



HM Government

# Conflict, Stability and Security Fund: Annual Report 2017/18

A cross-government approach to tackling insecurity and instability



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Cover image: The White Helmets continue to deliver lifesaving services to civilians  
in Syria despite the dangers that confront them. Credit: Civil Defence Idlib

Conflict, Stability  
and Security Fund:  
Annual Report 2017/18

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

The Conflict, Stability and Security Fund (CSSF) was established three years ago to harness resources and expertise from across government towards building stability overseas and enhancing global and UK security. It has transformed the way the government responds to conflicts, instability and insecurity around the world.

Tackling these complex issues requires a different approach from traditional development or humanitarian support as the context of where extreme poverty is concentrated is changing. According to the World Bank already two billion people live in countries where development outcomes are affected by fragility, conflict, and violence and the share of the extreme poor living in conflict-affected situations is expected to rise to more than 60% by 2030. The CSSF drives a collective, cross-government strategic approach, which enables a more dynamic and effective response to crises.

This report demonstrates how CSSF programmes deliver real impact and promote stability and security across our national interests.

It is important that ministers have proper oversight of the CSSF. Following the conclusion of the National Security Capability Review, I chair a new National Security Council sub-committee for the CSSF and Prosperity Fund. The sub-committee strengthens ministerial oversight of both funds and ensures we continue to learn lessons and drive improvements in how we engage in some of the world's most fragile and challenging contexts. It will ensure that we build on the UK's position as an international leader on stabilisation and security programming.



## 2. Foreword—Deputy National Security Adviser, Christian Turner

The Conflict, Stability and Security Fund (CSSF) is a cross-government fund which uses both Official Development Assistance (ODA) and non-ODA resources to deliver against national security and UK Aid objectives building on the lessons of the Iraq Inquiry. This enables the government to support some of the most vulnerable countries in the world while also tackling the causes of insecurity in the UK and internationally. The CSSF draws on expertise from across government in a collaborative and integrated way in line with the government’s Fusion Doctrine, which aims to improve the way capability from across government is brought together. Robust mitigation measures ensure that risks which inevitably arise from programming in fragile environments are managed appropriately.

The CSSF adapts in the face of rapidly changing situations and in response to unforeseen crises. The government has agreed that the CSSF should maintain a broad reach, with the bulk of effort in ten countries, to enable this wide reaching, yet agile approach. This allows the government to respond to regional and transnational challenges and provides a platform for rapid expansion as conflict and security priorities and contexts evolve. The CSSF balances this flexibility with a focus on long-term conflicts, with deep-seated challenges which take years to resolve.

This report demonstrates how the CSSF is delivering activity across a range of areas to address instability and insecurity globally. The CSSF supports programmes to combat extremism, terrorism and serious organised crime, including work to counter Daesh. It responds to crises, notably in the aftermath of Hurricanes Irma and Maria in the Caribbean. Through the CSSF the UK government (HMG) works closely with multilateral institutions to promote the rules-based international order, working with the UN to prevent sexual violence in conflict.

The CSSF was set up three years ago, and during this time it has focussed on putting the right structures in place to ensure that it uses cross government expertise, is responsive to HMG priorities and complements core departmental work. It has been successful in doing this, as the recent reviews into the CSSF have found. The focus now is to refine and improve the way the CSSF manages, monitors and evaluates its programmes, increases its transparency and shares information on which interventions work best. This work is already in progress and the introduction of a Ministerial committee and Joint Funds Unit, managing both the CSSF and Prosperity Fund will strengthen the management and oversight of programmes.

As Deputy National Security Adviser and Senior Responsible Owner of the CSSF, I am committed to ensuring that CSSF programmes are designed and implemented as effectively as possible, whilst delivering value for money and supporting UK national interests.

### 3. Executive Summary

This is the second Conflict, Stability and Security Fund Annual Report. This demonstrates how UK government departments are using ODA and non-ODA to deliver progress against both national security and UK Aid objectives.

In 2017/18 the total spend for the fund was £1.18bn (47% ODA and 53% non-ODA). The report includes details on the breakdown of CSSF spend against departmental, regional and cross regional programming and of non-discretionary spend.

The report highlights the impact and results CSSF programmes are having around the world against their five objectives. In support of national security objective (NSO) 1: Protecting our People, six government departments used £57m of CSSF funding for the immediate response to Hurricane Irma in three of the UK's overseas territories. The CSSF supports NSO 2: Projecting our Global Influence, through the UK's contribution to the UN Department of Peacekeeping Operations, with a focus on tackling sexual violence.

The report details how the CSSF is spending its ODA allocation in support of three of the four UK Aid objectives. The CSSF's multi-year programme in Colombia continues to make progress against UK Aid objective: Protecting Global Peace, Security and Governance through its support for the implementation of the Peace Accord in Colombia. Against the UK Aid objective: Strengthening Resilience and Response to Crises the CSSF continues to support the Syrian Civil Defence volunteers "White Helmets", who are estimated to have saved over 115,000 lives. Through its peacebuilding and stabilisation activity the CSSF supports the UK Aid objective: Tackling Extreme Poverty and Helping the World's Most Vulnerable. In Nigeria, the CSSF supports the survivors of sexual violence, at the hands of Boko Haram and reintegrate them back into their communities.

During 2017, the CSSF was subject to three reviews - the National Security Capability Review and reviews by the Joint Committee on National Security Strategy and the Independent Commission for Aid Impact (ICAI). This report highlights changes and improvements the CSSF has made over the last year in response to feedback and recommendations from the reviews. This includes the creation of a new sub committee of the National Security Council, as well as improvements to transparency, monitoring and evaluation and lesson learning.

The CSSF is still a relatively new fund. In 2018/19 it will continue to learn from departmental best practice and the growing evidence base including from its own programmes. It will also work to implement ICAI's recommendations on results management and collecting evidence across its portfolio.





Royal Navy clean-up of Road Town, Tortola

## 4. Introduction

The CSSF works to build peace and stability in countries and regions suffering from some of the world's most difficult and long running conflicts. There is limited evidence as to what works best to create sustainable peace<sup>1</sup> and the CSSF was, in part, set up to build-up a body of evidence and trial new approaches. These include using UK government expertise in new ways and working with multilateral organisations and other international donors in a strategic way. These methods necessitate a high risk appetite balanced by robust mitigation measures.

From the top down the CSSF takes a truly cross-government approach to support and deliver programmes that build stability and tackle fragility. It takes direction from the National Security Council (NSC), which includes Secretaries of States from across government. Decisions on funding are determined, at every level, by cross-government boards which incentivises departments to work together to deliver UK government objectives.

Programmes blend Official Development Assistance (ODA) and non-ODA funding which allows departments to deliver a broader range of interventions. The model builds on lessons from the Iraq Inquiry, which highlighted the importance of departments working together, in an integrated way, both in London and on the ground, towards common objectives.<sup>2</sup>

### Cross-government working

The CSSF complements departmental activity, by providing resources to deliver programmes across a wider geographic and thematic reach. For example in Lebanon, government departments work together using CSSF funds, to deliver and support activity to ease pressures caused by the conflict in neighbouring Syria. The Department for International Development (DFID) has used CSSF ODA funds to address pressures on the education system and on basic municipal service delivery caused by the influx of around 1.5 million Syrian refugees. At the same time the Foreign and Commonwealth Office (FCO) and Ministry of Defence (MOD) have supported programmes training the Lebanese Armed Forces (LAF). During Financial Year 2017/2018, the LAF secured an additional 30% of the Lebanese-Syrian

border, securing the border for the first time. In addition to deterring terrorist attacks some farmers are now returning to land they have not had access to for 50 years.

CSSF programmes benefit from and contribute to the relationships British Embassies and High Commissions have with host governments and authorities, other international donors and members of civil society groups. Programmes can be used for leveraging, influence and for helping to shape the direction of multilateral and multi-donor interventions.

A good example of CSSF programmes using HMG assets and relationships to leverage further funding is in Egypt, where the CSSF has provided timely and targeted technical assistance to the Ministry of Education and World Bank on education reform. This demonstrates how a modest amount of CSSF funding (around £500,000 over two years) can position the UK as the partner of choice for education reform. In Egypt, up to 10 million children are failing to acquire basic literacy and other core skills due to high school drop-out rates. Poor education, alongside a demographic bulge are longer term risks to stability.<sup>3</sup> A CSSF funded Education Adviser, was able to bring together UK education expertise including the Department for Business, Energy and Industrial Strategy's Newton Fund, the government's Chevening scholarships and the British Council, as well as the Department of International Trade's business and trade partnerships. By presenting a coordinated and integrated UK offer, which could identify opportunities and risks within the education reform space, the CSSF helped to build the case for a US\$500m World Bank investment in this area with work expected to begin in September 2018, at the start of the new school year. The programme contributes to the UK's objective of supporting stability in Egypt.

### Strategic direction

The CSSF's overall direction is guided by the priorities set out in the 2015 Strategic Defence and Security Review (SDSR) and the UK Aid Strategy. It delivers against two national security objectives: 1) Protect Our People; 2) Project Our Global Influence; and three UK Aid objectives—Strengthening Global Peace, Security and Governance; Strengthening Resilience and

1 Independent Commission of Aid Impact report into the CSSF p i

2 Annex: Learning Lessons from the Iraq Inquiry: The National Security Adviser's Report, 1 January 2017

3 When the global crisis and youth bulge collide—UNICEF Social and Economic policy working paper

Response to Crises; Tackling Extreme Poverty and Helping the World's most Vulnerable.

CSSF activity is driven by NSC priorities. The NSC identifies countries and thematic issues which have an impact on the UK's national security. This determines the choice of countries or themes which receive support from the CSSF. Nearly half of all the CSSF's ODA allocation is spent in countries classed as having high fragility.<sup>4</sup> Objectives, take into account security, development, prosperity and foreign policy priorities, and are captured in cross-government country, regional or thematic strategies. Programme documents, published annually, link individual programmes to specific HMG objectives.

The management and oversight of the CSSF for 2017/18 was provided by the Joint Programme Hub (JPH), which brought together expertise from across government and reported to the National Security Adviser. The JPH provided advice, guidance and training on programme design, management, procurement, training and monitoring and evaluation.

### National Security Capability Review

In 2017, as part of the National Security Capability Review, the National Security Adviser commissioned a review of the cross-government funds. The report found substantial evidence that the CSSF was delivering against national security priorities, was improving cross-government working and was driving greater flexibility and a broader geographic and thematic reach than could be achieved through departmental allocations alone.

The review also made a number of recommendations, particularly on the governance of the funds. It concluded that the two cross government funds (the CSSF and Prosperity Fund) should be managed under one joint unit, with greater strategic and Ministerial oversight. As a result a new Ministerial Committee reporting to the NSC and chaired by the Chancellor of the Duchy of Lancaster, Rt Hon David Lidington MP has been established. A new Joint Funds Unit (JFU) was launched in April 2018 to manage the Funds and takes over the responsibilities previously held by the JPH. The new unit drives coherence between the Funds, while recognising their distinct policy and geographical focus.

### The United Nations Sustainable Development Goals (SDGs)

The CSSF works to help make countries more secure from threats such as terrorism, corruption and illegal migration and trafficking. In doing so, the CSSF primarily supports SDG 16, to "Promote just, peaceful and exclusive societies".

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 quality education for all and promote lifelong learning

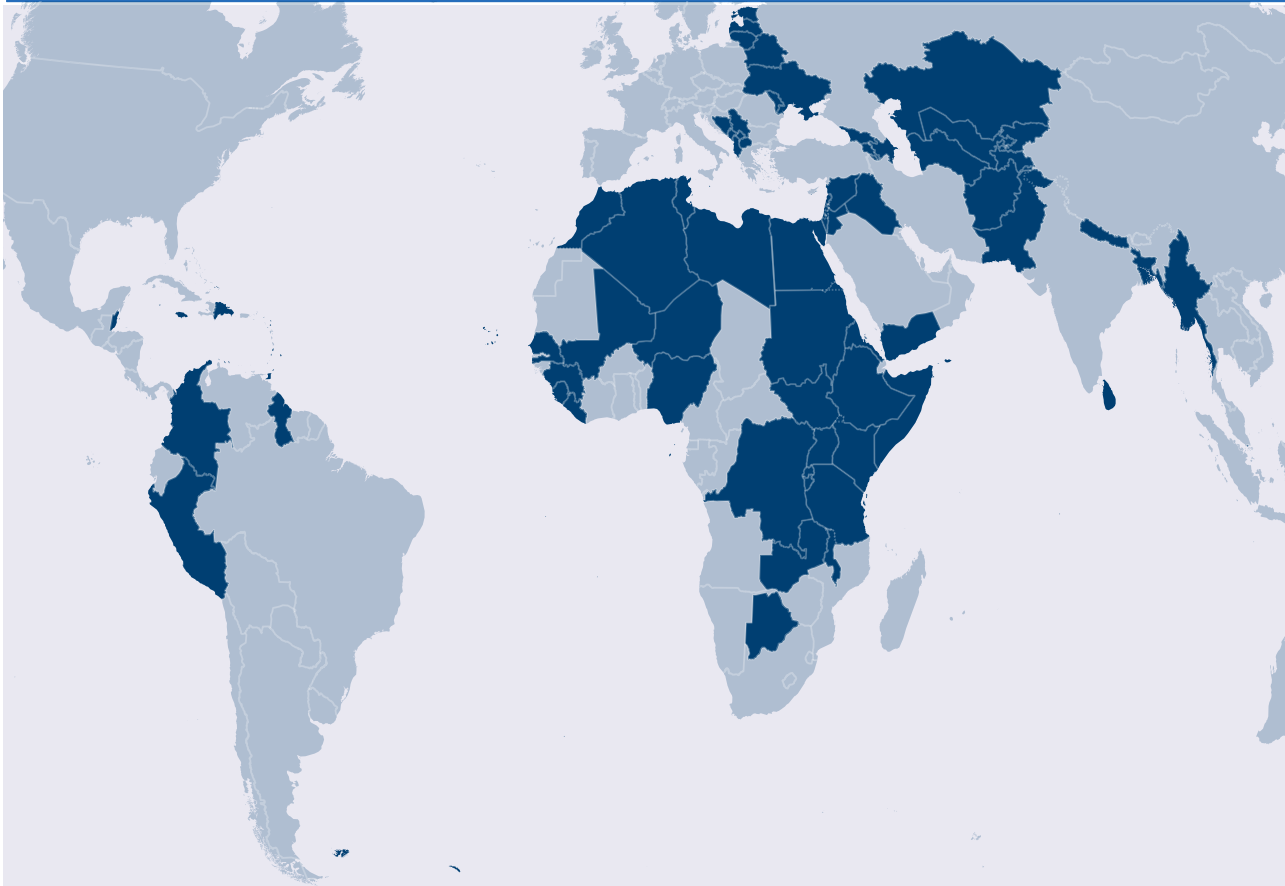
**Goal 5:** Achieve gender equality and empower all women and girls

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



4 According to the CSSF OECD DAC return for 2016

## Global Reach of CSSF Country, Regional and Multilateral Programmes



### 2017/18 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  
North Caucasus  
Tajikistan  
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  
Burma  
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

Bosnia and Herzegovina  
Kosovo  
Macedonia  
Montenegro  
Serbia

#### International Institutions

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

## 5. Areas of improvement and change:

The CSSF is a relatively new fund, which learns from departmental best practice as well as from the growing evidence its own programmes are generating. Over the course of 2017 the CSSF was subject to three reviews. The reviews praised the CSSF's strategic alignment with government priorities, cross-government working, conflict expertise and approach to gender. They were critical of other aspects, including governance, monitoring and results management and the use of evidence. Responding to these results, and changing and improving processes has been a focus throughout 2017/18.

Most recommendations from the first review, conducted by the Joint Committee on National Security Strategy (JCNSS), were implemented over the course of 2017/18. For example, publishing an Annual Report for 2016/17, over 60 programme summaries and creating a webpage on GOV.UK, which means that it is now easier to find out what objectives the CSSF works to, what its accountability structure is and which programmes it funds. The new governance structure (as explained in chapter 3) has already been created further to the recommendations of the JCNSS and National Security Capability Review and the new sub committee of the National Security Council will provide the CSSF with greater Ministerial oversight. The Independent Commission on Aid Impact (ICAI) review on CSSF's ODA spend was published at the end of FY 2017/18. The Joint Funds Unit (JFU) is already making progress on implementing many of ICAI's recommendations, particularly on improving results management, collecting evidence and synthesising lesson learning as outlined below. For 2018/19 the JFU is working to strengthen Monitoring and Evaluation across the fund, as part of developing stronger results management processes.

### a) Monitoring and Evaluation

Since the outset of the CSSF all programmes have been reviewed each year via Annual Reviews. As the CSSF matures, reviews are focused on the identification of outcomes (the changes outputs have delivered) rather than just outputs (the direct result of activities which programmes have delivered). This helps the CSSF demonstrate how programmes contribute to UK government (HMG) objectives.

*In 2017/18, the CSSF has made progress on:*

**Monitoring and Evaluation:** For 2017/18 Annual Reviews will look more closely at results at outcome level, to assess how successfully the programme is contributing to overall UK objectives.



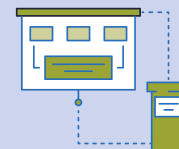
**Transparency:** The CSSF's first Annual Report for 2016/17 as well as over 60 programme summaries and over 40 Annual Review summaries were published on [GOV.UK](https://www.gov.uk)



**Conflict Sensitivity:** A conflict sensitivity marker has been piloted which sets standards for CSSF programmes to ensure that they are suitably informed by contextual analysis and can identify, monitor and adapt to specific conflict risks.



**Training and learning:** The JFU ran 12 courses for Programme and Project Management for 232 CSSF staff from nine HMG departments and all CSSF regions.



**Evidence:** The CSSF has developed new tools to improve the way programme teams design programmes and capture their results.



Monitoring results is a core part of programme management in the CSSF. All programmes have results frameworks which set out intended impact, outcomes and outputs and link these to the delivery of HMG strategic objectives. Monitoring and reporting on programmes occurs monthly, quarterly and annually and covers delivery and results, risk management and expenditure.

Annual Reviews are used to assess how well a programme is delivering—including on commercial partnerships, financial management, risk management and value for money. Review findings are analysed across the portfolio and shared widely with Programme Teams. Lessons are drawn out in a synthesis undertaken by the Stabilisation Unit (SU), a cross-government civil-military-police unit.

In its recent report of the CSSF's ODA spend, ICAI recognised that demonstrating outcomes “is a very challenging area for results management, in which other development actors also struggle”. In response, the JFU has committed to review processes, kept track of current best practice and made further improvements to results management.

For security reasons, it is not always possible to conduct direct monitoring of programme delivery, so a growing portion of the CSSF portfolio is covered by third party monitoring arrangements, including in Pakistan, Yemen and Syria. These arrangements enable programme teams to adjust design and delivery to respond to the changing contexts in which they work and maximise value for money.

Programme teams undertake additional evaluations and reviews of programme activities where it is proportionate, appropriate and possible to do so. These can be undertaken by teams from inside government or external providers. Examples of reviews and evaluations include:

- A review of the UK government response to Hurricane Irma, which has drawn out key lessons for future crisis responses,
- A review of the CSSF-funded Conflict Early Warning Early Response System in South Sudan, which has highlighted progress made and informed future delivery plans,
- An Egypt portfolio level evaluation is looking at the CSSF programming and diplomatic efforts.

## ***b) Transparency***

A major focus for the CSSF this year was improving transparency.

In July 2017, the first CSSF Annual Report was published, alongside over 60 programme summaries. The CSSF is also working to publish more spend data on the online Development Tracker (Dev Tracker), which publishes information on UK ODA spend.

Due to the highly sensitive nature of some of the CSSF's work it is not possible to publish details of all programme spend. The two key reasons why it may not be possible to make programme documentation public are to protect national security and to protect the safety and security of beneficiaries, partners and partner governments. Regional and thematic boards take the decision on what can be published and apply similar criteria to that set out in Freedom of Information legislation.

## ***c) Gender sensitivity***

The CSSF already ensures that all ODA spend is compliant with the International Development (Gender Equality) Act (2014). This states that all development and humanitarian assistance must demonstrate consideration of their impact on gender equality when a spending decision is made. CSSF compliance is verified during the annual review process. This year the CSSF piloted the expansion of these requirements to all CSSF programmes and funding (ODA and non-ODA). For 2018/19 this has been made mandatory.

Across the globe, the CSSF prioritises gender equality and is structured and governed to make sure that all of our programmes are gender sensitive. This includes projects which seek to prevent violence against women and girls, to improve their participation in peacebuilding processes and to protect women's and girl's rights in conflict-affected situations. The CSSF also supports delivery of the 2018-2022 UK National Action Plan for Women, Peace and Security in their nine priority countries—Afghanistan, Burma, Democratic Republic of Congo, Iraq, Libya, Nigeria, Somalia, South Sudan and Syria.

The ICAI review of the CSSF praised its systems for integrating gender equality considerations throughout programming. In recognition of the need to continue strengthening gender sensitivity across all regions and improve the way gender sensitivity is monitored and reported on, the CSSF commissions the Stabilisation Unit to audit the gender sensitivity of programmes on a rolling regional basis. These assess the extent

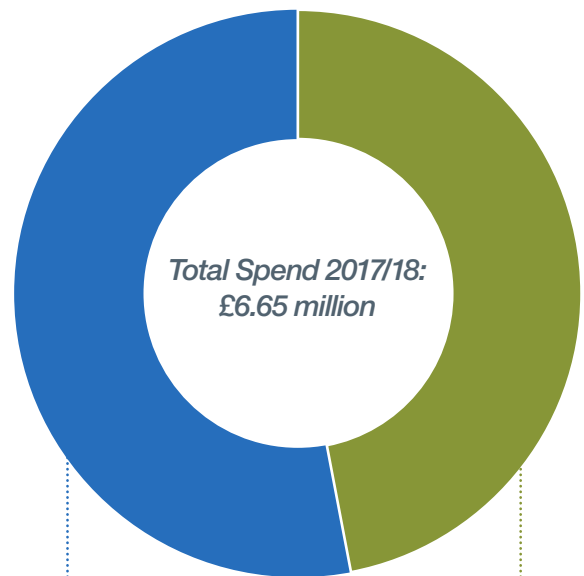


In Depth Gender Case Study - *Pakistan Consolidating Democracy Programme*

This programme aims to support Pakistan in developing a democratic system in which government institutions are capable, parliaments are accountable and the state as a whole is responsive to the needs and aspirations of the public. It has an enhanced focus on improving women’s political participation.

In Pakistan, evidence shows that multiple barriers (cultural, administrative and institutional) prevent women from registering and casting their vote resulting in a gender gap in the electoral rolls of 12.76 million. This programme is helping women overcome these barriers. One of the primary projects is to support the Election Commission of Pakistan’s ‘Women’s National Identity Card and Voter Registration Campaign’.

Since January 2018 the campaign has bolstered efforts for women voter registration through additional Mobile Registration Vans, Small Mobile Units, increased operating hours and reduced registration fees at National Database and Registration Authority Registration Centres in 103 districts across Pakistan. The campaign has identified approximately 800,000 women without National Identity Cards (NICs) and directly facilitated approximately 405,000 women to acquire NICs. Programme activities mapped women who were not registered to vote and engaged them through civic outreach and workshops, street theatre in remote areas, social media and radio.



**53%**  
Consolidating  
democracy

**47%**  
Strengthening  
electoral and legislative  
processes through  
support to UNDP

100% ODA. Contributing departments:  
Department for International Development and  
Foreign and Commonwealth Office

to which programmes are implementing gender into their design and delivery. During 2017/18, a gender audit for the Western Balkans and Eastern Europe and Central Asia was undertaken covering all CSSF-funded work in the region. It mapped projects, reviewed documents and interviewed over one hundred CSSF staff, stakeholders and implementers. Findings and recommendations have been presented to regional and thematic boards to be implemented this year. The audit findings demonstrate the positive impact of CSSF standards and practices for gender sensitivity.

#### **d) Conflict sensitivity**

The ICAI report recognised the strength of the CSSF's conflict analysis, and "conscientious" conflict sensitivity. In 2017/18, a new Conflict Sensitivity Marker was developed, which is being piloted across a number of programmes, to ensure programmes do not inadvertently exacerbate conflict. This sets standards for all programmes to ensure that they are suitably informed by context analysis and that they identify, monitor and adapt to specific conflict sensitivity risks. The marker will be rolled out in 2018/19.

In many of the countries in which CSSF operates a Joint Analysis of Conflict and Stability (JACS) is used to understand the needs and interests of key actors and the underlying drivers of conflict and violence. This analysis is drawn together through a combination of literature reviews, cross government workshops and focus group discussions with a range of stakeholders in-country. In 2017/18, JACS were carried out in Central Asia, Egypt, Iraq, South Sudan, Sri Lanka, Tunisia, Western Balkans, Zimbabwe and for the Middle East Peace Process Programme. The analysis from the JACS in South Sudan in June 2017 led to an expansion of work on subnational peacebuilding.

#### **e) CSSF Training and Learning**

From the outset the CSSF has been committed to training and learning. Both the JFU and the Stabilisation Unit (SU), provide extensive support and advice to the CSSF network through training, guidance, technical assistance and support and lessons events.

A key part of the CSSF's focus has been building programme management skills across government departments and sharing lessons in new priority

areas such as migration, modern slavery and human trafficking.

#### **Building capacity across HMG**

The JFU uses expertise from across government to design and oversee training in programme management skills and is helping to build skills and capacity in these areas across government. In 2017/18, the JFU ran 12 courses for Programme and Project Management for 232 CSSF staff from nine departments and all CSSF regions. The course covers key programme management principles including: programme design, value for money, monitoring and evaluation, results frameworks, risk management, financial management and managing partners and suppliers.

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 organised crime; migration; modern slavery and human trafficking; and monitoring and evaluation in conflict stabilisation contexts. For 2017/18, the SU ran 19 training courses delivered to 393 participants.

#### **Annual Lessons Event**

Lesson learning occurs through a range of mechanisms via thematic guidance papers, Annual Reviews and from annual lessons events. Lessons learned are shared widely with programme teams so that they can draw on CSSF evidence to inform programme design and management. The SU produces a Lessons Synthesis of all CSSF Annual Reviews, providing the CSSF with an overview of the key lessons, themes and overarching recommendations to help prioritise where implementation processes can be improved.

Each July, the JFU and the SU run an annual two-day lessons learned workshop in London, bringing together 200 CSSF staff from every region as well as departmental, regional and policy leads, to share and discuss policy updates and lessons learned with SU, JFU and external experts. The key lessons for 2017's event were:

- Relationships Matter—coordination across HMG, with other donors, with host countries and with implementing partners are vital to successful CSSF programmes.





*In Lebanon, the CSSF has supported the Lebanese Armed Forces to secure the border with Syria.*

- Politics matter—programming must consider the political context and be conflict sensitive as the CSSF is a political fund, and political engagement is key to transformative change
- Theories of Change must be realistic—programmes must have strong political and conflict analysis underpinnings. Theories of Change must be clear on how the programme will bring about change using evidence, expertise, and risk assessment.

In 2017/18, regional and thematic boards were tasked to ensure programme teams incorporated lessons learned from Annual Reviews and the Lessons Event into programme delivery and design. As part of that engagement each region held a focused workshop in 2017/18 to discuss and apply lessons. How successful boards had been at embedding lessons was considered during the annual allocations process.<sup>5</sup>

#### **f) Evidence**

With three years of operational experience, delivering around 90 active programmes, the CSSF has amassed a considerable body of evidence and lessons on approaches to conflict work. The CSSF has also commissioned specific research to enhance programming, for example on political influence.

During 2017/18, a new tool was developed which demonstrates whether projects and programmes deliver diplomatic access and influence either as a core programme objective or alongside other outputs and outcomes. This allows programme teams to capture evidence of both planned and unplanned achievements—both of which are important in conflict settings and demonstrate value for money. This has been rolled out to programmes where access and influence are important elements of a programme's objectives.

<sup>5</sup> Details of the CSSF allocations process can be found in Annex D.

## 6. National Security Objective 1 - Protecting our people

The CSSF delivers programmes designed to reduce threats that the UK and its allies face across the world, including combatting extremism and terrorism and serious and organised crime, as well as responding to crises and supporting allies to develop their resilience. In addition, the CSSF provides funding for the Overseas Territories. Programmes and activity meeting these objectives spend both Official Development Assistance (ODA) and non-ODA which allows the CSSF to deliver activities in the UK's national interest, protecting UK citizens from threats as well helping to build stability in fragile regions.

The inclusion of the Overseas Territories as a regional and thematic board for the CSSF in 2016 enabled us to fund a cross-government response to Hurricanes Irma and Maria in September 2017. The funding was channelled across all departments and agencies via a cross-government planning team established by the CSSF.

### Countering Violent Extremism

The CSSF funds programmes to prevent violent conflict and to promote reconciliation and peaceful dialogue in areas at risk of conflict. On the border between Lebanon and Syria, the CSSF supports a local NGO to encourage vulnerable and marginalised men and women to be ambassadors of peace and improve relations by delivering projects that serve their communities. The programme has successfully recruited nearly 300 men and women to re-establish trade on the demarcation line between Sunni and Alawite communities in Tripoli. The project also created a cultural space in Tripoli and Beirut for young people, providing them with livelihood skills to help enable them gain active employment, and a neutral place to meet friends who were once violent foes. Many beneficiaries talk of their transformed lives and a reduced risk of violent extremism. Learning from this programme has been shared across the region.

### Countering Terrorism

One of the CSSF's longest running programmes is funding the UK's contribution to the Global Coalition's Communications Cell which reduces Daesh's capability to recruit, incite attacks and inspire support by tackling its propaganda. The Cell's Public Communications team supports this by souring Daesh's legacy, maintaining support for the Coalition, and reducing terrorist propaganda online. The team's

Daily Messaging Pack is received by over 900 people every morning across 60 Coalition partners and helps to co-ordinate messaging to ensure the global narrative on Daesh is one of failure. The team also supports the spokesperson for the military operation against Daesh in Iraq and Syria, conducting press engagements with major international media outlets, including BBC World News, Al-Arabiya, Al Jazeera and Sky News Arabia, to ensure as broad a reach as possible for key messaging which undermines Daesh.

### Strengthening resilience, preparedness and crisis response

The CSSF supports the secondments of specialists directly into international organisations to strengthen their resilience and preparedness so that they can respond effectively to the impact of conflict and crises.

The CSSF Somalia Security Sector Reform Programme works towards the UK objective of improving security in Somalia by providing funding for the UK-supported Joint Operations Command Centre (JOCC). Following a significant terror attack, in Mogadishu in October 2017, which killed over 580 people, the JOCC worked around the clock to coordinate a response under the command of the Somali Prime Minister. UK funded strategic communications advisers provided support to the Ministry of Information and office of the President to handle media enquiries and manage messaging. The CSSF programme in Somalia enabled the Somali authorities to effectively manage events after the attack and minimise impacts on the state.

Alongside these programmes the CSSF also plays a key role in supporting the government's response to crises overseas and rising instability in priority regions. Via its Rapid Response Mechanism (RRM) the CSSF is able to respond immediately to current threats, distributing funds to departments, so that recovery work can begin immediately.





Royal Navy Hurricane Irma relief delivery from RAF Mounts Bay

In depth case study - *Hurricane Irma Response*

The CSSF played a key role in supporting the government’s response to Hurricanes Irma and Maria. It enabled funding to be released as the hurricane approached the territories via the Rapid Response Mechanism, which ensured recovery work could start straight away. It also supported the planning and delivery of the ongoing recovery effort.

Three territories were particularly affected: Anguilla, the British Virgin Islands (BVI) and the Turks and Caicos Islands (TCI). All experienced significant, critical national infrastructure damage. With funding from the CSSF Rapid Response Mechanism, departments from across government got to work and the UK deployed its full range of assets to address the immediate needs of the islands.

Support included: the distribution of vital humanitarian supplies; the deployment of the UK military to service the relief operation; the provision of prison and police officers to meet basic security needs; and Public Health England’s support to public health systems. Key achievements included delivering the re-electricification of Anguilla within three months of the hurricane and of BVI in early 2018.

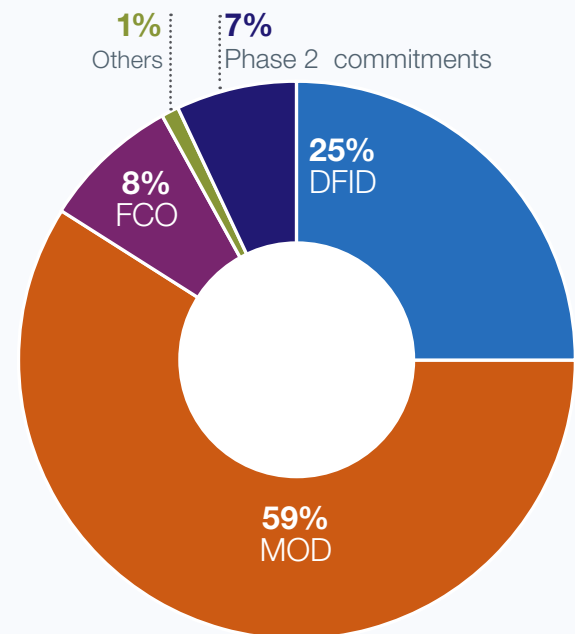
In Anguilla, repairs were undertaken to educational buildings to make sure that students had safe facilities to take exams. CSSF support enabled the airport to resume commercial operations with an emergency control tower and provided the equipment and services needed to allow the airport to resume night flights which was critical for the island’s economy.

In BVI the CSSF supported immediate repairs to housing for vulnerable families with inadequate insurance coverage. Repairs to seven reservoirs, on BVI, are restoring the water network and enabling the majority of the population to access basic water supplies.

In TCI the CSSF supported the repair and upgrade of the main radar system, a critical tool for the marine police to identify suspicious vessels carrying weapons, drugs and illegal migrants.

**Hurricane Irma Immediate Response**

Total spend 2017/18: £57 million



100% non-ODA

Contributing departments: Department for International Development, Department of Health, Foreign and Commonwealth Office, Ministry of Defence, Ministry of Justice, Stabilisation Unit.



*UK Military deployed to UNMISS*

## 7. National Security Objective 2—Projecting our Global Influence

The CSSF contributes towards projecting the UK's global influence by reducing the likelihood of threats materialising and affecting the UK, its interests, and those of its allies and partners. Central to this is CSSF funded work to strengthen multilateral institutions as part of the UK's commitment to a rules-based international order. This provides funding to support the UN to tackle and promote a reduction in human rights violations, sexual violence in conflict, sexual exploitation and abuse as well as better protection and participation of women and girls.

### **Tackling sexual exploitation and abuse and preventing sexual violence**

The CSSF funds the UK's contributions to UN Peacekeeping Missions around the world, mostly in Africa.

Through the CSSF, the UK remains the largest extra budgetary country donor to the UN Department of Peacekeeping Operations. In 2017/18, funding was used to support the UN's preventing sexual exploitation and abuse initiatives, in particular strengthening the vetting of UN personnel and the development of key management tools to identify, assess and manage risks relating to prevention, enforcement and remedial action.

As part of the UK's commitment to preventing sexual violence the CSSF supported the UN's Peacekeeping Operations to ensure that communities, victims and individuals in the Democratic Republic of Congo (DRC) and the Central African Republic (CAR) have a better understanding of sexual abuse and exploitation. In 2017/18, six community-based complaint networks were set up in CAR and seven in DRC. At least 15,700 people in DRC and 3,500 in CAR were directly informed about sexual abuse and exploitation, associated risks, how to report allegations and the availability of victim assistance. A larger number were reached indirectly through radio and SMS.

### **Countering hybrid threats**

The CSSF supports secondees to work at NATO and improve co-ordination with other partners. UK expertise, through seconding UK experts to the EU and NATO, has helped to deliver greater EU-NATO collaboration on hybrid threats—which can be complex and multi-dimensional in nature. For example, a UK secondee was instrumental in the creation of monthly meetings between the EU Hybrid Fusion Cell and NATO Hybrid Analysis Branch sharing work plans, forthcoming assessments and discussing analytical evidence. This collaboration is seen by the EU and NATO intelligence community as the 'model' to replicate amongst other teams.



National Crime Agency (NCA) operation

In depth case study - **Organised Immigration Crime Taskforce**

CSSF supports the Organised Immigration Crime Taskforce, which brings together officers from the National Crime Agency (NCA), Border Force, Immigration Enforcement and the Crown Prosecution Service (CPS) to identify and tackle organised crime groups, who are behind and profiting from the migration crisis in the Mediterranean.

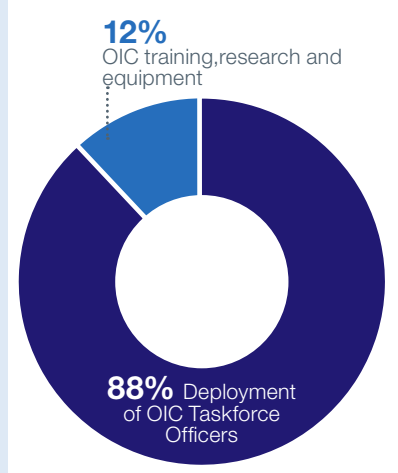
The additional staff funded under the Taskforce are working in 17 countries across Europe and Africa to improve the capability of source and transit countries to tackle organised immigration crime (OIC). In addition these staff: develop and enrich the intelligence picture of the threat; identify and investigate those involved; disrupt those who help to facilitate OIC crimes; and identify and recover illicit finances. This support is delivered through a combination of mentoring within partner countries, conducting joint operations in source and transit jurisdictions, providing training and facilitating the flow of information (between both UK agencies and the UK and partner agencies) relating to the OIC threat, debriefing migrants and offering criminal justice (including prosecutorial) assistance.

In November 2017, support to Greek police led to the arrest of 20 people and the closure of four locations responsible for manufacturing forged documents. This effectively dismantled a group thought to be behind hundreds of attempts to smuggle Albanians into the UK.

In February 2018, Jamal Owda was sentenced to 13 years imprisonment in Greece, along with 22 co-defendants who were also sentenced to between 3 and 17 years each. Intelligence indicated, that Owda was the head of an organised crime group believed to have smuggled more than 50,000 foreign nationals into Europe. CPS and NCA support to Greek partners through the OIC Taskforce enabled the case to reach this successful conclusion, following Owda's arrest in the UK in late 2015.

<p><b>16</b> PEACE, JUSTICE AND STRONG INSTITUTIONS</p>	<p><b>17</b> PARTNERSHIPS FOR THE GOALS</p>
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**Organised Immigration Crime Taskforce**  
Total spend 2017/18: £12.49 million



25% ODA and 75% non-ODA. Contributing departments: Crown Prosecution Service, Foreign and Commonwealth Office and National Crime Agency.



*Improved DNA quantifications allows Punjab Forensic Science Agency (PFSA) to identify and process smaller quantities of DNA.*

## 8. UK Aid Objective 1 - Protecting Global Peace, Security and Governance

Conflict is one of the major challenges to development and poverty is increasingly concentrated in fragile states and regions. The World Bank Development Report 2017 recognises the “staggering” cost of violence on development outcomes. In 2015 violence cost an estimated 13.4 percent of the global GDP.<sup>6</sup>

In line with the UK Aid Strategy a large number of the CSSF’s programmes deliver security, peacekeeping, peace-building and stability activity to help countries, become safer and more secure. Supporting peace and stability is fundamental to poverty reduction overseas and helps to strengthen national security at home.

CSSF programmes bring together key stakeholders (including host governments, other donors, civil society groups etc.) to leverage resources or provide technical expertise which acts as a catalyst for long term change. The examples below demonstrate how CSSF programmes can work to strengthen global peace, security and governance.

### Global Peace

In 2017/18, Following the CSSF’s successful support to the initial phases of the Colombia peace process, CSSF programmes have supported the Government of Colombia (GoC) to overcome early challenges in the Peace Accords implementation. Via bilateral contributions and contributions to the UN Trust Fund in Colombia the CSSF is helping the GoC to begin to build the conditions for long-term stability. This programme aligns with the UK’s wider policy objectives to work together with the GoC for shared peace and prosperity.

In 2017, CSSF programmes worked across three areas: the first, security and justice, focused on strengthening the rule of law in areas previously occupied by the Revolutionary Armed Forces of Colombia (FARC). This enabled the Colombian police to design a road map on how to transform into an organisation that can build long term peace. Through the UN Trust Fund the CSSF supported local justice systems to replace the gap left by the FARC and assist the Ministry of Justice to improve the rehabilitation of offenders to prevent ongoing youth recruitment. It also supported the President’s office to set up a system to guarantee better safety for ex-combatants and human rights defenders.

In the second area, promoting socio-economic areas of rural conflict affected areas, the CSSF helped the GoC demonstrate the immediate benefits of peace through supporting community-led infrastructure projects and the formulation of participatory rural development plans in areas marked by the absence of state services.

In the third area, reconciliation, the CSSF provided start-up funding to the Special Jurisdiction for Peace and supported victims groups to travel to and consult with the newly established Truth Commission. Funding was provided to bring ex-combatants together with host communities and supported the GoC in accelerating compensation and psychosocial support to victims in areas where the FARC are reintegrating into civilian life.

### Security

CSSF funding has played a crucial role in strengthening forensics capability in Pakistan, facilitating significant improvement in the effectiveness

In-depth case study - *Kenya Mutual Legal Assistance*

of the justice system. This supports the UK's objective to support Pakistan in delivering high-quality public services. Activities included building the technical capacity of the National Standards Agency to support an International Organisation for Standardisation (ISO) accreditation process. As a result, the Punjab Forensics Science Laboratory gained ISO status for firearms and tool marks which will enable it to share evidence internationally to facilitate crime solving, a key UK priority in the fight against terrorism and crime.

**Governance**

The CSSF funds the Good Governance Fund (GGF) which supports economic and governance reform initiatives and work to safeguard internal stability, in Georgia, the Republic of Moldova, Ukraine, Serbia, and Bosnia and Herzegovina, in line with the UK's priorities for this region. In order to unlock investment from the EU, Bosnia and Herzegovina's energy sector required improved regulation to meet EU requirements. The complexities of political devolution and multiple stakeholders meant that delivering an Energy Strategy required a multi-pronged approach, working across governments and combining policy and programme efforts. The GGF supported this process by bringing together key members of the international community, utilising expertise and policy support, which facilitated the delivery and adoption of a new energy strategy which is now being taken forward. This will help Bosnia and Herzegovina access €1 billion of Investment Framework funds, opening up investment and business opportunities and improving economic stability.

Serious organised crime in East Africa poses significant threats to the internal stability of the region and to UK interests, including security and trade. To combat this often complex and international criminality, the Kenyan authorities need an efficient and effective Mutual Legal Assistance ('MLA') process. MLA is the mechanism by which one state can request information and evidence from another state for use in criminal proceedings and is an increasingly vital tool for investigators and prosecutors to tackle transnational crime.

Through the CSSF funded East Africa Programme, the Crown Prosecution Service (CPS) deployed a Criminal Justice Adviser to support Kenya in developing and improving the criminal justice system to help combat crime and ensure access to justice for all. This included a bespoke MLA project which identified areas for improvement in the way requests are drafted and transmitted, and devised guidelines for the Kenyan Central Authority and international partners.

The Guidelines, the first public guidelines of this nature produced anywhere in the region, were launched in March 2018 in Nairobi. The outgoing Attorney General, Githu Muigai said the launch marked: "... an important chapter in our criminal justice sector reforms as we launch the guidelines for Mutual Legal Assistance and international cooperation in the fight against crime."

The Guidelines were piloted in 2017/18 by Kenyan prosecutors and have now been adopted for ongoing cases, with increased resources at the Central Authority to support the new processes. Initial results indicate that this more efficient and effective process has improved inter-agency cooperation, with the Kenyans providing evidence to support two counter terrorism cases in the UK and a greater use of digital technology enabling witnesses to give evidence via video link. This technology enabled a Kenyan child, who was a key witnesses in a paedophile case to give evidence via video link, so that she did not have to travel overseas to an unfamiliar country. This has led to him being prosecuted and found guilty of four counts of rape, three counts of assault by penetration, four counts of sexual assault and two counts of perverting the course of justice.

Kenya has used the MLA improvements to share and receive evidence with other jurisdictions, not just the UK, as part of their contribution to the global fight against transnational crime.

**16** PEACE, JUSTICE AND STRONG INSTITUTIONS

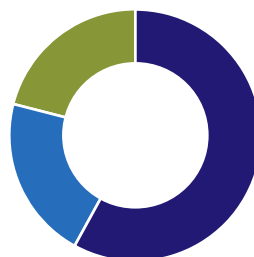


**17** PARTNERSHIPS FOR THE GOALS



**East Africa Criminality Programme**

Total Spend 2017/18: £2.38m



- **21%** Increase the capacity of the Kenya and Tanzania criminal justice systems to investigate, prosecute and adjudicate transnational and serious organised crime
- **21%** Kenya Strategic Command and Leadership Programme in support of the Police Reform agenda
- **58%** Supporting Kenya and Tanzania law enforcement agencies to tackle multi-sectorial transnational organised crime

Contributing departments: Crown Prosecution Service, Foreign and Commonwealth Office and National Crime Agency



*The White Helmets provide medical care to children in Aleppo. Credit: Civil Defence Aleppo.*

## 9. UK Aid Objective 2 - Strengthening Resilience and Response to Crises

The CSSF has a key role in supporting the delivery of the UK Aid objective to provide more support for fragile and conflict affected states. Its programmes work to support civilians affected by conflict and instability, saving lives and protecting communities.

### Strengthening Resilience

During 2017/18, the CSSF provided over £11m to support the Syrian Civil Defence (SCD), also known as the White Helmets, in Syria. The UK is their biggest contributor and provides funds to support over 4,000 volunteers in 140 SCD teams throughout Syria, who provide life-saving services to civilians. The project is estimated to have saved over 115,000 lives.

In order to build more robust states and democracies that can withstand crisis and security threats, the CSSF supports countries to build democratic processes and free media. Recognising the emerging opportunities in Uzbekistan and that a professional media is essential for the development of a more democratic society, in which governments are accountable to its citizens, the CSSF has supported Uzbekistan's ambitious reform agenda. This included financing media literacy training for 400 specialised

secondary education teachers. The teachers have gone on to train over 26,000 students how to recognise and understand the messages carried in different media forms. In addition the CSSF has trained over 130 journalists in digital media skills. This should lead to improved journalistic standards and help the next generation develop critical thinking skills.

### Response to crises

As part of the UK's support to conflict affected communities in the breakaway territory of Abkhazia in Georgia, the CSSF has funded the clearance of unexploded ordnance left over from past conflicts. Unexploded ordnance clearance teams cleared 1.1 km<sup>2</sup> of land contaminated by an accidental and fatal munitions store explosion in August 2017. The teams safely removed 14,775 explosive items including landmines and 250 kg aircraft bombs from the crater zone, residential areas and agricultural land, allowing families to return safely to their homes. Over the year, 25% more people surveyed felt safe and able to continue working on their agricultural land, providing livelihoods for their families and community.



In depth case study - *Iraq Immediate Stabilisation Programming, FY17-18*

The Iraq Governance and Security and Justice Programmes are key in delivering the UK's mission to support the Iraqi Government and people as they build a stable, prosperous and democratic nation.

Working with the Government of Iraq, the UN Mine Action Service (UNMAS) and the UNDP, CSSF funding has helped to rebuild essential infrastructure in areas liberated from Daesh, and cleared it of explosive hazards, enabling over 3.6m people to return home and access basic services, including healthcare, education, water and electricity.

CSSF support to the UNDP-led Funding Facility for Stabilisation, a multi-donor pooled fund, has helped deliver over 1,500 stabilisation projects restoring services and essential infrastructure in liberated areas. UNDP has staff deployed across Iraq, including embedded stabilisation advisors in 10 municipalities to support project planning. The programme has provided cash for work for both men and women, and stimulated local business through reconstruction contracts. Over 15,000 residents earned a wage whilst restoring their homes and city.

Inclusion is critical to the stabilisation effort—and women have been recruited as engineers, social workers and in local councils. In total over 2,000 jobs and more than 1,000 small business grants have been created for women, and over 1,000 vulnerable women and female headed households have benefitted from cash for work programmes.



*Inclusion is critical to the stabilisation effort.  
Credit: UNDP FFS, Mosul.*



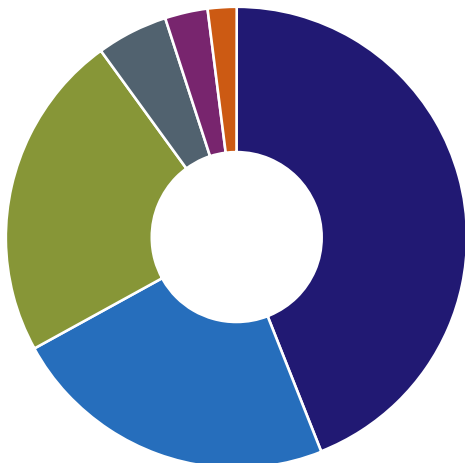
*Explosive hazards removed from Al Khansa hospital.  
Credit: UNMAS, Mosul.*

As well as the 'pooled' Funding Facility for Stabilisation projects, CSSF funding has specifically paid for the rehabilitation of a water plant serving over 300,000 people in Mosul and repaired over 2,000 homes in the city.

In Mosul the UNMAS demining programme has facilitated the removal of more than 585,000 explosive hazards, helping to enable the return of nearly 1 million people. Clearance locations include Al Khansa Hospital in Mosul and four schools in Al Qayarra, helping 1,286 children return to school.

**Iraq Programme Spend** - Total spend 2017/18: £28.85 million

(includes £9.12m spend for programme activity not published due to national security. It was reviewed by ICAI during their review into the CSSF).



- 44% Immediate stabilisation
- 23% Responsive governance
- 23% Community resilience
- 5% Monitoring, Research and Evaluation
- 3% Security Sector Reform & Policing
- 2% Staffing

99.1% ODA and 0.9% non-ODA

Iraq CSSF Governance Programme – including Iraq Stabilisation and Resilience activity.

Iraq CSSF Security and Justice Programme

Contributing departments: Department for International Development, Foreign and Commonwealth Office and Ministry of Defence



*Survivors of Boko Haram violence attend support session and anti-stigmatization workshop in North East Nigeria. Credit: International Alert*

## 10. UK Aid Objective 3 - Tackling Extreme Poverty and Helping the World's Most Vulnerable

All CSSF Official Development Assistance (ODA) spend supports the UK Aid objective of tackling extreme poverty and helping the world's most vulnerable, in particular women and girls, by building security and stability in the most fragile environments. CSSF activity complements departments' core poverty reduction activity.

The CSSF achieves this by:

- Counteracting the upheaval caused by conflicts;
- Protecting the most vulnerable from armed conflict;
- Improving community resilience and capacity to respond to and recover from conflict-related violence (particularly sexual and gender-based) at the local and national level preventing gender-based violence and supporting the reintegration of victims.

### Conflict upheaval

In focusing on the most vulnerable the CSSF's stabilisation work has enabled the UK to address the fallout from the Syrian conflict. In Syria the CSSF supports access to education in Western Aleppo and Idlib. By offering stipends to teachers and administrative staff, providing technical support to teachers and improving assessment and examination systems, programmes reached over 7,000 teachers preventing 275,000 Syrian children in 800 schools from missing out on essential schooling. Not

attending school substantially increases the exposure of children to risks, such as child labour, early and forced marriage, recruitment into armed forces, and potentially increases young people's vulnerability to radicalisation. CSSF funding enables Syria's education programme to work closely with community leaders and local organisations to support teachers and coordinate work across the education sector. This complements DFID bilateral funding which focuses more on enhancing the quality of needs-based education in a protracted crisis, including the provision of remedial literacy and numeracy, child protection and psycho-social support.

### Protecting the most vulnerable

As part of the CSSF's wider North East Nigeria Security and Conflict and Stabilisation programme, which aims to build stability and security in this region, the CSSF supports survivors of Boko Haram. This project helps survivors of sexual violence reintegrate back into their communities. Through intra-religious and inter-communal dialogue, the training of community leaders on peace building and reconciliation and psychosocial and medical assistance, 2,320 women and girls who survived Boko Haram violence were helped to re-start their lives at home. In addition 725 households who have suffered displacement as a result of the conflict (including former fighters and survivors of sexual violence) benefitted from start-up kits that helped tackle their economic marginalisation.



In depth case study - *Somalia Early Recovery Initiative*

In Somalia the CSSF funded Early Recovery Initiative (ERI) is working to address gaps in stabilisation activity where other development organisations or donors are not yet established. This programme supports the wider UK objective of addressing drivers of community insecurity in areas recently recovered from Al-Shabaab. UK civilian and military personnel, working alongside local Somali field staff, are delivering capacity training to the African Union Mission to Somalia (AMISOM) to enhance civil security and military co-ordination and processes.



The use of children in warfare by the Somali Armed Forces has been common practice for years. The CSSF is working with Somalia to introduce and enforce non-discriminatory laws and policies to end the exploitation of children in this way.

CSSF funding supported a series of ‘Preventing the Recruitment & Use of Children During Armed Conflict’ training and training of the trainers work. This enabled Somalia to develop a new policy, and resulted in a Somali National Army General Command Order on the ‘Protection of Children’s Rights, Before, During and After Operations’ to specifically ban the recruitment, association with and use of children within the Somali Armed Forces. This demonstrates a serious commitment by Somalia to improve their compliance with International Humanitarian Law and International Human Rights Law.

The training model is seen by AMISOM as an example of how a Somali-led policy can be delivered. The CSSF’s approach was cited as a shift in how AMISOM would conduct business in supporting the transition towards Somali owned and led initiatives and has triggered an increased demand from AMISOM, senior Somali government representatives, Federal Member States representatives and Somali Police and Security Forces for the UK led training of the trainers model.

**Somalia Early Recovery Stabilisation in Newly Recovered Areas Programme**

Total spend 2017/18: £1.1 million

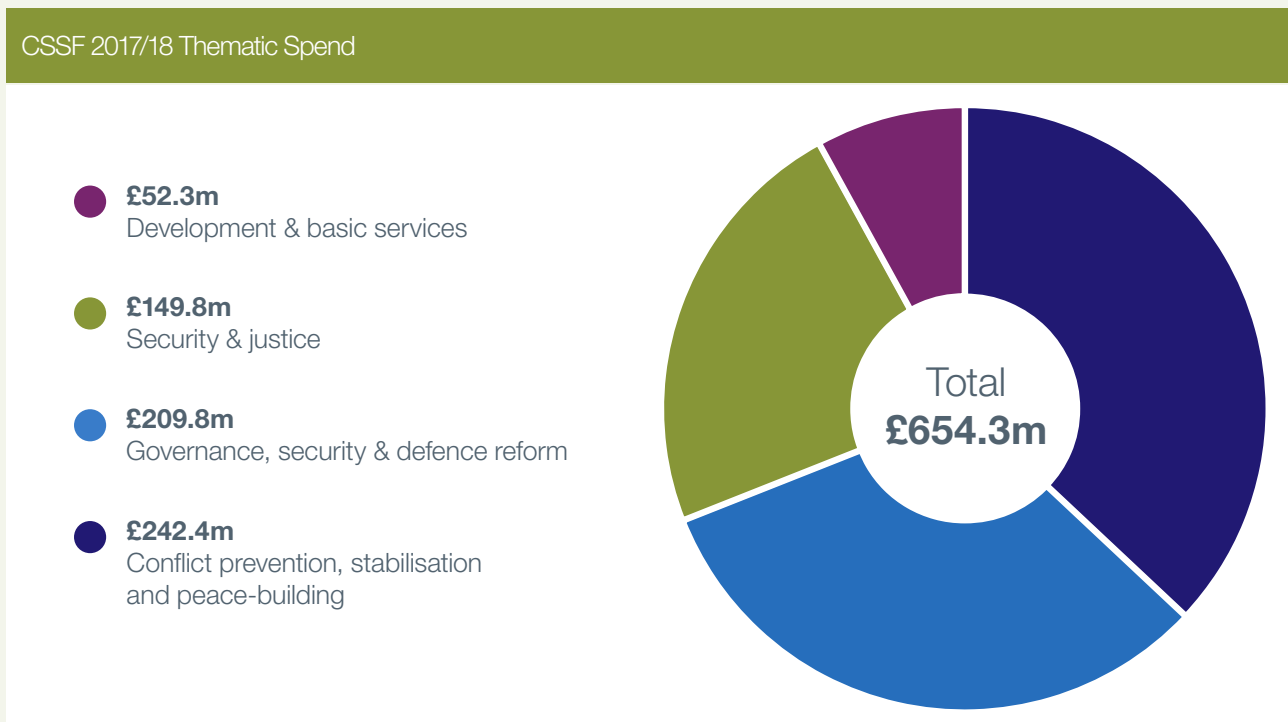
- **39%** Community engagement activities; AMISOM strategic and technical advisers; programme delivery management
- **28%** Deployment of Stabilisation Adviser
- **21%** AMISOM pre-deployment and in-mission training
- **12%** Monitoring and Evaluation

100% ODA, Contributing departments: Foreign and Commonwealth Office and Ministry of Defence



## Annex A: Thematic Spend and Results

The diagram below and the examples illustrate activity the CSSF supports across priority themes. The spend figures in this chapter break down thematic programme spend. The majority is discretionary spend, but some programmes, which fall into ring fenced funds are included.



### Conflict Prevention Stabilisation and Peacebuilding

In South Sudan, a CSSF funded Conflict Early Warning and Early Response System (CEWERS) is reducing the volume of violent incidents, organised cattle raids and inter-communal conflict. In August 2017, CEWERS issued a conflict alert after several sources confirmed mass mobilisation of Murle youth to launch an attack on areas of Jonglei State. Stakeholders worked together to respond to the threat. Talks were held with armed youths while local authorities took defensive mechanisms. By the end of September, there were no reports of any organised cattle raids in Jonglei State, saving lives and livelihoods.

In Sri Lanka, through CSSF funding, 90,616m<sup>2</sup> (over 22 acres) of land has been cleared of mines and other unexploded ordnance, benefitting nearly 8,000 people as land release has enabled the building of new temporary shelters, infrastructure development, agricultural and other livelihood activity. Over 40% of the demining staff are female of which 62% are the primary breadwinners of their family.

In the central Mali region, CSSF support helped to clear the port in Konna, a strategic port along the Niger River, of explosive hazards which was integral to the initiation of stabilisation activities in Konna.

### *Security & Justice*

In October 2017, CSSF-funded and National Crime Agency-mentored 'Drugs Control Enforcement Agency officers lead a joint maritime operation with the Tanzanian Navy resulting in a seizure of over 120kg of heroin. A large percentage of drugs being smuggled into East Africa are transported to Europe including the UK. This was the first drug seizure in Tanzanian waters since 2015.

UK support has played a crucial role in strengthening forensic capability in Pakistan. As a result, there has been an increase in quality of forensic evidence collected and presented in courts of law. By helping to build trust and understanding amongst the police, judiciary, lawyers and prosecutors the use of forensic evidence has also seen a marked improvement. During 2017/18, the authorities have been involved in collecting evidence from four bomb sites with increasing efficacy, and DNA evidence has been used in sexual violence cases.

### *Governance, Security & Defence Reform*

In February 2018, the National Crime Agency and others disrupted a criminal network accused of smuggling hundreds of Iraqi-Kurdish migrants into the UK from France, Belgium and the Netherlands. This

followed a year of close collaboration with Immigration Enforcement, Border Force and European partners through the CSSF funded Organised Immigration Crime Taskforce, and resulted in the arrest of 21 suspects.

The CSSF continues to support the Afghan National Defence and Security Forces (ANDSF). Funding has contributed to the construction of a new rehabilitation centre and delivered ongoing training to the Afghan National Police on countering Improvised Explosive Devices. The ANDSF Programme has continued to develop a cadre of capable, professional Afghan military leaders, with 2018 seeing the first female Afghan army officer to be invited to Sandhurst.

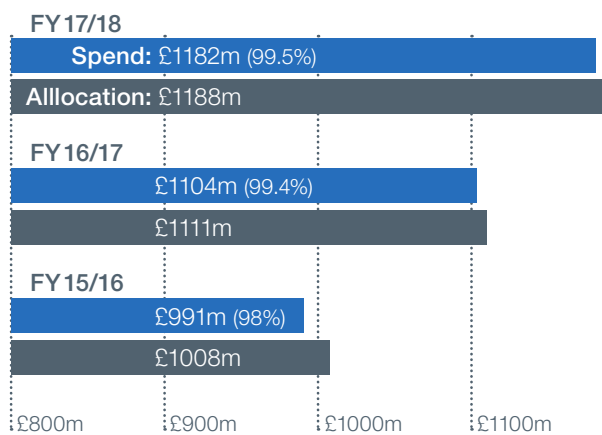
### *Development and Basic Services*

Alongside other donors, the CSSF contributes to the World Bank's \$66.6m trust fund in Jordan. This has helped host communities to address the strains on public services the influx of refugees, arriving as a result of the conflict in Syria, has placed on them. 4.2 million Jordanians and 773,000 Syrians have benefitted from investment in their local government services, which has maintained pre-crisis per capita expenditure on roads, solid waste management and public parks.

## Annex B: CSSF Spend

Financial year 2017/18 spend was £1,182m on a cross-government allocation of £1,188m (99.5%). This is subject to final Departmental audits. This was a significant achievement given the various challenges, including the scale and scope of programmes and the requirement to respond rapidly to unforeseen crises such as Hurricane Irma and changing HMG priorities such as in Burma following the Rakhine crisis.

**Figure 1 – CSSF financial performance from financial year 2015/16 – 2017/18**



The total CSSF 2017/18 spend of £1,182m can be split by:

### 1. HMG Department

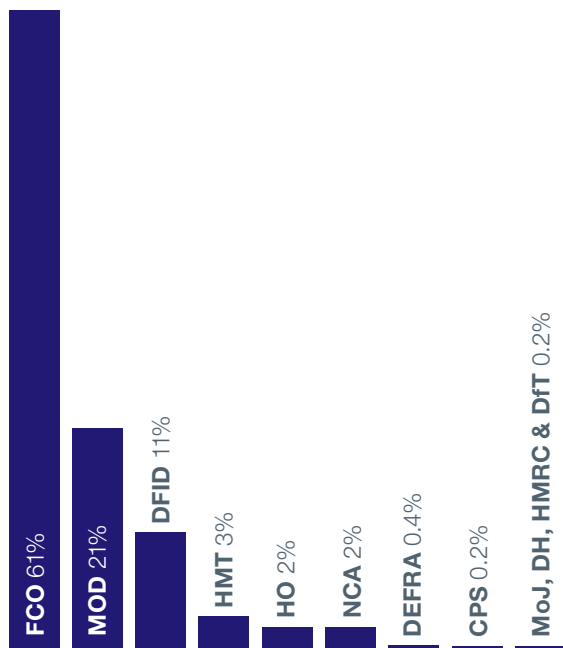
In 2017/18 the largest spender of CSSF funding was the FCO, in large part, due to the Peacekeeping contributions (£345m) of which £76m was ODA (22%).

Final spend on the FCO baseline was 100.0%. DFID reported a 99% spend outturn, MOD 98%, Home Office (HO) 100%, NCA 98% and CPS 97%.

**Figures 2 & 3 – 2017/18 CSSF spend by HMG Department**

FCO	£724m
MOD	£244m
DFID	£125m
HMT	£34m
HO	£26m
NCA	£20m
DEFRA	£5m
CPS	£2m
Others	£2m

**Total 2017/18 CSSF spend by HMG Department**



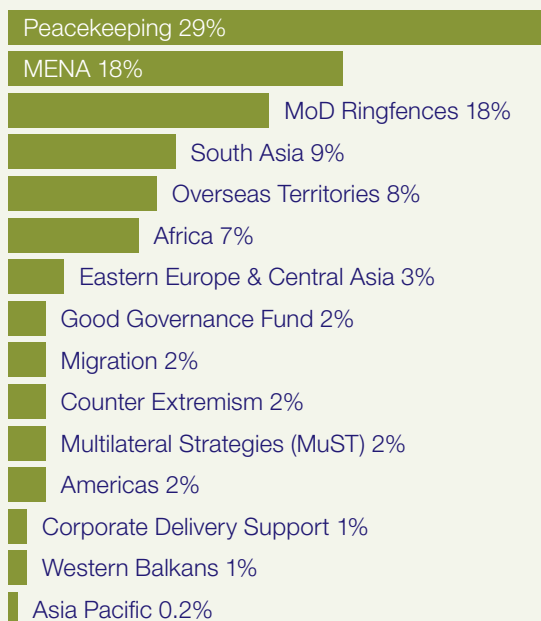
## 2. Regional and cross-regional spend

The middle east and north Africa (MENA) region remains the largest and most complex geographical region. Corporate Delivery Support includes Joint Programme Hub and Stabilisation Unit.

### Figures 4 & 5 – 2017/18 CSSF spend by regional, cross regional and non-discretionary theme

Peacekeeping	£345m
Middle East & North Africa (MENA)	£209m
MoD Ringfences	£166m
South Asia	£105m
Overseas Territories	£90m
Africa	£82m
Eastern Europe and Central Asia	£37m
Migration	£29m
Good Governance Fund	£24m
Counter Extremism	£22m
Multilateral Strategies (MuST)	£19m
Americas	£18m
Corporate Delivery Support	£17m
Western Balkans	£17m
Asia Pacific	£2m

### Total 2017/18 CSSF spend by region, cross-regional and non-discretionary theme

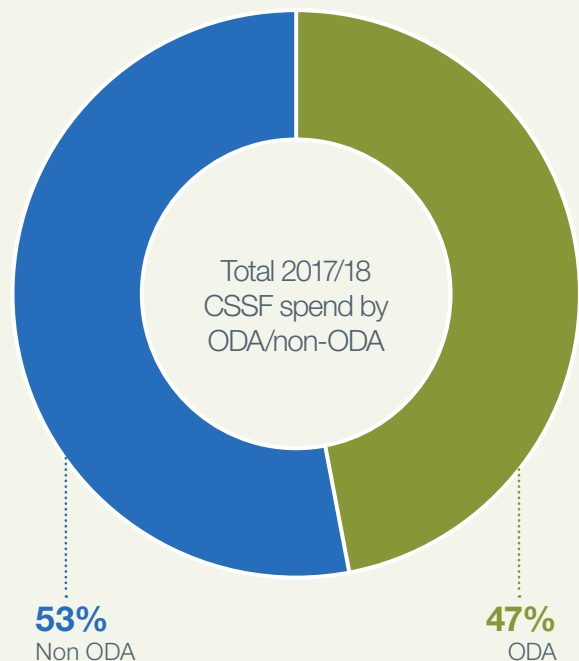


## 3. ODA/Non-ODA

The 2017/18 total spend was split by £627m non-ODA and £555m ODA.

A breakdown of calendar year 2016 CSSF ODA spend by Department and country can be found in the [Statistics on International Development report](#). Provisional 2017 ODA spend data is published on [GOV.UK](#).

Figure 6 – 2017/18 CSSF spend by ODA/non-ODA



**Official Development Assistance (ODA)**

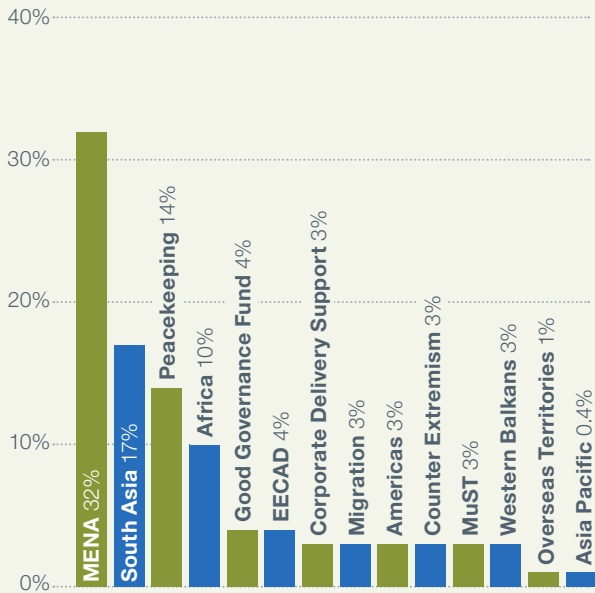
CSSF achieved 84.6% spend against the 85% ODA spending target by 31 December 2017. This contributed to the UK’s commitment to spend 0.7% of GNI on aid.

The top 5 country recipients of ODA were:

1. Afghanistan (£68m)
2. Syria (£59m)
3. Iraq (£29m)
4. Pakistan (£21m)
5. Lebanon (£20m)

When combined with Peacekeeping ODA spend of £76m (broken down p36), this accounted for approximately 49% of the total CSSF 2017/18 ODA spend of £555m.

**Figure 7 – Total CSSF 2017/18 ODA spend, £555m, by region, cross regional and non-discretionary theme**



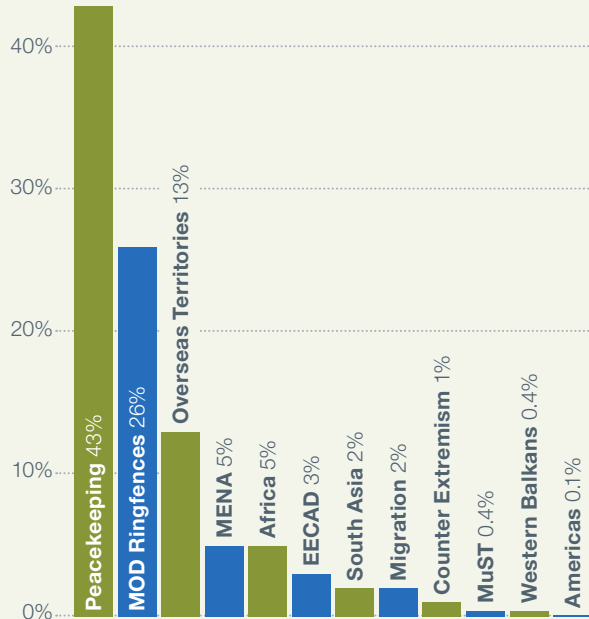
**Non-ODA**

The top 5 country recipients of non-ODA were:

1. Overseas Territories (including Hurricane Irma) (£83m)
2. Somalia (£15m)
3. Afghanistan (£11m)
4. Syria (£10m)
5. Jordan, Nigeria & Lebanon (£8m)

When combined with MOD Ringfences of £166m and Peacekeeping non-ODA spend of £269m which are both broken down p36, this accounted for approximately 90% of the total CSSF 2017/18 non-ODA spend of £627m.

**Figure 8 – Total CSSF 2017/18 non-ODA spend, £627m, 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.

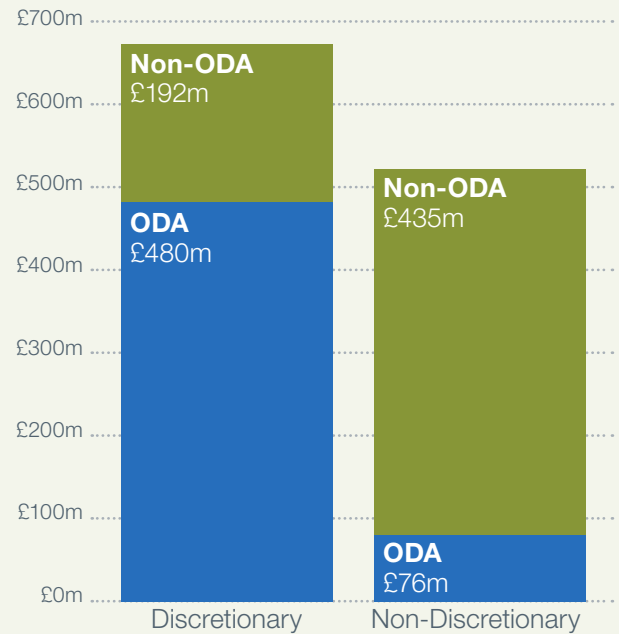
Of the total CSSF 2017/18 spend of £1,182m, £511m (43%) was non-discretionary. This included:

- Assessed Peacekeeping contributions (£345m);
- Operational funds for the MOD (£166m);

A breakdown of these figures are included in Annex C.

The remaining CSSF spend was discretionary programme spend (57%). Of this, the majority (72%) was ODA.

**Figure 9 – CSSF 2017/18 spend by Discretionary/ Non-Discretionary and ODA/Non-ODA**



## Annex C: 2017/18 CSSF Non-Discretionary Spend Breakdown

<i>UN Peacekeeping and Other Multinational Contributions</i>	<b>Total spend £m</b>	<b>ODA £m</b>	<b>Non-ODA £m</b>
UN Interim Force in Lebanon (UNIFIL)	20.3	2.6	17.7
UN Disengagement Observer Force (UNDOF)	2.4	0	2.4
UN-African Union Mission in Darfur (UNAMID)	39.0	5.1	33.9
UN Interim Administration Mission in Kosovo (UNMIK)	1.6	0.2	1.4
UN Mission in Liberia (UNMIL)	3.8	0.5	3.3
UN Mission for the Referendum in Western Sahara (MINURSO)	2.3	0.3	2
UN Mission in South Sudan (UNMISS)	46.6	6.1	40.5
UN Stabilization Mission in Haiti (MINUSTAH)	6.3	0.8	5.5
UN Mission for Justice Support in Haiti (MINIJUSTH)	2.3	0.3	2
UN Organization Stabilization Mission in the Democratic Republic of Congo (MONUSCO)	51.5	6.8	44.7
UN Multidimensional Integrated Stabilization Mission in the Central African Republic	40.5	5.3	35.2
UN Operation in Cote d'Ivoire (UNOCI)	0.5	0.1	0.4
UN Peacekeeping Force in Cyprus (UNFICYP)	1.1	0	1.1
UN Support Office in Somalia (UNSOS)	25.8	0	25.8
UN Interim Security Force for Abyei (UNISFA)	11.0	1.4	9.6
UN Multidimensional Integrated Stabilization Mission in Mali (MINUSMA)	46.1	6.1	40
UN Peacekeeping credits	-6.8	-0.4	-6.4
<b>Total:</b>	<b>294.3</b>	<b>35.2</b>	<b>259.1</b>
UN Special Political Missions	22.5	3.5	19
UN Tribunals	4.1	0	4.1
International Criminal Court	9.2	0	9.2
EU Civilian Common Security and Defence Policy Missions	34.0	27.5	6.5
European Union Military Missions	7.7	0	7.7
Organization for Security and Co-operation in Europe	14.7	10.1	4.6
NATO Kosovo Force (KFOR)	1.9	0	1.9
<b>Total:</b>	<b>94.1</b>	<b>41.1</b>	<b>53.0</b>
Foreign Exchange adjustment (gains and losses on advance purchasing of foreign currency)	-43.3	-	-
<b>Total Peacekeeping Budget:</b>	<b>£345m</b>	<b>£76m</b>	<b>£269m</b>

**MOD Operations****Spend  
£m**

Afghan Security – Op TORAL	79.5
Op TORAL is the UK's contribution to security in Afghanistan as part of NATO's Resolute Support mission.	
Deployed Military Activity Pool (DMAP)	48.3
The DMAP is a joint HM Treasury and MOD initiative to fund the initial costs of unforeseen military activity. In 17/18 the fund met the net additional costs of elements of Counter-Daesh operations, NATO air-policing tasks based in Romania and strategic air transport support provided to French operations in the Sahel.	
UN Ops Africa – Op CATAN (Somalia) and Op TRENTON (South Sudan)	19.9
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 (UNFICYP)/OP TOSCA	18.1
The longstanding presence in the UN mission in Cyprus that is responsible for maintaining peace and stability in a 180km buffer zone.	
OP TOSCA is the UK contribution.	
<b>Total (100% non-ODA): 165.8</b>	

## Annex D: CSSF Governance

The Joint Funds Unit (JFU) sets and manages the standards that all CSSF programmes must meet to receive funding. These standards build on those already set by government departments and promote integrated programme delivery.

### *Programme design, standards and oversight*

Programme design is informed by evidence and analysis, including experience of what works, as well as technical expertise from inside and outside government, and engagement with programme stakeholders. Programme design is kept under constant review throughout delivery so that programmes adapt and respond to changing conditions on the ground.

Standards are demonstrated through documentation regularly maintained by programme teams and approved by regional and local boards as required including:

- A Programme Document, setting out the 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;
- A Programme ‘Results Framework’ and ‘Risk Register’ 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 where possible; and
- An Annual Review, which investigates the extent to which programme ambitions were realised and delivered.

Both the JFU and the Stabilisation Unit (SU), provide extensive support and advice to the CSSF network through training, guidance, technical assistance and support and lessons events.

### *Working in high risk environments*

By its very nature the CSSF works in challenging operating environments, which requires the UK government to accept a degree of risk. All teams are required to identify, monitor and, as far as possible, mitigate the risks associated with their programmes to ensure they “do no harm”. They must also consider risks associated with operating in live and ever changing conflict contexts, and look at how risks might differ for women and men, boys and girls.

Country and regional and thematic 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 regional and thematic boards and is 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 consideration.

Overseas Security and Justice Assessments (OSJAs) are completed for all activities concerned with engaging with security and justice authorities, in order 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 commence. They should be reviewed for extensions to programmes and where there has been a substantial change in circumstances where a programme is operating.<sup>7</sup> These 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.

<sup>7</sup> Further information on OSJAs can be found in the published guidelines available on GOV.UK

### *Allocations*

While there is an increasing drive to deliver multi-year programmes, which represent around four-fifths of programmes, each year the CSSF reviews its spending via the allocations process. This ensures programmes continue to have a strategic fit with HMG objectives and that results achieved to date, are reviewed alongside potential future results. The process also looks at how the programme is being delivered in relation to resource, staffing and risk.

Bids are developed by CSSF programme teams, before being approved by country and regional and thematic boards. The boards confirm their existing allocations and highlight bids for new portfolios or programmes. All bids must demonstrate the programme's strategic fit with HMG objectives, the ability of the programme to deliver results and comply with CSSF programme management standards.

Initial assessments of bids are undertaken by JFU technical and programme management experts. They assess the bid document, the HMG strategy and the most recent Annual Reviews. Bids are then moderated across the CSSF portfolio, region by region.

The allocations are then grouped according to each HMG strategy and region, and are reviewed and approved by both country level and regional and thematic boards. The allocations are then shared with the National Security Council, chaired by Permanent Secretaries, the National Security Council and the National Security Adviser for final discussion and approval.

Allocations are awarded to regional and thematic boards, with individual departments responsible for the financial accountability for the funding they spend. The regional and thematic boards report to the JFU quarterly on spend, highlighting any risks and concerns on programme or country performance. Where there are concerns, the JFU can retain all, or a portion, of a regional allocation until action has been taken to strengthen the programme. During the year regional and thematic boards can choose to shift funding between programmes should the operating context change rapidly in year, where a programme is performing particularly well and could achieve more with more funding or where there is a substantial change to HMG's strategic objectives.



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