

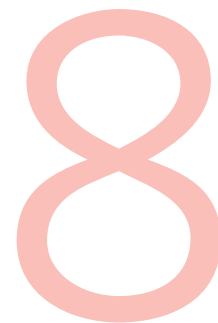
Conflict, Crisis and Fragile States

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Naivasha, Kenya –
Robin Hammond/Parisos



Conflict, Crisis and Fragile States



“The UK government has been among the leaders in promoting effective international engagement in fragile states. Since 2001, it has been actively engaged in gathering and refining good practice in this area as well as joining others in getting this issue recognised”.

DAC Peer Review of the UK 2006: Main Findings and Recommendations

Highlights

- Since 2004/05 some **11,000 African troops** have received peacekeeping training through the **Africa Conflict Prevention Pool**. Some of these troops from five African countries have served with the African Union (AU) in Sudan, Somalia and Burundi and the United Nations the Democratic Republic of the Congo and Cote d’Ivoire.
- All donors committed to Principles for Good International Engagement in fragile states and situations in April 2007. The **World Bank, European Union and the African Development Bank** subsequently agreed new policies on fragile and conflict-affected states.
- DFID is the largest donor to the **DRC Humanitarian Pooled Fund**, contributing 60% of total funding in 2007/8. In 2007, 2.6 million people received food aid, over 3.7m children were vaccinated and 12,000 victims of sexual violence were given medical assistance.
- With the FCO, MOD and the Department for Business, Enterprise and Regulatory Reform, DFID built international support for the **Arms Trade Treaty** to stop arms transfers that hold back development – over 100 countries contributed views, a record response.
- DFID’s £30 million support over three years to the **UN Peacebuilding Fund** helped address threats to peace in Burundi, Sierra Leone, Liberia, Guinea-Conakry, the Central African Republic and Cote d’Ivoire in 2007.

- 8.1** Humanitarian crises and conflict affect all areas of life, negating progress towards economic and social development. Women and girls are frequently targeted in armed conflict, and suffer disproportionately from rape, sexual violence, kidnap and abuse. According to the World Bank, fragile states are least likely to achieve the MDGs – extreme poverty and child mortality are three to four times more prevalent in fragile states than other developing countries. They are characterised by political instability and are often unable to ensure the basic security of citizens.
- 8.2** This Chapter covers DFID’s work on fragile states; conflict prevention and peace-building; post-conflict reconstruction; security, access to justice and arms control; humanitarian crises and reform of the international humanitarian system; and disaster risk reduction. In all these areas, the department works in close collaboration with other UK government departments, developing country governments and international partners.

Working effectively in fragile states

- 8.3** Fragile states are defined by DFID as countries where the government cannot or will not deliver its basic functions to the majority of its people. We will not meet the **Millennium Development Goals**, nor ensure regional and global security and the fulfilment of human rights without progress in fragile states. Following our commitment in the 2006 White Paper, fragile states are now part of DFID’s core business.
- 8.4** DFID has led international efforts to improve donor practices in fragile states. In April 2007, following a process led by DFID and the World Bank as co-chairs of the Organisation for Economic Cooperation and Development (OECD): Development Assistance Committee (DAC) **Fragile States Group**, donors endorsed the “**Principles for Good International Engagement in Fragile States and Situations**” (see www.oecd.org/dataoecd/61/45/38368714.pdf for the full text of the Principles). Securing agreement on this international framework was a key commitment in our 2005 Fragile States Policy. DFID has developed an Implementation Plan to take forward the DAC Principles and help put them into practice across our operations. The Principles have already had an important impact on the multilateral institutions (see below).
- 8.5** One of the **DAC Principles** is: “Focus on state-building as the central objective.” A stable, effective state that is capable of delivering and accountable to its citizens is fundamental to a sustainable exit from fragility. DFID is co-leading, with UNDP, an international process to better understand what “state-building” means for donors. A particular focus will be on how donors can support, rather than undermine, national state-building processes in fragile states.
- 8.6** DFID successfully secured key commitments from the **World Bank** on improving their effectiveness in fragile states, linked to the IDA 15 negotiations. The World Bank agreed to report at the IDA 15 mid-term review in 2009 on implementation of the DAC Fragile States Principles, co-operation with the UN and other actors, and adaptation of Country Assistance Strategies to fragile and conflict-affected environments. It also agreed to increase its financing for recovery and its staffing capacity in fragile and conflict-affected countries in 2008-2011.

- 8.7** DFID also secured key commitments from the African Development Bank on enhancing their engagement in fragile states, linked to the African Development Fund (ADF) 11 negotiations. A Fragile States Facility was agreed, with a budget of US \$665 million (£330 million). This will provide countries emerging from conflict and crisis with additional resources, for example to help rebuild infrastructure and re-establish critical services. It will also provide support for capacity building and knowledge management, across the full range of fragile countries. The facility will assist countries to clear their arrears and so open up the possibility of regular development programmes and debt relief.
- 8.8** In November, 2007, following our close work with other Member States, the **EU General Affairs and External Relations Council** adopted Conclusions on a EU Response to Situations of Fragility. These conclusions set out how the EU can achieve a more coherent, flexible and holistic approach to working in fragile states. This includes better analysis and dialogue, and more effective use of financing instruments. All Member States endorsed the DAC Principles and implementation is being taken forward, initially through country pilots.
- 8.9** To continue the international momentum, there will be a Round Table on “Aid effectiveness in situations of fragility and conflict” as part of the **Accra High Level Forum** on Aid Effectiveness in September 2008.
- 8.10** Following the **Capability Review** recommendations, DFID has placed a strong emphasis on improving our approach to risk in fragile states. Over 10 country programmes have now undertaken “scenario and contingency planning”. These processes have been a valuable way of promoting dialogue across Government Departments about the critical challenges affecting countries, and the scope of the UK’s response. We are seeking to build on these approaches in 2008.

Box 8.1: Scaling up, staying engaged and managing risk in Nepal

The Challenge

The challenge for DFID Nepal is to successfully scale up the programme in a fragile and changing context. Since 2006, the conflict ended and democracy was restored; but elections were twice postponed in 2007 and public security declined. In 2008 the process has been re-vitalised but remains fragile.

A sound approach to risk management will help ensure DFID Nepal is able to focus on core objectives of peace, state-building and poverty reduction. This includes:

- Robust **scenario planning**;
- Regular **context monitoring** using a range of indicators to track the peace process, government legitimacy, state delivery, human rights and other areas;
- Maintaining **the right mix of flexible instruments** from sector budget support to projects, enabling DFID to work with or around the state, depending on the scenario;
- Ensuring **appropriate staffing** with the majority of advisory staff having experience in fragile environments; and focusing on **staff safety**.

DFID Nepal’s work on scenario planning shows that with a flexible approach and a mix of instruments, overall resource allocation will remain similar in different scenarios, though the levels of finance that flow through the different instruments will change. For example:

Governance programme (“Enabling State Programme”) – during the King’s takeover, we were able to shift resources fairly quickly from working with government to focusing on civil society. Now the programme is moving back to a government focus following the restoration of democracy.

Rural roads – DFID Nepal intends to allocate resources through two avenues: a DFID-implemented Rural Access Programme, which has a track record of delivery during conflict; and a second programme working through Government by channelling funds to an Asian Development Bank programme.

- 8.11** DFID has encouraged lesson-learning between country teams in fragile states about how they have defined and designed innovative solutions. In October 2007, 20 country team representatives came together with experts, other donors and government departments to learn about different approaches. DFID is also supporting the establishment of international lesson-learning networks on health and education in fragile states – bringing together donors, NGOs and academic institutions to share mutual learning.

Box 8.2: Making aid work, even in the most difficult environments – Zimbabwe

DFID has invested £30 million over three years in a “**Protracted Relief Programme**”. The money is delivered through civil society and currently reaches approximately 1.5 million people. The programme aims to assist the poorest and most vulnerable households in Zimbabwe suffering from the effects of drought, economic decline, and the HIV & AIDS epidemic.

The resources are invested in infrastructure such as water and sanitation, and helping **vulnerable households** with improved and appropriate technologies for food production and income generation. The impact of these interventions has the potential to continue into the future for perhaps 20 to 30 years; long after the relief situation passes. The programme has provided seeds and fertiliser, small livestock and food vouchers to over one million people, and over 600,000 people have gained access to safe drinking water during the first phase of the programme.



Tom Barrett/DFID

Gladys Fombo a grandmother taking care of several orphans in Mashonaland North Province says it this way:

“With our two small plots we got a bigger harvest than those with big fields and oxen for ploughing. Conservation agriculture has kicked hunger out of our home.”

Conflict prevention, recovery and peace building

- 8.12** In 2007/08, DFID continued to make progress on the actions set out in our policy paper *Preventing Violent Conflict*, launched in March 2007. The joint DFID, FCO and MOD **Africa and Global Conflict Prevention Pools** (ACPP and GCPP) continued to lead the UK government's efforts in conflict prevention. In 2007/08, the Pools had a combined budget of £138 million which funded programmes in around 30 countries in Africa and 11 countries or regions over the rest of the world.

Box 8.3: Good news from the Global and Africa Conflict Prevention Pools

Bosnian television programme wins the Erasmus Euromedia Medal 2007

The Global Conflict Prevention Pool (GCPP) funded a TV series called "Otisci, 15 godina poslije" (Fingerprints, Fifteen years later), which highlights towns and villages where war crimes were committed but where people have returned and are trying to overcome the legacy of the past. The programme demonstrates the need for dialogue about the past to help restore positive relationships. It is being screened by all three public broadcasters in Bosnia, reaching a wide audience. The programme is helping to de-politicise the issue of war crimes, and thereby reduce current tensions and facilitate transitional justice – an important element in helping prevent the re-emergence of conflict.

Housing in East Jerusalem

Palestinians find it extremely difficult to get planning permission from the Israeli authorities to build in East Jerusalem. There is a serious housing shortage, Palestinian housing demolition and the phenomenon of illegal housing. A GCPP-funded project is addressing these problems. The Jerusalem-based NGO International Peace and Co-operation Center, through meetings with the Jerusalem city engineer, worked on a plan for the Sur Bahir area of East Jerusalem. As a result, the plan legalises more than 193 buildings while freezing demolition orders on up to 90 Palestinian-owned homes.

Mass communication for non-violent elections in Nigeria



DFID

Three Chiefs: Peaceful Elections in Nigeria

The Africa Conflict Prevention Pool funded a consortium of national and international organisations to run a campaign for the promotion of non-violent elections during the 2007 Presidential campaign in Nigeria. Through radio spots, art and public events the campaign managed to enrol the support of many influential people and decision-makers from various spheres of Nigerian public life and generated strong interest from the population. Although some violence took place during the April elections, there was considerably less violence than in the past two presidential elections.

Regional demobilisation in the Great Lakes



Congolese ex-combatants queue for reintegration programme

Regional demobilisation is one of the elements which has contributed to the overall reduction of conflict in the Great Lakes region in the past few years. The ACPD has supported the World Bank led regional demobilisation and reintegration programme, which has demobilised around 300,000 combatants and reintegrated around 200,000 people. By facilitating the return to civilian life and the economic reintegration of these ex-combatants, the programme contributes to security in the region and enhances peace for the population.

- 8.13** Working closely with the FCO and the MOD, DFID has been supporting international institutions to improve their efforts to prevent and respond earlier to conflict and to build peace. Through the GCPP, we have supported the UN's Department of Political Affairs' new Mediation Support Unit (MSU), which has offered expert advice, technical and logistical support to conflict mediation efforts in Northern Uganda, Darfur, Western Sahara and Somalia.
- 8.14** We have continued to play an active role in the **UN Peacebuilding Commission** (PBC), the intergovernmental body set up in 2006 to prevent countries relapsing into conflict. During 2007, the PBC agreed peacebuilding strategies with the Governments of Burundi and Sierra Leone that focused on good governance, security and justice sector reform, community recovery and youth employment. The PBC has added Guinea-Bissau to its agenda. DFID is also providing £30 million over 3 years to the **UN Peacebuilding Fund** to address threats to peace (see Box 8.4 for examples of their work). We also support the **United Nations Development Fund for Women** (UNIFEM) to increase women's engagement in peacebuilding. For example, UNIFEM has supported a Gender Adviser to ensure women's views were represented during the Northern Uganda peace talks.

Box 8.4: The UN Peacebuilding Fund

In 2007, the Fund provided support to peacebuilding in Burundi, Sierra Leone, Liberia, Guinea Conakry, Central African Republic and Cote d'Ivoire. The Fund is helping:

- in Burundi, to establish the Independent National Commission of Human Rights; build new local courts; promote national dialogue around peacebuilding and fight corruption;
- in Sierra Leone, to build the capacity of the Human Rights Commission and support the justice system to prevent delays in trials and to clear the backlog of cases. It is also helping to increase employment opportunities for young people by supporting enterprise creation, micro-finance, skills development and training;
- in Liberia, to support reconciliation between ethnic groups in Nimba County by building local capacity for resolving property disputes and by increasing employment opportunities for disaffected youth;
- in Cote D'Ivoire, to support implementation of the Ouagadougou Peace Agreement by facilitating direct talks between the Government and the armed opposition; and
- in the Central African Republic, to support the organisation of an Inclusive Political Dialogue between the government, political parties, armed opposition groups and representatives of civil society.

8.15 The **European General Affairs and External Relations Council** also adopted Conclusions on security and development. These commit the EU to a greater focus on conflict prevention, through: joint analysis and planning, between the General Secretariat of the Council, the Commission and Member States; conflict-sensitive assessments for EU country and regional strategy papers; and cooperation with civil society, NGOs, local authorities and the private sector.

8.16 The UK remains committed to our **G8 promise to support the African Union in its development of the “African Peace and Security Architecture”** – a comprehensive toolbox to try to prevent, manage and resolve conflict in the continent. Successful developments in 2007 include:

- The launch of the Panel of the Wise: a body of five eminent men and women who are “above politics” and focused on influencing to promote peace; and
- Development of the African Standby Force: work continues to develop five regional peacekeeping brigades by 2010. In 2007, the UK was also involved in training Peace Keeping troops in Kenya, Ghana, Nigeria and South Africa, and in helping plan logistics and rapid deployment.

8.17 DFID also provides financial support to **NGOs working on conflict prevention and peacebuilding**, through the Conflict and Humanitarian Fund (CHF). In 2007 the CHF provided £1.2 million to NGOs (on top of £18.1million granted in 2005 and 2006). This included support for Conciliation Resources (CR), an NGO in Sierra Leone that trains people to become ‘peace monitors’. The group have developed a strong track record in community mediation during conflicts.

Post-conflict reconstruction/stabilisation unit

- 8.18** The Stabilisation Unit is a joint DFID-FCO-MOD unit. It was renamed from the Post Conflict Reconstruction Unit (PCRU) in December 2007 to better reflect the focus of the Unit and its expected contribution to the effective delivery of MOD's £269 million Stabilisation Aid Fund. It provides specialist, targeted assistance in countries emerging from violent conflict where the UK is helping to achieve a stable environment ("stabilisation") that will enable longer term development to take place.
- 8.19** The Unit's main effort has been working alongside UK Armed Forces in support of FCO and DFID in Afghanistan and Iraq. In Helmand Province, Afghanistan, Stabilisation Unit advisors have helped the provincial and district government to plan for the development of the province and extend the provision of services, such as schooling and clinics, beyond the centre of the province. In Musa Qala, a Stabilisation Advisor has been helping the Afghan government to rebuild property, restore education and create jobs.
- 8.20** The Unit has also been making a difference elsewhere. In Somalia, the Unit helped the UK government and the International Contact Group agree a common set of priorities for the international community, which is being used by the United Nations Special Representative of the Secretary General (SRSG). In Nepal, it has assisted in developing a national debate on public security issues, including discussions with people from a wide cross-section of Nepalese society, from the Prime Minister to disadvantaged communities.
- 8.21** The Unit is developing its ability to respond to increasing demand for its support. It has increased the number of experts on its database from less than 450 to more than 900 and has new arrangements with specialist providers which give it access to thousands more. A team from one of these specialist providers is supporting UN/African Union efforts to improve consultation with civil society in Darfur to promote peace.

Security, access to justice and arms control

- 8.22** The 2006 White Paper commits the UK to working with developing country governments and other partners to **improve security and access to justice for the poor**; to secure agreement in the UN General Assembly to start talks on an arms trade treaty; and to ensure, when assessing export licences, that UK arms exports do not undermine development.
- 8.23** Current DFID and Conflict Pool commitments for **security and access to justice programmes and projects total £190 million** in 20 countries, the largest of which are in Nigeria and Sierra Leone. These initiatives have been able to directly improve access to justice for the poorest and most vulnerable.

Box 8.5: Women's access to justice in Sierra Leone



Charliss Okafor/DFID

Women in Mbelebu Sannoh celebrate their victory at the Circuit Court

It is a difficult and costly journey. Instead, the women were able to bring their case to the Circuit Court when it travelled to a nearby town, where the magistrates ruled that the land still belonged to the women. The Circuit Court provided a fairer, speedier and more affordable resolution to the dispute, which helped the women in the village secure their right to land. The women have been able to maintain control over the land and are living on it today.

In Sierra Leone, DFID has committed £25 million to the Justice Sector Development Programme (2005-2010). The programme has supported the introduction of travelling magistrates called "Circuit Courts" to reach remote areas. This is improving women's access to justice. For example, in the remote village of Mbelebu Sannoh, women had taken action in the Local Court, claiming that land had been unlawfully taken by a male relative. They lost their case but were unable to travel to the district capital, Moyamba, to appeal, because

- 8.24** The UK government is also committed to tackling the legacy of mass atrocities and human rights abuses in the aftermath of civil wars and authoritarian regimes. DFID is providing £2 million from 2006 to 2009 to the **International Center for Transitional Justice**, which provides advice in over 30 countries to help uncover the truth, assist victims to obtain compensation and to ensure perpetrators are prosecuted.
- 8.25** DFID has played a significant role in improving the international community's assistance for **Security Sector Reform** (SSR). We led the development of new guidelines by the OECD DAC on SSR, which were launched in April 2007. DFID has used the guidelines as the basis for significant new interventions in the DRC and Sudan and to improve the impact of SSR programmes under the Conflict Prevention Pools.
- 8.26** DFID is part of the cross-Whitehall team that scrutinises applications for licences to export arms from the UK, and ensures that these exports do not seriously undermine sustainable development. While the UK has strict controls, not all countries follow the same high standards. So DFID has worked closely with the FCO, MOD and the Department for Business, Enterprise and Regulatory Reform (BERR) to build international support for a **global Arms Trade Treaty** that would stop arms transfers that hold back development. Thanks in part to our support, over 100 countries contributed written views on a treaty – a record response. We are now working with representatives from 27 countries to examine what a treaty might look like, with the aim of starting formal negotiations in 2010.
- 8.27** DFID spends £10 million a year through NGOs and the UN to support efforts to **de-mine and clear unexploded ordnance** in the worst affected developing countries including Afghanistan, Cambodia and Angola. It has also been working alongside the FCO and MOD in

international negotiations for a ban on the production, use, transfer and stockpiling of those cluster munitions that cause unacceptable harm to civilians.

Box 8.6: Clearing cluster munitions in Lebanon



Courtesy of MAG

After the conflict in Lebanon, in July and August 2006, an estimated 400,000 unexploded cluster munitions remained spread across some 37 million square metres of southern Lebanon. The DFID-funded NGO Mines Advisory Group (MAG) has been present in Lebanon since 2000 and it responded quickly to the emergency.

Throughout 2007, 22 MAG teams used a combination of visual, mechanical and manual techniques to identify and clear unexploded munitions affecting

21 communities. In this time, MAG cleared over 4,500 dangerous items and made 4.5 million square metres of land safe for people to return to their homes and livelihoods. MAG and other de-mining organisations in the country aim to clear the rest of the land by the end of 2008.

Mrs. Sukna Olleik, a community member from the village of Yohmor in South Lebanon, said of the project:

"When I came back after the war, I was very afraid. I had lost my house and everything I had owned. There were unexploded bombs everywhere you looked. Now the land is clear so we grow thyme and okra, which helps us a lot. The ruins of our house have been cleared too and we can start rebuilding. MAG are real humanitarians. They are ready to die to help others. Without them we would be paralysed."

Reform of the international humanitarian system

8.28 The **Central Emergency Response Fund (CERF)**, which enables the UN and its partners to respond quickly to urgent or under-funded crises, continues to make good progress. **The UK is the largest contributor to the CERF: £92.6 million (around \$175 million) to date.** In 2007, CERF provided nearly \$226 million (£112m) to meet humanitarian needs in 49 countries affected by sudden crises, such as flooding or earthquakes, and a further \$124 million (£62m) to under-funded emergencies in 23 countries, including DRC and Sudan. In Sudan, CERF funding helped ensure the protection of 800,000 internally displaced persons and 50,000 Chadian refugees, and strengthened local health systems to detect and contain Rift Valley Fever in humans and livestock.

8.29 Alongside these efforts, a number of donors continued to support country-level pooled funds, which make funding available to allocate to organisations best placed to address priority humanitarian needs – for example in Sudan and DRC. In 2007, the UK provided £70 million to these two funds, making us the largest contributor.

Box 8.7: Common humanitarian funds: what are they supporting?

Buhimba internally displaced persons (IDP) camp, Goma, DRC

are available to respond to priorities. In 2007, a total of over £50 million (£30 million from DFID) was disbursed to projects, including in health, water, sanitation and nutrition. The Fund received a positive evaluation from external consultants in 2007, though work continues to improve systems for monitoring activities and evaluating humanitarian impact.

The Pooled Fund in DRC was created to coordinate management of humanitarian financing in the country. The problem was obvious: lots of need, lots of agencies working on the ground, but only limited resources. How to ensure that the most important needs were covered? The Fund is headed by the UN Humanitarian Coordinator who uses the Cluster approach to ensure that a transparent process is used to determine critical gaps and priorities. It enables donors to pool their resources, thereby reducing administration costs and ensuring funds

8.30 In 2007, a unit was established in the UN Office for the Co-ordination of Humanitarian Affairs (OCHA) to improve the recruitment, training and support for **humanitarian co-ordinators** who manage the international response to humanitarian crises in country. Currently, there are 25 humanitarian coordinators in post. We are providing £0.5 million over three years which will set up a system to improve accountability and dialogue between the humanitarian coordinators in country and the Emergency Relief Coordinator (ERC) based in Geneva, and through the ERC to the Inter-Agency Standing Committee. This has already been agreed in Afghanistan and Zimbabwe and will be rolled out to all humanitarian coordinators during 2008.

8.31 The ‘**Cluster Approach**’, which designates a particular organisation to lead humanitarian response in each of 11 sectors (including water, shelter and now education and agriculture), had been implemented in 17 humanitarian emergency situations by the end of 2007. **DFID contributed £2 million to the 2007 Global Cluster Appeal** to support activities including the training of camp managers for rapid deployment by the Office of the United Nations High Commissioner for Refugees (UNHCR). An independent evaluation reported progress on the value of the cluster approach since 2005, including better strategic planning and preparedness, capacity to respond, leadership and coordination. The Emergency Relief Co-ordinator has recommended that the approach be introduced in all existing and new emergencies by the end of 2008.

8.32 In 2007, the UK was also Chair of the **donor support group for OCHA**. DFID jointly hosted (with OCHA) a field mission to DRC, with senior-level participation from 21 donor countries. The mission increased awareness and support for humanitarian reforms and OCHA’s key role, and resulted in recommendations for improving humanitarian response.

- 8.33** DFID continues to provide significant **core funding to humanitarian agencies** including the International Federation/Committee of the Red Cross (IFRC/ICRC), UNHCR, OCHA, the World Food Programme (WFP), the World Health Organization (WHO) and the United Nations Children’s Fund (UNICEF). For example, our support to ICRC helped them facilitate the safe passage of 100,000 people affected by hostilities in Sri Lanka. In 2007/08, these **partnerships totalled £58 million** in addition to the funds we allocate to specific emergencies and £5 million provided through the Conflict and Humanitarian Fund (CHF).
- 8.34** DFID continues to be strongly engaged in the Good Humanitarian Donorship (GHD) process – an initiative under which donors commit to Principles of good practice in humanitarian aid. In 2007, the UK co-chaired a meeting of GHD donors with the Inter-Agency Standing Committee at which an international debate was initiated on the **future of humanitarian financing**. In Sudan and Chad, the UK leads GHD groups to improve coordination between donors, the UN and NGOs.
- 8.35** DFID also participated in the negotiation of the **EU Consensus on Humanitarian Aid** endorsed in November 2007, which: resulted in a clear European vision and approach to humanitarian aid; reinforced donor commitment to principles of good practice; increased the number of GHD signatories from 24 to 27; and supported the primacy of the UN in coordinating international humanitarian response, which is central to the reform of the international humanitarian system.

Humanitarian crises response

- 8.36** In 2007/08, there were thankfully no natural disasters on the scale of the 2004 tsunami or the 2005 earthquake in Pakistan. There were however enduring, chronic humanitarian needs arising from conflict in Africa and the Middle East. DFID spent approximately **£200 million on humanitarian response in Africa**; this constituted 15-20% of DFID’s total spend in Africa. The major recipients were Sudan, the DRC, Zimbabwe and Uganda. In the Middle East, DFID spent **£15 million on humanitarian needs in Iraq and £11 million in the West Bank and Gaza**.
- 8.37** DFID also provided funds for humanitarian relief across a range of natural disasters, from an earthquake in Peru to cyclones and floods in Mexico, Pakistan, India, Bangladesh (see Box 8.8) and North Korea, and winter shelter for extreme conditions in Kyrgyzstan.

Disaster risk reduction

- 8.38** In 2007/08, DFID continued to make progress in implementing its **Disaster Risk Reduction (DRR) Policy** which was launched in March 2006. In Bangladesh, DFID supported the Chars Livelihoods Programme (CLP) which reduced vulnerability to flooding (see Box 8.8). In the Caribbean, DFID contributed US\$7.5 million (£3.7m) to a World Bank managed insurance fund to provide sixteen Caribbean Governments with fast payouts immediately after natural disasters.

Box 8.8: DFID's response to crises in Bangladesh in 2007

DFID Response to Cyclone Sidr

In November 2007, Cyclone Sidr devastated swathes of Bangladesh. It killed more than 3,300 people, affected nearly 9 million others and caused extensive damage to property and crops. There was an urgent need for water, food, shelter, transport and support to maintain livelihoods. DFID provided £7.7 million for an international, national (Government of Bangladesh) and local response focused on filling gaps in relief provision,



particularly: safe water, sanitation, non-food items including 104,800 blankets and 24,000 jerry cans, transport (particularly boats), communications and assistance with livelihood restoration.

Reducing Vulnerability to flooding in Bangladesh



As well as emergency response in the event of a disaster, reducing risk and vulnerability to disaster is also vital. In Bangladesh, remote and hard to reach river islands (called chars) are home to several million of the poorest people. Chars are highly vulnerable to flooding and erosion on a regular basis. On average char families have to shift their homes five times in a generation. DFID has been helping Bangladesh respond to this challenge through funding for the Chars Livelihood Programme (CLP) which works with poor families in the Northern Jamuna chars in partnership with the Government of Bangladesh. Over the last two years, the CLP has raised the homes of 32,700 families on stabilised earth plinths, in order to reduce the risk of flooding.

The severe floods that affected northern Bangladesh in August 2007 gave the programme its greatest test to date. It was a success: during the 2007 floods (when water levels rose higher than in 1998) only 2% of plinths were washed away. A member of the community, Firoza Begum, said after the 2007 floods that *"In previous floods, there were so many problems with clean water and sanitation. In 2004, there was serious diarrhoea. And we would stand chest deep in water and had to sell chickens to survive. Not this time though. There is no damage to our village this time"*.

Photo: Courtesy of the Chars Livelihoods Project.

- 8.39** There was increasing international recognition during the year of the need to help poor countries and communities adapt to the impact of climate change as evidence shows that extreme disasters are intensifying due to global warming.
- 8.40** DFID supports international efforts to improve preparedness, mitigation and prevention of climate-related and other disasters at the community, national and international levels. We are providing £10 million over three years to the UN, World Bank and ProVention Consortium (a coalition of international organisations on DRR) as well as £16 million over five years to five NGOs and the

IFRC for work on DRR. DFID is also committed to providing up to 10% of our humanitarian response to natural disasters for DRR.

Box 8.9: Disaster risk reduction in Niger



Giacomo Piozzzi/Fanos

Niger: Good harvest

a consortium of five NGOs is supporting communities to do this by attempting to break the cycle of chronic vulnerability.

The programme, worth £2.9 million over three years, will help reduce the unacceptable levels of hunger and vulnerability that persist in Niger. It will bridge the gap between the acute phase (where food aid may be appropriate) and the phase when traditional development programming is possible. In Niger, activities aim to reduce the impact of hazards through mitigation and preparedness, including: an early warning system; support to community-level activities that protect vital assets in the face of climatic and other shocks; and livelihoods support to help move people away from dependence on subsistence farming.

The famine in Niger in 2005 killed hundreds of people. DFID and other agencies supplied thousands of tonnes of food and other supplies to relieve the situation. But is it possible to avoid humanitarian disasters like this in the future?

In parts of Niger, food crises build up slowly and usually occur about every three years. It is therefore vital for communities to be able to prevent or reduce the impact of emergencies and to prepare for them in the future. With DFID support, a