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AND CONFLICT MANAGEMENT

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Swedish Humanitarian Assistance



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Sida funds humanitarian action from the budget line for humanitarian assistance and conflict management. Humanitarian action in situations of conflict or natural disasters is guided by the humanitarian imperative and the principles of impartiality and neutrality. It should be strictly needs-based and serves to protect civilians and non-combatants and to prevent and alleviate human suffering. This often means the implementation of programmes and services in countries where Sida has no bilateral agreement with the government or where there is no legitimate or internationally recognised government. When natural disasters or conflicts occur in countries where country strategies and plans exist, assistance is most often provided outside of these frameworks.

Implementing organisations

Sida generally funds humanitarian assistance programmes that are implemented by UN humanitarian agencies, the International Red Cross, or by Swedish or international non-governmental organisations. Sida responds to appeals or applications from these organisations, either in the form of annual and consolidated appeals that address humanitarian needs in long-term emergencies usually caused by conflict, or by applications addressing acute emergencies, often caused by sudden-onset natural disasters.

Sectors for Humanitarian Assistance

Humanitarian assistance usually consists of support in the sectors of food security, health, water and sanitation, shelter, emergency education and coordination. In some instances of long-term complex emergencies, Sida is instructed by the Government to propose humanitarian country strategies in order to prioritise between sectors and target groups, and to promote conflict management interventions. The design of Sida's contributions is guided by a set of sectoral or cross-cutting strategies and guidelines which are being synthesized into a humanitarian policy in 2003. Sida conducts annual bilateral policy dialogue with the major humanitarian organisations. In post-emergency situations under circumstances where Sida is or will be engaged in longer-term rehabilitation, reconstruction and development support, programme responsibilities may be gradually transferred from the humanitarian division to other sectoral departments under the coordination of the regional department.

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Afghan girls at school in Kabul. A large part of Sida's humanitarian activities consists of contributions for education.

Humanitarian assistance and conflict prevention

This operational area includes humanitarian assistance, conflict prevention and peace-building. Within the framework of the overall goal of poverty reduction, and taking the general tasks in the area into consideration, the objective of the operational area is to meet urgent needs and to relieve the consequences of armed conflicts, systematic violations of fundamental human rights, and natural disasters. At the same time long-term sustainable solutions shall be sought whenever possible, for example through local capacity development.

GENERAL

In 2002 the humanitarian system had to adjust to drastic changes in ongoing, long-term crises, while new complex situations arose. For Sida this meant using funds flexibly in order to provide an appropriate response. In Afghanistan the adjustment from humanitarian activities to reconstruction and long-term development cooperation was started in earnest

with the emergence of a transitional government recognised by the rest of the world. Existing coordination mechanisms were transformed or replaced when donors and the new authorities tried to find forms to manage this complicated process of transition.

Where Sida is concerned, two-thirds of the

increase in support to Afghanistan in 2002 consisted of support for reconstruction. In Angola the unexpected ceasefire led to a dramatic increase in the number of people in acute need of help since it became possible for the humanitarian organisations to reach people who had previously lived in inaccessible areas. Sida channelled an extra contribution through the Office for the Coordination of Humanitarian Affairs (OCHA) and participated actively in the dialogue between the parties involved and the Angolan authorities.

A serious humanitarian crisis arose on the West Bank and in Gaza as a result of Israel's occupation of Palestinian areas. The civil population rapidly became increasingly dependent on the outside world for supplies and this led to a considerable dilemma for humanitarian organisations and donors. In southern Africa, political mismanagement, the serious HIV/Aids epidemic, and the drought that began in 2001 led to a crisis that was far more complex than that caused by the drought in the beginning of the 1990s. In both cases Sida responded with humanitarian support and an extended field presence.

EVALUATIONS

During the year Sida had an evaluation made of its mechanism for rapid response to sudden emergencies. This mechanism has the effect that funds are placed at the disposal of a number of Swedish NGOs and the Swedish Rescue Services Agency (SRV), which can be used for emergency contributions based on certain guidelines and a simple decision-making procedure. The evaluation shows that the mechanism functions efficiently but needs continuous monitoring in the field in order to provide effects and results of a more permanent nature.

Sida also made an inventory and analysis of all Sida's contributions that had conflict management as a specific objective. No fewer than 17 of Sida's 22 most important partner countries are in the throes of a conflict or have just emerged from a conflict. Of the 240 contributions in question, it was shown that most refer to activities during or immediately after an armed conflict, while only a small proportion could be regarded as having the goal of conflict prevention.

ANALYSIS AND DISCUSSION OF PROBLEMS

Since armed conflicts clearly lead to poverty, it is Sida's conclusion that the various operational areas must focus on developing programmes that have a conflict prevention effect by tackling the structural reasons for armed conflicts.

Sometimes humanitarian organisations are faced with a situation in which they are in danger of reliev-

ing government agencies or armed movements of their responsibilities, under international law, for the civil population and thereby release resources for other activities, a phenomenon that is usually referred to as fungibility. In 2002 this type of dilemma has been unusually evident in several cases.

According to international law, an occupying power has the responsibility of meeting the needs of food and medical services of the people living in the occupied area and of facilitating the work of humanitarian organisations in all other ways. On the West Bank and in Gaza, an extremely large part of the civil population is being supplied with food and other basic needs by humanitarian organisations. This is being financed by external donors, including Sida. Since the Palestinian drivers employed by the United Nations are not permitted to pass through the roadblocks set up by the Israeli army and leave the occupied areas, the UN organisation for Palestinian refugees (UNRWA) and the World Food Programme (WFP) have requested assistance from the Swedish Rescue Services Agency, with Sida funding, to make both drivers and trucks available for regular transports. At the same time, the work of humanitarian organisations has been made extremely difficult in various ways.

In Angola the fungibility problem has the effect that a country with considerable – but largely undeclared – oil incomes is also a recipient of extensive humanitarian assistance. The international finance institutions have estimated that the non-reported revenue exceeds by far the costs incurred by the donor countries in supplying humanitarian assistance. In 2002, under the chairmanship of Swe-

Examples

In 2002 Sida supported the regional UN appeal for southern Africa that was launched in July 2002. Sida's support has been divided between WFP, OCHA, FAO and UNICEF. Since other foreign support has largely focused on food support, the Swedish support has mainly been used for other purposes. It has been used, for example, for logistics support and coordination purposes in order to ensure that the food reaches those who need it. Furthermore, special contributions were made to meet the needs of those affected by HIV/Aids.

In the opinion of Sida, it is not only urgent to relieve the acute effects of the food crisis. With the aim of making it easier for people dependent on emergency assistance in rural areas to start to make a living once again, Sida gave support to the FAO's activities, for example those in Zimbabwe. The support has had the effect that seeds and tools were distributed to 48 000 families living in rural areas in Zimbabwe.



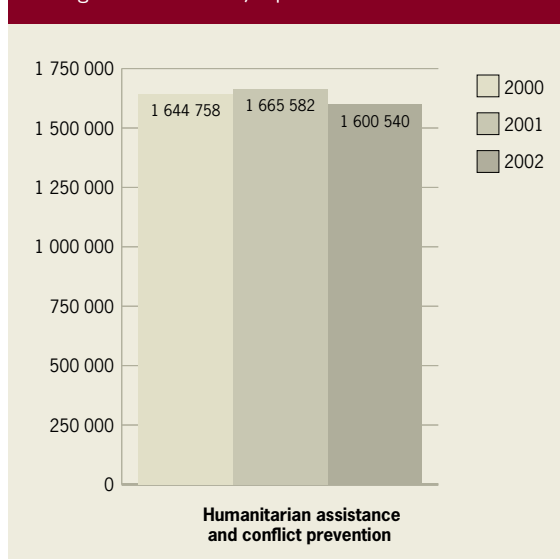
A Palestinian man searches for his belongings in the ruins of what was once his home in the refugee camp in Jenin. On the West Bank and in Gaza a large number of civilians are now being supplied with basic necessities by humanitarian organisations, financed by Sida and other donors.

den, some of the ambassadors of the leading donor countries formed a group in support of the United Nations Development Programme (UNDP) in Luanda in order to intensify the dialogue with the Angolan

government on responsibilities for supporting the civil population in what is perhaps the most serious humanitarian crisis in the world.

In both these cases it is important that humanitarian support – or the threat of withdrawing humanitarian support – is not used as a means to bring pressure to bear, but that political instruments are used to find solutions to what is basically a political problem.

Diagram 7. Outcome, expenditure in SEK '000



METHODS, POLICY CHANGES AND HUMAN RESOURCE DEVELOPMENT PROGRAMMES

A considerable proportion of Sida's humanitarian activities consist of contributions for education in crises. Sida has found that education is an important instrument for creating a measure of normality in the lives of the children affected. Schools also function as a form of protection for children against recruitment as child soldiers or exposure to sexual abuse. During the year Sida drew up guidelines for education contributions in its programmes of humanitarian assistance. The guidelines emphasise that organisations that establish more or less temporary schools must follow curricula that can easily be adapted to the

regular school system and, as far as possible, engage teachers and other human and material resources from the civil population affected by the crisis. An inventory was made of the needs of Sida's programme officers of methods for assessments of how contributions can influence or be influenced by conflicts in the recipient country. The results of the inventory led to a project to draw up methods that are adapted to Sida's needs. A short training programme for staff from Sida and the Ministry for Foreign Affairs on how support influences or is influenced by conflicts was held during the year. A pilot training programme was also held for Sida and the Ministry for Foreign Affairs in cooperation with the Swedish National Defence College on the design of programmes for the disarmament, demobilisation and reintegration of the parties involved after an armed conflict – one of the most important forms of support for building peace.

ANALYSIS OF OUTCOME

Support to Afghanistan increased in comparison with 2001, in accordance with the country strategy that the Government approved in January. With the fall of the Taliban regime and the installation of an internationally recognised government in Kabul, it became possible to start a number of contributions of a reconstruction and development character. The humanitarian needs remained considerable, particularly since the return of refugees from Afghanistan's neighbouring countries was much larger than expected.

The doubling of disbursements to Nicaragua is due to the delay, in 2001, of a major reconstruction project in the roads sector.

The large increase in support to the West Bank and Gaza is due to the serious humanitarian crisis created by the reoccupation by Israel of the West Bank and the limitations imposed on the opportunities available to Palestinians to earn a living.

Support to Angola in 2002 was unchanged in comparison with 2001. The lower outcome is mostly due to the repayment of grants disbursed earlier.

The increase in support to Sudan is partly related to the fact that in 2002 the peace process improved the conditions for providing humanitarian assistance. This had the effect, for example, that Sida was able to finance a new contribution for the demobilisation of child soldiers via Save the Children.

It is difficult to make a comparison with the budget forecast since there was no budget for the operational area Humanitarian Assistance and Conflict Prevention.

Table 16.

Humanitarian assistance and conflict prevention, expenditure in SEK '000

	2002	2001	2000
The five largest partner countries			
Afghanistan	214 657	182 454	90 680
Nicaragua	149 451	74 023	137 687
West Bank and Gaza	100 157	22 407	22 587
Angola	92 489	102 162	100 430
Sudan	75 595	65 067	95 576
Sub-total	632 348	446 113	446 959
Other countries/regions	968 192	1 219 469	1 197 799
Total	1 600 540	1 665 582	1 644 758
Administrative costs	36 233	14 948	27 629
Total costs	1 636 773	1 680 530	1 672 387
Form of support			
Project support	38 981	36 609	52 283
Sector programme support	3 200	–	–
Pers. ass. incl. contract-financed tech. coop.	5 288	16 795	1 550
International training programmes	305	4 204	3 674
Credits	–	–	–
Guarantees	–	–	–
Economic reforms	–	–	–
Humanitarian assistance	1 548 622	1 586 216	1 575 157
Research	298	–	–
Support to NGOs	3 847	21 758	12 093
Total	1 600 540	1 665 582	1 644 758
Channels			
Multilateral organisations	535 388	483 874	458 648
Swedish NGOs	575 574	686 046	730 854
Organisations in partner countries	65 793	116 885	48 554
Organisations in other countries	55 608	51 624	91 052
International NGOs	368 178	327 153	315 651
Total	1 600 540	1 665 582	1 644 758
Total number of contributions	560	596	696
<i>Of which: Agreements >SEK 15 million</i>	55	46	44
<i>Number of new contributions</i>	234	220	246

Table 17. Poverty reduction, per cent of the sub-sector's total expenditure

	Humanitarian assistance and conflict prevention		
	2002	2001	2000
Direct effect	51,3	41,2	36,6
Projects and programmes that include the poor	22,4	14,3	19,0
Indirect effects through policies and institutions	6,6	7,6	7,9
Indirect effects through national support	10,9	17,5	23,5
Other effects	8,8	19,5	13,0
Total per cent	100	100	100

REPORTS REQUIRED

1. *Sida shall submit a report on experience gained from its work of promoting the broad use of Swedish expertise and Swedish resources, particularly in contributions coordinated by the UN:*

Two Swedish organisations have played a particularly prominent role in the contributions coordinated by the UN in 2002, namely SRV and Save the Children. In 2001, Sida concluded an agreement with the Swedish Rescue Services Agency (SRV) under which Sida gave the SRV a framework grant for the implementation of acute humanitarian programmes commissioned by the UN. In 2002, the SRV implemented a number of assignments of this type on the West Bank and in Gaza, for example, rendering unexploded ammunition harmless in the refugee camp in Jenin, transport assignments for UNRWA, and logistics support, including vehicles and drivers, for WFP. The close cooperation between Sida and the SRV has given the UN the opportunity to make rapid use of a Swedish resource with very high levels of expertise.

Save the Children has maintained an emergency force, financed by Sida, since 1994. The emergency force, consisting of a pool of 20–25 persons is put, in the first place, at the disposal of the UN's High Commissioner for Refugees (UNHCR) to perform short-

term assignments in the form of social programmes for women, children and young people in acute refugee situations. In 2002, nine assignments were implemented in Pakistan, Afghanistan, the Republic of the Congo, Guinea, Sierra Leone, the West Bank and Gaza, South Africa and Zimbabwe. An evaluation made in 2000 established at the emergency force fulfils and important task. The large demand from UNHCR for its contributions resulted in an additional decision in 2002, which made possible further assignments in the Côte d'Ivoire where an internal armed conflict in the autumn resulted in a large number of internally displaced persons.

2. *Sida shall submit a report on the focus of its support and the experience gained from the support to each of the countries which received humanitarian assistance exceeding SEK 50 million in the budget year, and for which the Government has not approved a country strategy, corresponding guidelines or special framework decisions.*

There are Government decisions, corresponding guidelines or special frame decisions for all countries that received more than SEK 50 million in humanitarian assistance. See table 18.



Queuing for food in Angola. The humanitarian crisis in Angola is possibly the most serious in the world. Under Swedish chairmanship, the UNDP is conducting a dialogue with the government in Luanda on responsibilities for providing support to the civil population.

Diagram 8. **Total use of funds by region**, expenditure in SEK '000

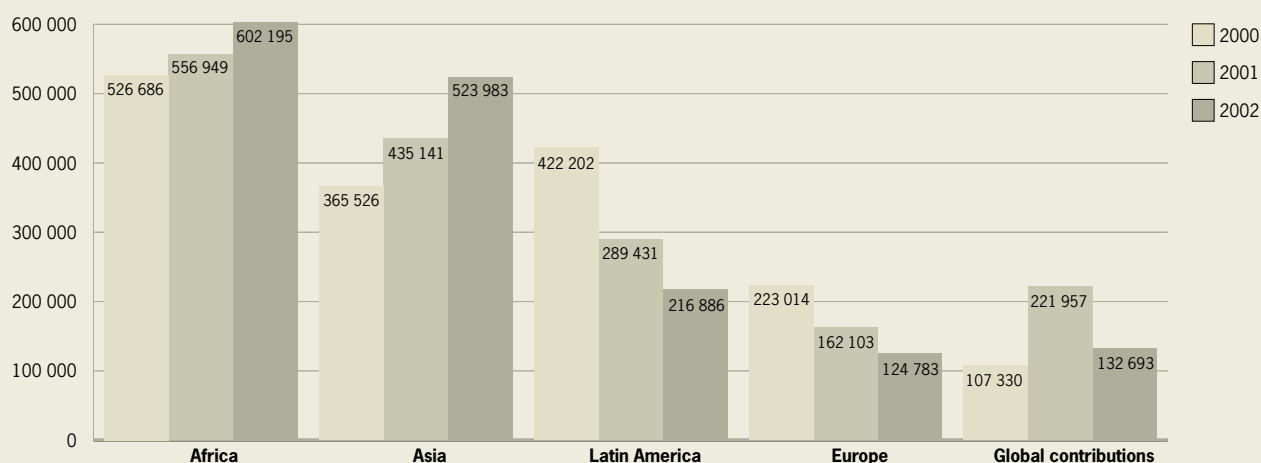
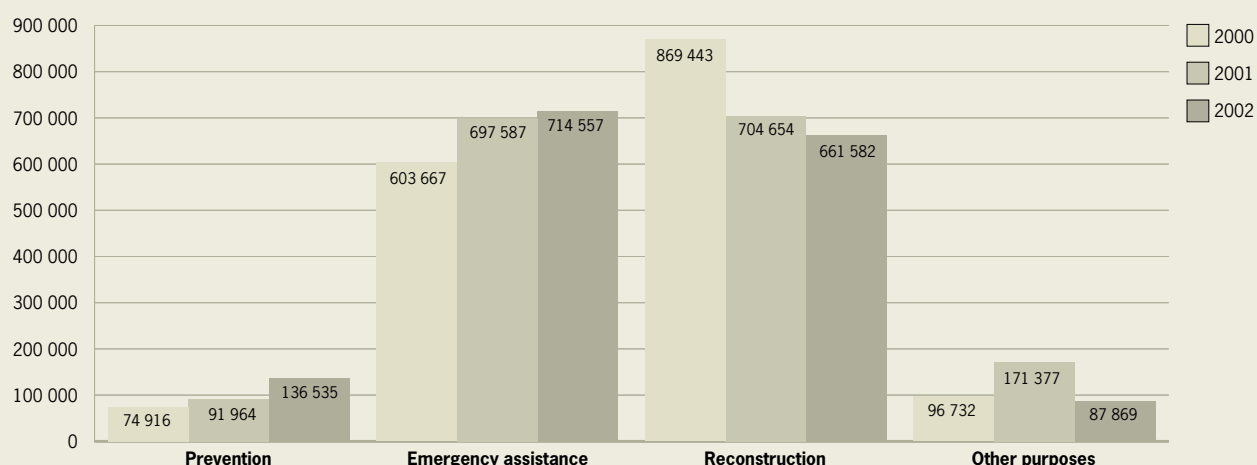


Diagram 9. **Total use of funds by purpose**, expenditure in SEK '000



3. *At least once every quarter, Sida shall submit a report to the consultative group for humanitarian assistance on its use of appropriations, and a forecast for the remainder of the year in respect of Appropriation item 8: Humanitarian Assistance and Conflict Prevention. Sida shall submit a report the total use of funds for the operational area broken down by geographical area and purpose in its annual report.*

The total use of funds for the operational area, broken down by geographical area and purpose, is shown in diagrams 8 and 9.

Table 18. **Humanitarian assistance > SEK 50 million**, expenditure in SEK '000

	2002
Afghanistan	214 657
Nicaragua	149 451
West Bank and Gaza	100 157
Angola	92 489
Sudan	75 595
Ethiopia	60 680

Halving poverty by 2015 is one of the greatest challenges of our time, requiring cooperation and sustainability. The partner countries are responsible for their own development. Sida provides resources and develops knowledge and expertise, making the world a richer place.



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