. (2019). How the end of armed conflicts influence forest cover and subsequently ecosystem services provision



## 9. UK Aid Objective – Strengthening Resilience and Response to Crises

The CSSF is a key vehicle for supporting those threatened by disasters and unexpected crises in fragile and conflict affected states. Since the fund's creation, CSSF programmes have worked to strengthen the resilience of communities facing instability, to save civilian lives and to support those affected by conflict and crises.

### Strengthening Resilience

The CSSF has a strong track record of supporting the resilience of communities through ensuring civilians have access to independent media and narratives in order to reduce the impact of propaganda and stereotypes. In the Caucasus the CSSF has continued to fund Chai Khana; an award winning media platform operating across the region in five languages.<sup>14</sup> Its all-female staff focus their coverage on sensitive topics that are often the subject of stigma in local societies and can be manipulated to spread disinformation and division. Themes include reconciliation following protracted conflicts, unresolved grievances and painful war memories. Chai Khana most recently won the 2018 Free Media Award for journalists in Eastern Europe and participated in the Preventing Sexual Violence Initiative (PSVI) Film Festival in London in November 2018. An added benefit of Chai Khana's work is giving their female journalists, photographers, videographers and web developers a voice and experience in media.

### Responding to growing instability

The conflict in Mali and its impact on stability in the Sahel region continues to be a major concern to the UK and our allies. Thanks to CSSF funding the UK has taken a leading role in supporting the Government of Mali's Stabilisation Plan for Central Mali by funding security infrastructure projects designed to reinstate Malian security presence in the region. Construction of camps for the Malian security forces is being carried out in eight communes to increase security for residents and allow the return of state authority and basic social services in areas affected by conflict and violence. Camp construction in the Kewa commune, completed in 2018/19, resulted in reduced levels of insecurity and enabled the commune's security forces to successfully deter terrorist attacks in the locality, despite the deteriorating security situation in the region.

### Response to crises

The CSSF continues to support the UK objective to improve security in Somalia. In 2018/19, the CSSF, via the Counter Terrorism Programme Fund, has funded capacity building work with Somali police authorities, developing their ability to counter threats in a human rights compliant manner. This support enabled an effective response to a coordinated attack by Al-Shabaab at two hotels in Mogadishu in February 2019. Estimates point to the operation saving over 40 civilian lives.



*Chai Khana Editor*

<sup>14</sup> English, Russian, Georgian, Azeri and Armenian

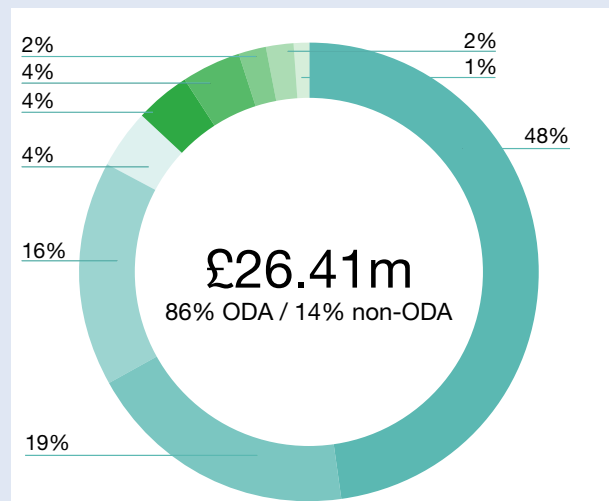
## In-depth Case Study – Strengthening Resilience in Ukraine

The CSSF funds a wide range of cross-government activity to help Ukraine create an accountable and prosperous state, which is able to make essential reforms in order to build resilience and manage conflict.

The CSSF’s support to the HALO Trust has contributed to the reduction of mine related casualties from 281 in 2017 to 152 in 2018 (almost a 50% reduction). Over 42,000 people have received mine risk education and more than 1,060,000m<sup>2</sup> of previously contaminated land has been cleared since 2016, with around 80% of the land now becoming usable for agricultural purposes. In addition thanks to UK support, 124 local deminers are employed, 21% of whom are women.

The British Embassy in Kyiv was able to leverage this project to lead an international lobbying effort to draft and support the passing of the first ever humanitarian demining law. The law has resulted in an increase in donor funding for mine action and lays the foundation for better coordination between the Government of Ukraine and demining organisations and donors.

UK support is also helping the Government of Ukraine to manage the effects of the conflict in the East. A CSSF funded UK adviser is helping the government to develop and implement a strategy for responding to the needs of Internally Displaced Persons (IDPs), and to build staff expertise in conflict and mediation. The CSSF also funded pilot projects to support over 111,000 IDPs to understand their rights and how they can use their own agency to leverage local resources. This includes establishing a national network of 24 liaison officers, across all regions of Ukraine, who have provided legal advice, trained IDPs on understanding their opportunities and provided toolkits on rights including pension provision, housing and employment opportunities. In a culture historically dependent on state solutions this is a radical change for marginalised citizens. This has raised the profile and strengthened Ukrainian legislation on IDP rights.



**Ukraine Programme and Good Governance Fund**  
Contributing departments: DFID, FCO, HM Revenue and Customs (HMRC), MOD, National Crime Agency (NCA)

### Spend Category

- Good Governance Fund
- Security Sector Reform and Defence Engagement
- Capacity Building of Multilateral Institutions
- Community Decision Making, Security & Peacebuilding
- Gender, Peace, Security
- Demining
- Support to National Level Peace Processes
- Programme Delivery and Monitoring and Evaluation
- Governance and Justice

Via the Good Governance Fund, the UK has supported anti-corruption efforts in order to build confidence in the Ukrainian state amongst its citizens. This has helped the National Anti-Corruption Bureau of Ukraine (NABU) to improve its investigative and institutional capacity. NABU has now launched over 700 investigations including against senior officials, MPs and Ministers.



## 10. UK Aid Objective – Tackling Extreme Poverty and Helping the World’s Most Vulnerable

Conflict is the number one driver of extreme poverty and hunger.<sup>15</sup> Twenty years ago, 80% of global humanitarian aid went to people affected by natural disasters. Today, 80% of global humanitarian aid goes to people who are threatened by violent conflict.<sup>16</sup> The NGO, Mercy Corps argues that the pathway to achieving the UN’s Sustainable Development Goals should start with Goal 16 and its emphasis on peace, governance and justice. CSSF’s focus on SDG 16 is essential for and complementary to the Government’s commitment to reducing poverty.

### Helping the Most Vulnerable

Serious and organised crime targets everyone, but often exploits the most vulnerable, including children. In Kenya, the CSSF supported the Anti-Human Trafficking and Child Protection Unit to undertake operations with the National Crime Agency (NCA) to combat human trafficking and promote child protection. Since 2017/18, the unit has already safeguarded over 400 children and led to the rescue of more than 90 survivors of trafficking/sexual abuse. For 2018/19 the CSSF has built on this project’s success, by funding a new cyber centre. Announced by the British Prime Minister in August and opened in March, the centre will allow Kenyan police authorities to investigate and prosecute internet-based child abuse. The centre is the first of its kind in Africa, providing a virtual private network where evidence and images can be shared and investigated. It also gives Kenyan authorities access to Interpol’s child abuse database, so that they can now better trace paedophile networks and victims, whereas previously international laws prevented the sharing of child abuse imagery outside national borders. The unit demonstrates the CSSF’s ability to leverage funding and have a catalytic effect. The United Nations Office on Drugs and Crime now intend to establish the unit as a regional centre of excellence and develop similar capabilities elsewhere in East Africa.

### Support to Refugees, Vulnerable Migrants and Internally Displaced Persons

People who are suffering from forced displacement make up some of the most vulnerable populations across the world. Many are fleeing conflict and persecution. The Office of the High Commissioner for Refugees estimates that there are 25.9 million refugees and 41.3 million Internally Displaced People worldwide.<sup>17</sup>

In 2018, the CSSF-funded Border Force Search and Rescue cutters saved 3,088 people in the Aegean and the Mediterranean seas, and helped clamp down on serious organised crime groups profiting from vulnerable people. In September 2018, good weather in the Aegean sea led to a surge in illegal crossings, with eight separate rubber boats carrying 422 migrants heading towards the island of Lesbos. In a 24-hour period, the cutters detected and helped six boats, bringing 326 people to safety.

During 2018/19, the CSSF continued to support Iraq to recover from the destruction caused by Daesh. Working with the Government of Iraq, the international community and NGOs, the CSSF has contributed £23.5m to the \$1.03bn United Nations Development Programme Funding Facility for Stabilisation (FFS) fund since 2015. Designed to facilitate the safe return of displaced people to areas previously occupied by Daesh, the FFS has provided essential basic services in five Iraqi governorates. This has benefitted 5.5 million people, during a period when some 4.2 million people have returned to their homes, following the fall of Daesh. CSSF funded a number of FFS projects including the rehabilitation of 27 schools, the renovation of a lecture hall and computer centre at the Technical Engineering College and the supply of medical equipment for eight public health clinics in Mosul.

<sup>15</sup> World Economic Forum, Conflict is Reshaping the World. Here’s how We’re tackling it. <https://www.weforum.org/agenda/2018/01/conflict-is-reshaping-the-world-mercy-corps/>

<sup>16</sup> World Economic Forum, Conflict is Reshaping the World. Here’s how We’re tackling it. <https://www.weforum.org/agenda/2018/01/conflict-is-reshaping-the-world-mercy-corps/>

<sup>17</sup> <https://www.unhcr.org/uk/figures-at-a-glance.html>

## In-depth Case Study – Syria Women Peace and Security

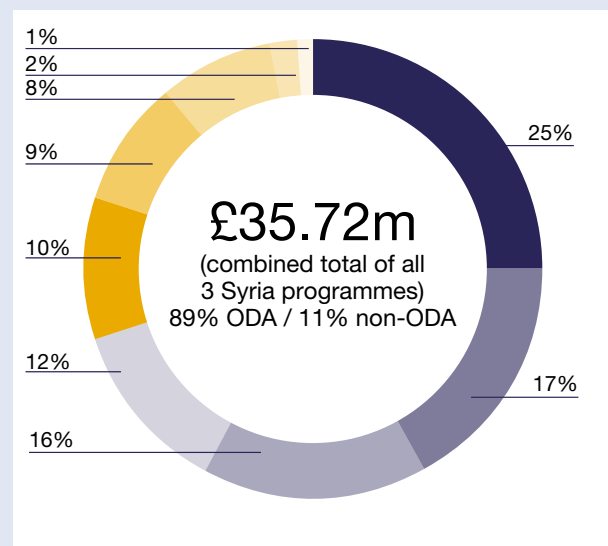
Sexual violence against women, girls, men and boys has been, and is, a constant feature of the civil war in Syria. Perpetrators involve both government forces and some armed opposition groups. However, it is extremely difficult to obtain reliable data on conflict-related sexual violence because of the prevailing insecurity. In addition cultural norms prevent survivors speaking out for fear of stigma and reprisals. There is also a lack of specialised, safe and confidential services for survivors of sexual violence to access and challenges to accessing services even where they are available.

CSSF funding has supported the mapping and vetting of support services for sexual violence survivors, and provided a safe case management service, including vetted child support services. This will help to ensure that violations of international law, human rights and other abuses are documented and shared with relevant international accountability mechanisms.

Basic training has also been provided for first responders to child survivors, including for health and community workers, local councils, and the police, across Northern Syria. Forensic training has been provided to doctors which has resulted in over 250 forensic medical reports being compiled to evidence sexual violence cases.

The CSSF funding to the Commission for International Justice and Accountability in Syria (CIJA) has supported the creation of a 450 page case file on the Daesh slave trade. This is based on witness accounts, digital and expert evidence and expert analysis of the highly-orchestrated enslavement of Yazidi and other women and children throughout Daesh-held territory.

The aim of this work is to ensure that when the conflict is over, these crimes will not be forgotten and survivors will be able to seek justice through the courts using previously collected evidence and documentation to secure prosecutions.



### Syria Programmes

Contributing departments: FCO

### Spend Category

- National/Local Level Conflict Prevention and Peacebuilding
- Justice, including transitional justice
- Stabilisation
- Governance (non-security and justice)
- Economic Development and Livelihoods
- Education
- Programme Delivery and Monitoring and Evaluation
- Women, Peace and Security (incl. PSVI)
- Capacity Building of Multilateral Institutions

Material from the CIJA is already having an effect. Evidence was used in a US civil lawsuit on the murder of war reporter Marie Colvin, that saw a US court find the Syrian government liable for US\$300m in damages. In February 2019, CIJA evidence led to the arrest of two Syrian former intelligence officers in Germany suspected of war crimes.

## Annex A: Thematic Spend and Results

In 2018/19, thematic guidance was reviewed to improve the way the fund collated information on thematic spend. This resulted in an expanded set of themes. The spend figures in this chapter break down thematic programme spend. The majority is discretionary spend, but some ring fenced funds are included.

### Security Sector Reform – £176.8m

The UK has been working to increase the capacity of Pakistan security and law enforcement agencies in countering IEDs. As a result of CSSF funded training, mentoring and the provision of equipment, security forces were able to “make safe” explosive devices in 50% of the 579 IED-related incidents reported in 2018.

### Economic Development and Livelihoods – £107.1m

CSSF funding for small grants to Libyan civil society organisations has supported women’s economic empowerment. In Benghazi, 20 women received entrepreneurial training resulting in 16 attendees starting and running their own businesses. In Zawiyah, 15 female entrepreneurs received training in business and marketing and the local council has pledged to fund the majority of these women’s entrepreneurship. 16 women with disabilities who received training on economic, political and social empowerment have set up their own civil society organisation advocating for rights of the disabled, with one securing employment with Libya’s Social Solidarity Fund.

### Governance and Justice – £101.5

In Pakistan, the Legal Aid Society created and developed the Sindh Advisory Call Centre to provide free legal advice to women and vulnerable people. The centre has provided support to more than 55,000 people, from advising women of their inheritance rights and addressing domestic violence, to supporting minority groups exercise their legal rights. The Sindh government has taken over funding of the call centre to 2021.

### Stabilisation and Demining – £72.3m

The CSSF is supporting Afghanistan become a mine-free country by 2023. In 2018/19, demining teams cleared 4,416,460m<sup>2</sup> of land and provided lifesaving information to local communities through mine risk education sessions. This contributed to the safety of over 15,000 people.

### Serious and Organised Crime and Migration – £62.1m

Turkey is host to 3.5 million refugees the highest number of any country<sup>18</sup>, putting a strain on their asylum system. CSSF funding supported the establishment of a new International Protection Bureau in Ankara to process the backlog, and respond to new asylum claims. Extensive new materials and training was provided to asylum case workers and researchers, focussing on building capacity to deal with asylum claims fairly and humanely, particularly for refugees from Syria and Afghanistan. This support helped Turkish authorities process over 7,000 asylum cases in 2018/19.

### Conflict Prevention and Peacebuilding – £59.3m

In Bosnia and Herzegovina, CSSF aims to increase access to justice for conflict related sexual violence survivors and reduce the stigmatisation faced during legal proceeding. Guidelines were developed and training provided to staff working in free legal aid centres to allow survivors to obtain compensation following a 2015 court decision. As a result, six survivors have been awarded compensation from their perpetrators. In March 2019, Saša Cvetković was found guilty of the rape of two women and a double murder and was ordered to pay approximately €7,500 in compensation and was sentenced to 12 years in jail.

<sup>18</sup> <https://www.weforum.org/agenda/2019/03/mena-countries-in-the-middle-east-have-the-highest-proportion-of-refugees-in-the-world/>

### Countering Terrorism

– £46m

The CSSF has funded capacity building work with Somali police authorities, developing their ability to counter threats in a human rights compliant manner. This support enabled an effective response to a coordinated attack by Al-Shabaab at two hotels in Mogadishu in February 2019. Estimates point to the operation having saved over 40 civilian lives and was assessed to be highly successful.

### Media and Communications

– £29.7m

As part of increasing the accountability of local government institutions the UK has been helping to increase media freedom and professionalism in Somaliland. CSSF support has helped draft legislation to deter the arrest of journalists, create a university faculty for journalism, set up higher-level education courses, and build TV studio facilities. This has helped attract a major local telecoms company to assist journalism students in their studies.

### Capacity Building in Multilateral Institutions

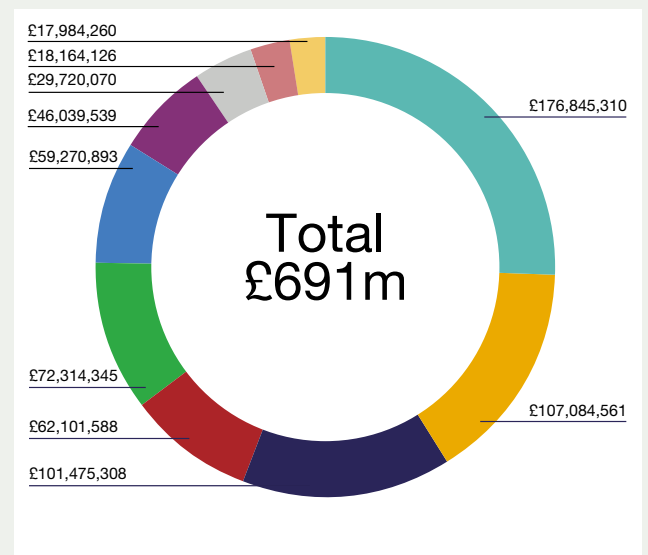
– £18.2m

The CSSF has also funded the deployment of 18 UK military staff officers to key positions in the headquarters of UN peacekeeping missions in Mali, DRC, Somalia, South Sudan and Libya. British Army officers in the Counter-IED (improvised explosive devices) Working Group in the UN’s Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) introduced new Standard Operating Procedures and search guidance for IEDs, which, in 2018, have contributed to a 20% decrease in MINUSMA IED casualties and a doubling in the number of IEDs discovered and neutralised.

### Preventing and Countering Violent Extremism

– £18m

CSSF funding is supporting Moroccan efforts to tackle radicalisation in prisons. UK engagement with the Moroccan Parliament and other relevant institutions resulted in the inclusion of a provision to ensure a new Prisons Law was consistent with the United Nations Standard Minimum Rules for the Treatment of Prisoners, known as the Mandela Rules, and other international human rights standards. The law now includes a full section focussing on dealing with dangerous prisoners, including violent extremist prisoners (VEPs). Training has been provided to prison staff on the terms of the new legislation.



#### Thematic Spend

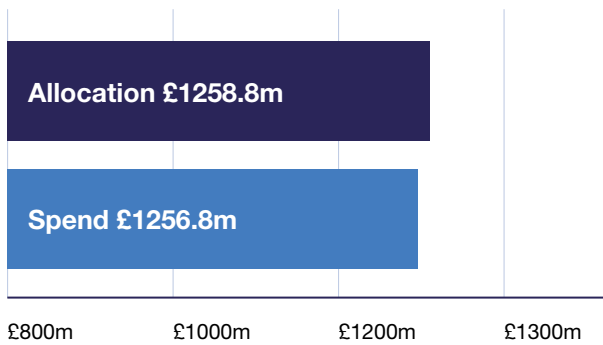
##### Spend Category

- Security Sector Reform and Defence Engagement
- Economic Development, Livelihoods and Education
- Governance and Justice
- Serious Organised Crime and Migration
- Stabilisation and Demining
- Conflict Prevention and Peacebuilding
- Countering Terrorism
- Media Freedom
- Capacity building of Multilateral Institutions
- Preventing and Countering Violent Extremism

## Annex B: CSSF Spend

For financial year 2018/19 total CSSF spend was £1,256.8m on a cross-government allocation of £1,258.8m (99.8%). This is subject to final departmental audits.

Figure 1: CSSF Financial Performance for Financial Year 2018/19



The total CSSF 2018/19 spend of £1,256.8m can be split by:

### 1. HMG Department

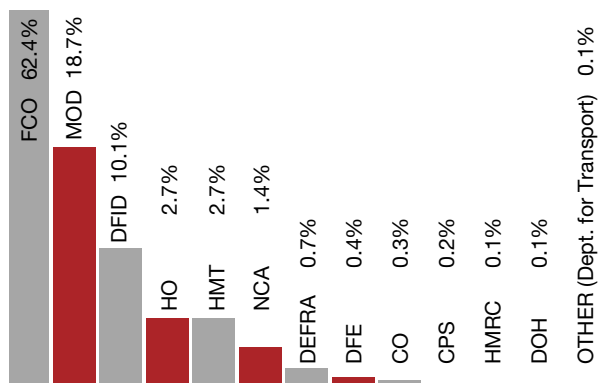
In 2018/19 the largest spender of CSSF funding was the FCO, in large part, due to the Peacekeeping contributions (£378m) of which £81m was ODA (21%).

Final spend on Departmental Baselines was: Foreign and Commonwealth Office (FCO) 100%, Ministry of Defence (MOD) 100%, Department for International Development (DFID) 100%, Home Office (HO) 97%, HM Treasury (HMT) 100%, National Crime Agency (NCA) 104%, Department for Environment, Food and Rural Affairs (DEFRA) 100%, Department for Education (DfE) 100%, Cabinet Office (CO) 95%, Crown Prosecution Service (CPS) 97%, HMRC 99% and Department of Health (DoH) 89%.

Figure 2: CSSF spend by HMG department for Financial Year 2018/19

FCO	£784.7m
MOD	£234.9m
DFID	£127.2m
HO	£34.1m
HMT	£34.0m
NCA	£18.1m
DEFRA	£8.7m
DFE	£5.0m
CO	£3.8m
CPS	£2.0m
HMRC	£1.6m
DOH	£1.3m
OTHER (Dept. for Transport)	£1.4m

Figure 3: Proportion of 2018/19 CSSF spend by HMG Department



*2. Regional and Cross-Regional Thematic Spend*

The Middle East and North Africa (MENA) region remains the largest and most complex geographical region. Corporate Delivery Support includes JFU and Stabilisation Unit.

**Figure 4: 2018/19 CSSF spend by regional, cross regional and non-discretionary theme**

Peacekeeping	£378.2m
MOD Ringfences	£187.8m
Middle East and North Africa	£180.8m
South Asia	£109.7m
Sub-Sahara Africa	£92.6m
Overseas Territories	£44.3m
Eastern Europe and Central Asia	£42.5m
Commonwealth 18-20 Fund	£40.3m
Good Governance Fund	£37.0m
Migration	£29.0m
Western Balkans	£27.8m
Counter Terrorism Programme Fund	£26.4m
Multilateral Strategy	£19.7m
Americas	£17.4m
Corporate Delivery Support	£15.6m
National Security Communications	£3.8m
Asia Pacific	£2.9m
Serious and Organised Crime	£1.2m

**Figure 5: Proportion of 2018/19 CSSF spend by regional, cross regional and non-discretionary theme**

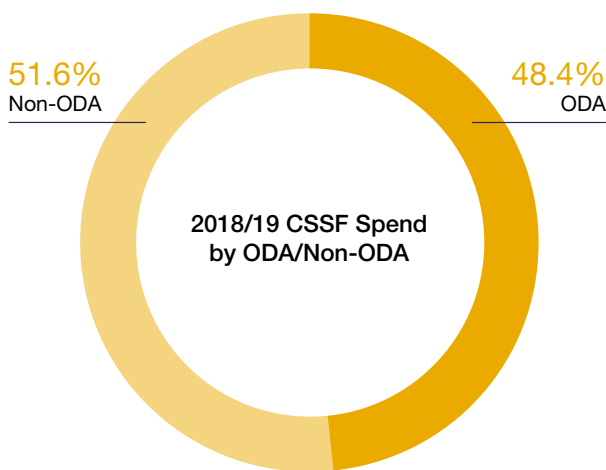


### 3. ODA/Non-ODA

The 2018/19 total spend was split by £648m non-ODA and £609m ODA.

A breakdown of calendar year 2017 CSSF ODA spend by department and country can be found in the Statistics on International Development report.<sup>19</sup> Provisional 2018 ODA spend data is published on Gov.uk.<sup>20</sup>

Figure 6: 2018/19 CSSF Spend by ODA/non-ODA



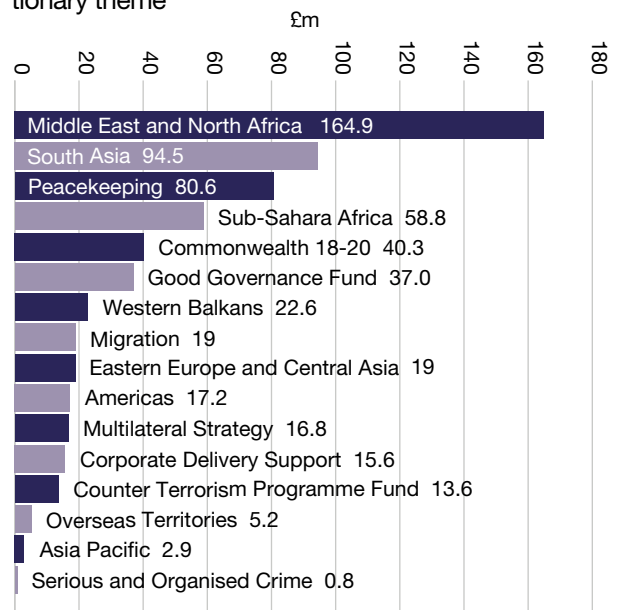
### Official Development Assistance (ODA)

CSSF achieved 78% spend against the 85% ODA spending target by 31 December 2018. This contributed to the UK’s commitment to spend 0.7% of GNI on aid.

The top 5 country recipients of ODA were:

1. Afghanistan £65m
2. Iraq £33m
3. Syria £28m
4. Pakistan £23m
5. Lebanon £22m

Figure 7: Total CSSF 2018/19 ODA Spend – £608.7m by region, cross-regional, and non-discretionary theme



<sup>19</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/771136/Statistics-on-International-Development-Final-UK-Aid-Spend-2017-jan-revisions.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/771136/Statistics-on-International-Development-Final-UK-Aid-Spend-2017-jan-revisions.pdf)

<sup>20</sup> <https://www.gov.uk/government/publications/statistics-on-international-development-provisional-uk-aid-spend-2018/statistics-on-international-developmentprovisional-uk-aid-spend-2018>



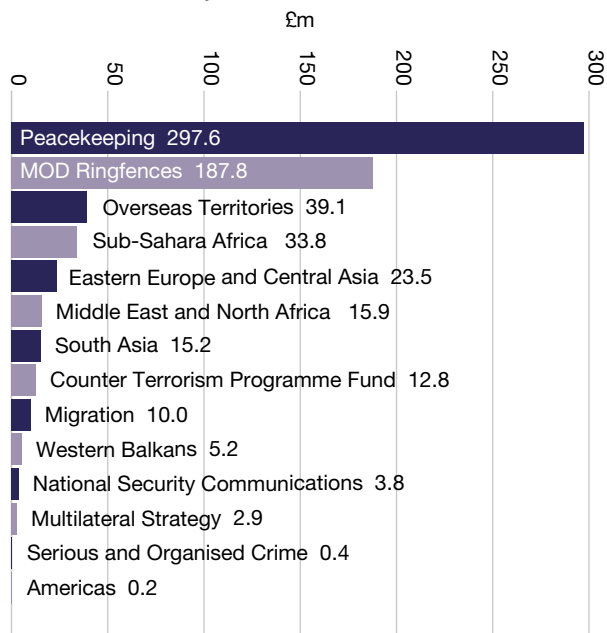
### Non-ODA

The top 5 country recipients of non-ODA were:

1. Overseas Territories (£39m)
2. Somalia (£15m)
3. Afghanistan (£14m)
4. Nigeria (£9m)
5. Lebanon (£8m)

When combined with MOD ringfences of £188m and Peacekeeping non-ODA spend of £298m, this accounts for approximately 88% of total non-ODA spend.

**Figure 8: Total CSSF 2018/19 Non-ODA Spend – £648.2m, by region, cross-regional and non-discretionary theme**



### 4. Discretionary/ Non-Discretionary

Conditions were applied to the 2015 Spending Review settlement which are treated as non-discretionary spend. These included continued funding of peacekeeping activities, the Deployed Military Activity Pool (DMAP) and military operations in Afghanistan (Op TORAL). In addition to the above ringfences, non-discretionary spend also included political commitments for UN Peacekeeping Force in Cyprus (UNFICYP) and UN Ops Africa.

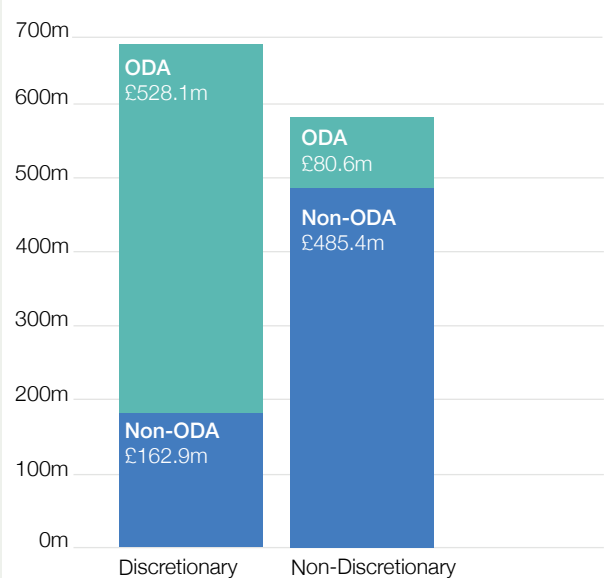
Of the total CSSF 2018/19 spend of £1,256.8m, £566m (45%) was non-discretionary. This included:

- Assessed Peacekeeping contributions (£378m);
- Operational funds for the MOD (£188m);

A breakdown of these figures are included in Annex C.

The remaining CSSF spend was discretionary programme spend (55%). Of this, the majority (76%) was ODA.

**Figure 9: CSSF 2018/19 spend by Discretionary/Non-Discretionary and ODA/Non-ODA**



## Annex C: CSSF non-discretionary spend breakdown

UN Peacekeeping and Other Multinational Contributions	Spend £m	ODA £m	Non-ODA £m
United Nations Organisation Stabilisation Mission in the Democratic Republic of Congo (MONUSCO)	56.0	8.1	48.0
United Nations Mission in South Sudan (UNMISS)	51.4	7.4	44.1
United Nations Multidimensional Integrated Stabilisation Mission in Mali (MINUSMA)	49.5	7.1	42.4
United Nations Multidimensional Integrated Stabilisation Mission in the Central African Republic (MINUSCA)	38.5	5.6	32.9
United Nations African Union Mission in Darfur (UNAMID)	32.3	4.6	27.6
United Nations Support Office in Somalia (UNSOS)	25.4	0.0	25.4
United Nations Interim Force in Lebanon (UNIFIL)	20.9	3.1	17.7
United Nations Interim Security Force for Abyei (UNISFA)	12.4	1.8	10.6
United Nations Mission for Justice Support in Haiti (MINUJUSTH)	5.5	0.8	4.7
United Nations Disengagement Observer Force (UNDOF)	3.2	0.0	3.2
United Nations Mission for the Referendum in Western Sahara (MINURSO)	2.3	0.3	1.9
United Nations Interim Administration Mission in Kosovo (UNMIK)	1.5	0.2	1.3
United Nations Peacekeeping Force in Cyprus (UNFICYP)	1.3	0.0	1.3
United Nations Mission in Liberia (UNMIL)	1.1	0.2	1.0
UN Peacekeeping Credits	(5.6)	(0.3)	(5.3)
Sub Total	295.6	38.9	256.7
UN Special Political Missions	20.7	3.7	17.0
UN Tribunals	3.2	0.0	3.2
International Criminal Court	9.8	0.0	9.8
EU Civilian Common Security and Defence Policy Missions	34.0	27.5	6.5
EU Military Common Security and Defence Policy Missions	11.7	0.0	11.6
Organisation for Security and Co-operation in Europe Field Missions	13.3	10.5	2.8
NATO Kosovo Force (KFOR)	2.0	0.0	2.0
TOTAL	390.2	80.6	309.6
Foreign Exchange Adjustment (gains and losses on advance purchases of foreign currency)	(12.0)	0.0	0.0
TOTAL Peacekeeping Budget	378.2	80.6	309.6

	£m
Afghan Security – Op TORAL	100.3
Op TORAL is the UK's contribution to security in Afghanistan as part of NATO's Resolute Support mission.	
Deployed Military Activity Pool	50.0
The DMAP is a joint HM Treasury and MOD initiative to fund the initial costs of unforeseen military activity. In 2018/19 the fund met the net additional costs of elements of Counter Daesh operations, provided support to French operations in the Sahel, NATO support in Estonia and Poland, the NATO lead peacekeeping force in Kosovo and naval activity in the Asia Pacific region.	
UN Ops Africa – Op CATAN and Op TRENTON	16.3
Op CATAN is the UK deployment of medical, logistics and engineering personnel to the UN Support Office Somalia (UNSOS) and is part of the UK's wider Somalia strategy to build a more stable, peaceful and prosperous Somalia.	
Op TRENTON is the UK's deployment to the UN Mission in South Sudan (UNMISS). It consists of an Engineer Task Force, medical facility and force protection personnel.	
UN Peacekeeping force in Cyprus	21.2
OP TOSCA is the UK's longstanding presence in the UN mission in Cyprus that is responsible for maintaining peace and stability in a 180km buffer zone.	
<b>Total (100% non-ODA):</b>	<b>187.8</b>

## Annex D: CSSF Governance

The CSSF's Senior Responsible Officer is the Deputy National Security Advisor (DNSA). Ministerial oversight, is provided by the National Security Council (NSC) Sub-Committee chaired by the Chancellor of the Duchy of Lancaster.

The day to day oversight and management of the CSSF is provided by the JFU. The JFU represents CSSF interests across HMG and sets CSSF programme design and delivery standards, building on those already set by government departments. It ensures consistency across programme delivery and escalates any issues with programme management or design.

The Stabilisation Unit and JFU provide extensive support and advice to the CSSF network through training, guidance, technical assistance and support and lessons events. Within the JFU are a number of advisors who lead on programme management, monitoring and evaluation, gender, conflict, governance and security. Each advisor has responsibility for a portfolio board and is the main contact point for them.

### *Programme Design, Delivery and Oversight*

CSSF programme design is informed by evidence and analysis, experience of what works, technical expertise and engagement with programme stakeholders and beneficiaries. At the heart of programme design is the theory of change, which must be kept under constant review and updated as programmes learn and adapt, and as new evidence emerges.

In order to progress from design to delivery, every CSSF programme must secure appropriate approval in line with CSSF and departmental levels of delegated authority for:

- A programme document, setting out why the UK is engaging (what strategic objectives it supports), what a programme will deliver and how (including commercial procurement plans, monitoring and evaluation arrangements) and with what resources it will do so; and
- A programme results framework and risk registers setting out exactly what a programme expects to deliver, what results it will contribute to (and by when), and what risks programme teams will monitor and seek to mitigate.

Programmes are organised into geographic or thematic portfolio, and must demonstrate that they align to strategic priorities. Portfolios are overseen by senior civil servants including Heads of Mission and Departmental Directors.<sup>21</sup> Directors are in turn accountable to the JFU and to the DNSA on portfolio results, risk and financial performance.

During delivery, all CSSF programmes are subject to annual reviews, which investigate the extent to which programme ambitions have been realised and results delivered. The reviews also look at how programmes teams manage commercial partnerships, their budgets and value for money as well as considering how the teams have assessed risk, conflict sensitivity, gender sensitivity and changing contexts. Some programmes also undertake additional third party monitoring and evaluations.

### *Working in high risk environments*

The CSSF works in challenging operating environments, which requires the UK government to accept a high degree of risk. CSSF teams are required to identify, monitor and, as far as possible, mitigate the risks associated with their programmes to ensure they “do no harm” and represent good value for money. They must also consider how risks might differ for women and men, boys and girls. Portfolio Boards are required to review programme and portfolio risks on a quarterly basis, noting any residual risk remaining after mitigating actions have been taken.

Decisions about how much risk is tolerable within different parts of the CSSF portfolio is delegated to portfolio and strategy boards and are based on the context, strategic priority, value and potential positive impact of programmes. Where residual risk in a programme or portfolio remains very high, risk management decisions are escalated to ministers for decision.

For all security and justice programmes OSJAs are undertaken as an additional risk management process to assess human rights risks, identify any mitigating actions and outline any residual risk. Directors, boards and programme teams in country are responsible for ensuring that OSJAs are in place for all programmes before activities start. They should be reviewed at least annually, or extensions or changes to programme

<sup>21</sup> CSSF Portfolio Boards: Africa, Americas, Commonwealth, Counter Terrorism Programme Fund, Eastern Europe and Central Asia, Middle East and North Africa, Migration, Multilateral Strategy, National Security Communications, Overseas Territories, Serious and Organised Crime, South Asia, South East Asia and Western Balkans

design and delivery, where there have been a substantial change in context. Pre-assessments can result in activity being redesigned, paused or stopped, where environments have changed to such an extent that the risk threshold has been exceeded.

### *Budget allocations*

More than two thirds of CSSF programmes were multi-year in 2018/19.<sup>22</sup> An annual budget allocation review exercise has been undertaken for the CSSF each year. For 2018/19, CSSF programme teams had to develop bids which demonstrated the programme's strategic fit with HMG's national security objectives first and foremost, as well as the ability of the programme to deliver results and comply with CSSF programme management standards.

JFU technical and programme management experts completed initial assessments, assessing the bid document, the HMG strategy and the most recent annual reviews. Bids were then moderated across the CSSF portfolio. The outcome of this exercise was then shared with the DNSA who challenged all portfolio leads to relook at their programmes and ensure that as well as delivering multi-year programmes, their portfolios reflected current NSC priorities and were able to flex to respond to emerging opportunities and evolving political direction. Allocations were then approved by the NSC Sub-Committee.

Allocations were awarded to portfolio boards, with individual departments accountable for the funding on their departmental baselines. Where there were concerns, the JFU retained a portion of a portfolio or department's allocation until programme teams completed remedial action. Portfolio boards report to the JFU quarterly on spend, highlighting any risks, concerns and lessons learned on programme or country performance.

During the year portfolio teams shifted funding between programmes where the operating context changed rapidly in year, where programmes were performing particularly well and could achieve more with additional funding or where there was a substantial change to HMG's strategic objectives.

All portfolio budgets were adjusted during the allocations process in 2018/19. The portfolios which saw the greatest changes from 2017/18 to 2018/19 were:

- The CSSF programme in Burma, where spending in some areas was curtailed following the outbreak of violence in Rakhine state;
- The Overseas Territories programme portfolio, as the immediate response and early recovery phases of support following Hurricanes Irma and Maria wound down; and
- Eastern Europe and Central Asia, and Western Balkans portfolios, both of which saw significant increases in their budgets in order to respond to increasing national security priorities in their areas

Of the portfolios continuing from 2017/18 to 2018/19, half saw budgetary changes of 15% or less. Only one programme (Burma) saw a reduction of more than 50% (£3.45m), as a direct result of significant changes in the programme's operating context. The CSSF also started three new programme portfolios in 2018/19 on serious and organised crime, national security communications, and support to the Commonwealth. Details are included in the table below.

Portfolio Budget Changes 2017/18 to 2018/19

Portfolio	£m change	% change
Western Balkans*	£12.44	43.41
Eastern Europe and Central Asia*	£17.12	36.32
Counter Terrorism Programme Fund	£4.96	22.01
Americas	£2.32	15.34
South Asia	£2.99	2.77
Multilateral Strategy	£0.30	1.54
Sub-Sahara Africa	-£0.99	-1.06
Middle East and North Africa	-£13.12	-6.11
Migration	-£4.74	-14.26
Overseas Territories	-£37.55	-43.14
South East Asia	-£3.45	-52.67
National Security Communications	£4.00	New
Serious and Organised Crime	£1.30	New
Commonwealth 18-20	£39.50	New

\*Good Governance Fund allocations are included in the regional totals

<sup>22</sup> 69% of active projects in 18/19 were also active in at least one previous year







HM Government

Foreign and Commonwealth Office,  
King Charles Street,  
London  
SW1A 2AH

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be sent to us at [JointFundsUnit@fco.gov.uk](mailto:JointFundsUnit@fco.gov.uk)