



**Development  
and security in  
Finland's  
development policy**

**GUIDELINES ON COOPERATION**

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# Foreword

Development and security are interlinked: development does not take place without security and security does not increase without development. The most effective way of preventing conflict is to reduce poverty on a permanent basis. The Government's Development Policy Programme emphasises social stability and comprehensive security as the cornerstone for all development. Poverty reduction and the promotion of sustainable development, in addition to responding to the challenges of comprehensive security, conflict prevention, crisis management and peacebuilding, require a holistic approach.

Development policy and development cooperation as well as strengthening human rights, democracy and the rule of law are key tools in crises and conflict prevention as well as in post-conflict situations. The political, economic and social problems underlying conflicts and violent crises must also be addressed. This requires supporting socially, economically and ecologically sustainable development.

According to the Constitution, "Finland participates in international cooperation for the protection of peace and human rights and for the development of society." The purpose of this document, *Development and Security in Finland's Development Policy – Guidelines for Cooperation*, published by the Ministry for Foreign Affairs, is to guide the implementation of the Government's Development Policy Programme in promoting social stability and security in developing countries. It supports cooperation at the country and regional levels between Finland and developing countries, as well as Finland's active participation in multilateral cooperation and international dia-

logue. It also strengthens the continuum between crisis management, humanitarian assistance and development cooperation.

The document outlines the priorities for Finland's work in the field of development and security in terms of policy-level and operational activities financed through development cooperation. In addition, it sets out Finland's key cooperation channels and cooperation partners. The distinct but complementary roles of security and development actors are highlighted in the document.

*The Development and Security in Finland's Development Policy* document is based on the Government Programme and the Government's Development Policy Programme. The preparation of the document drew on the UN Strategy (2008) and the Policy Guidelines on Multilateral Cooperation (2008) of the Ministry for Foreign Affairs, the Government Report on Finnish Security and Defence Policy (2009) and the Human Rights Report (2009). Finland's Humanitarian Assistance Guidelines (2007), which guides Finland's humanitarian operations in conflicts and natural disasters, has also supported the preparation of these guidelines.

The Development and Security document is linked to the Comprehensive Crisis Management Strategy, prepared in cooperation with various ministries, and complements it with respect to development policy and development cooperation.

*Paavo Väyrynen*  
Minister for Foreign Trade and Development

# 1 Introduction

According to the Government's Development Policy Programme, Finland emphasises a comprehensive concept of security, which confirms the interlinkages between security, development and human rights. Through long-term development policy and development cooperation in its various forms, Finland enhances the ability of developing countries to prevent violent conflicts, reduce structural inequality, and improve the possibility for disadvantaged people to influence their own and their country's development. At the same time, the countries' efforts to meet the needs of their citizens and eradicate the causes of security threats are strengthened.

Finland's work to promote development and security is based on respecting and implementing the principles of international law and conventions, as well as the principles and operational programmes agreed within international fora, especially the EU, UN and OECD. Finland emphasises the fact that promoting stability and security, as well as strengthening democracy, the rule of law, human rights and civil society create the foundation for sustainable development on a global level. Finland promotes coherence in crisis management, development cooperation and humanitarian assistance, in accordance with the European Union's policies on security and development. The aim is to adopt a comprehensive approach to conflict prevention, crisis management and post-conflict recovery and reconstruction. The roles and responsibilities of security and development actors are separate but complementary.

Promoting the international responsibility to protect is one of the key objectives of Finland and

the entire EU. There is a need for methods that can provide better protection for civilian populations and prevent conflicts. Enhancing the UN's early warning system, supporting national human rights structures and the rule of law, and acting on the information provided by international and national organisations on conflict threats play a key role. Finland places particular emphasis on protecting populations in the most vulnerable position in developing countries. Finland participates in cooperation on protection in the UN and the EU, and aims to enhance activities with other Nordic countries and especially African countries.

Social stability and comprehensive security are prerequisites for all development. Democratic governance, the rule of law, respect for human rights, gender equality and a participative civil society form the building blocks of socially sustainable development. Freedom of speech, decent work, education and health all create the foundation of social development and stability.

Supporting socially sustainable development requires coherent action in all sectors and policies of the Finnish Government. The range of development policy instruments must be used in ways that ensure the efficient, effective and complementary use of cooperation channels and methods. In its activities, Finland emphasises open and equal dialogue with partners, local ownership and responsibility, and the implementation of human rights responsibilities, as well as other international commitments and national obligations founded on national law. Other objectives include the promotion of democratic governance, the rule of law and civil society.

# 2 Comprehensive security in development policy

Comprehensive security means that people and communities live in freedom, peace and safety, are able to influence political decision-making, enjoy the protection of fundamental rights and can satisfy their basic needs. Structural political and economic factors preventing fundamental rights and needs from being guaranteed are the root causes of violent conflicts.

The promotion of comprehensive security through development policy can be illustrated by the diagram below (Figure 1. Comprehensive

approach to development and security), which calls for comprehensive development policy in conflict prevention, resolution and post-conflict reconstruction. Development policy comprises coherent activities in all those areas of international cooperation and national policy that have an impact on the conditions of developing countries and more broadly on all development throughout the world. Development policy in its various forms covers the entire conflict cycle, while military and civilian crisis management focus on a limited period of time.

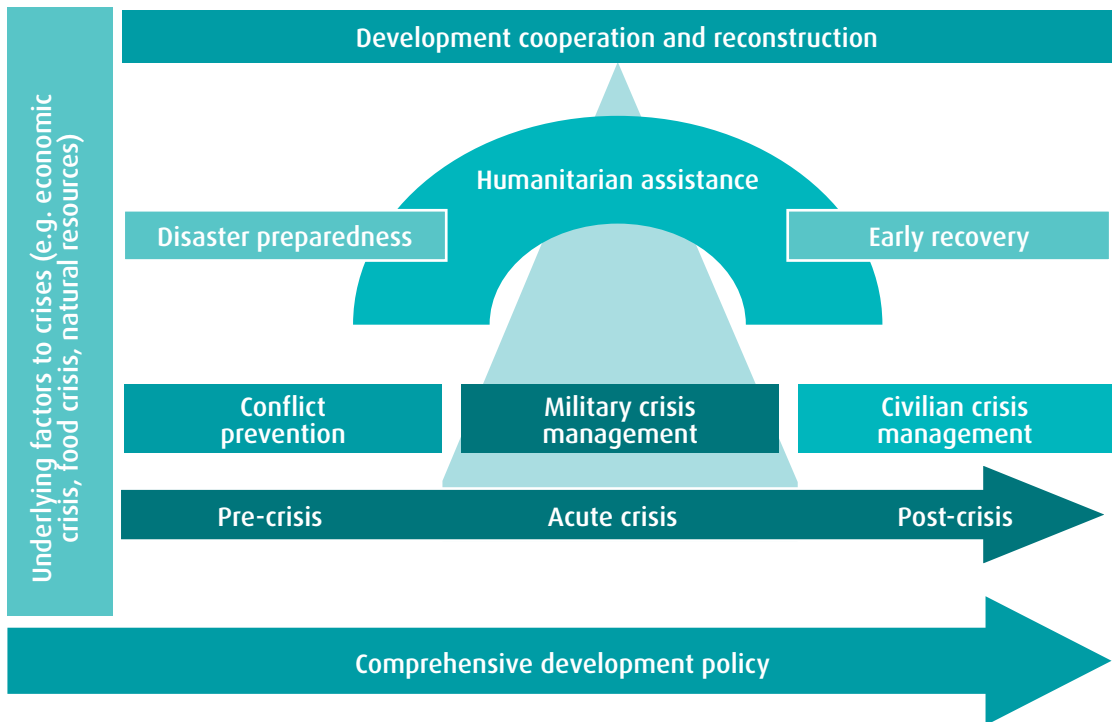


Figure 1. Comprehensive approach to development and security

Development policy that promotes economically, ecologically and socially sustainable development will also prevent conflicts from arising and reduces the subsequent need for crisis management and post-conflict reconstruction. Development cooperation in its various forms is one of the key development policy instruments that can strengthen favourable conditions for development. Development cooperation also plays an important role during conflicts because it can contribute to resolving acute crises. Humanitarian assistance plays a particularly important role during acute crises. In post-crisis situations, development aid can be channelled towards reconstruction and nation-building. It can be especially difficult for societies suffering from violent crises to recover without long-term external support.

## 2.1 A variety of conflict determinants

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Violent conflicts do not just suddenly occur. An individual event, such as a rapid financial collapse, ballot-rigging, systematic human rights violations or disputes arising from the control of natural resources, can lead to violence, although

the reasons underpinning them often go deeper. Rapid population growth combined with a serious economic recession and unemployment also create fertile ground for conflicts.

Exclusion related to poverty, inequality and despair can erupt as violence against those in power in fragile societies. This represents a conflict arising from structural inequalities. Disputes over the control of natural resources and their economic benefits can also contribute to conflicts rooted in the privileges of a particular group or groups of people. Furthermore, ideologies and religions can be exploited by different groups as a means to achieve power. What is crucial is how people react in a situation prone to conflict. Ideology, fear, greed, insecurity, and exclusion influence human actions and can result in either violence or peace. External actors can also have a significant impact on the onset of a conflict or its prevention. Social structures as well as people's attitudes and actions are constantly interacting with each other. Depending on the situation, the result can either be peace or conflict – security or insecurity.

A well-targeted development policy supported by development cooperation can strengthen the development of social structures, cultivate attitudes to promote peaceful coexistence and help protect and integrate excluded groups in becoming part of society. Post-conflict situations and the

## Armed conflict erodes the base for development

- The mortality statistics for 1998 to 2001 in the Democratic Republic of the Congo show that of the roughly 2.5 million deaths, 145 000 were victims of violent clashes. Most died from various diseases in the politically unstable eastern provinces, where armed conflict had led to the complete collapse of primary health care.
- Two-thirds of the 33 million people around the world who have contracted HIV live in Africa. Many of them live in societies experiencing violent conflict. Other more traditional diseases, such as malaria, also occur more predominantly in countries experiencing conflict.
- Crime and violence are characteristic of societies recovering from violent crises. Small arms are easily available. For example, in Somalia an AK-47 assault rifle costs EUR 100 and in Kenya EUR 90. Small arms can be found in sixty per cent of households in Burundi.

reintegration of those who have participated in conflicts into normal life require special attention and actions.

## 2.2 Violent conflicts and fragile situations in development policy

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Violent conflicts and fragile states are one of the biggest development challenges. According to international estimates, over one billion people live in fragile states, and 340 million of them constitute the poorest of the poor. These states are unlikely to achieve the goals of the UN Millennium Declaration by the year 2015. In Africa, armed conflicts in the period from 1990 to 2005 cost around USD 300 billion, an amount equal to the development aid given to the continent during that period. Several Central and South American states are still suffering from the long-term effects of the military coups and internal conflicts that took place in the countries 15 to 20 years ago. Fragile states and violent conflicts lead to serious problems. In the initial stages, the local population loses its personal security and the possibility to engage in commerce. In addition, the infrastructure starts to crumble and basic services deteriorate. As the situation worsens, internal and external refugee flows increase. The gradual outcome is a humanitarian catastrophe. As conflicts become prolonged, refugee flows, armed groups, infectious diseases and organised crime spread into the territory of neighbouring countries. The spread of small arms into crisis areas feeds conflicts, poverty and human rights violations. The problems of Afghanistan and the Democratic Republic of the Congo demonstrate how fragile states create fragile regions. In the worst instance, failed states create sanctuaries for internationally networked terrorists, who pose a threat to global security.

## The economic and food crises threaten security

Changes in the global economy constitute significant security issues. The economic recession and food crisis have weakened human security and social stability in many developing countries. Violent food riots, political disputes and social unrest have occurred as a result of the food crisis.

The rise in the prices of food affects the poor most of all, since they spend most of their income on food. In addition to vulnerable groups, the rise in food prices also affects the lives of the middle classes living in cities. The number of people suffering from malnutrition in developing countries has climbed to over one billion. Maintaining food security is a strategic security factor that requires long-term investment in rural development, regional policy, agriculture and social safety nets.

The global economic crisis could also have a major impact on governance in developing countries. The World Bank's country-specific assessments of the policy environment and institutional effectiveness (*Country Policy and Institutional Assessment, CPIA*) usually show a deterioration in these issues during a recession. As economic growth rates decline, indicators that measure issues such as the performance and status of governance (political stability, the effectiveness of governance, the rule of law and corruption) worsen. Weak governance and conflicts impede recovery from economic crises. An economic recession may also lead to resistance to administrative reforms or to the reversal of ongoing reforms.

## Security and development are closely connected to each other

Stability cannot be achieved solely through military operations. Crisis areas often need both civilian and military crisis management operations as well as considerable development assistance and humanitarian aid. A safe operating environment is needed to enable long-term development. Creating a safe and enabling environment requires the commitment of the local community to supporting the stabilisation process. Furthermore, this demands proof that peace will bring an improvement to daily life, in other words, a peace dividend.

Finland has provided over EUR 20 million in support for Afghanistan through the *Afghanistan Reconstruction Trust Fund*, a co-financing mechanism administered by the World Bank. Through the fund, the Afghan central government is implementing a multi-phase rural development programme, which has been expanded to cover the entire country (*the National Solidarity Programme*), and a micro-finance project. The objective of both projects is to create better conditions for life in the poor regions of Afghanistan and to substitute drug production with alternative forms of livelihood. The programme includes water and sanitation, the construction of schools, clinics and roads, agricultural projects and developing democracy at the local level as well as entrepreneurship. Women are a special target group. Currently, the programme is considered to be the best development programme underway for delivering peace dividends to rural areas. At the same time, confidence is created in the central government and the grip of those who oppose peace is weakened.

Armed conflict has a long-term impact on political, economic and social development. Once the political violence has abated, it can take years until an economy that has been battered by civil war attracts sustainable investments into the country.

Principles guiding the donor policies and activities in fragile countries and fragile situations (*Principles for Good International Engagement in Fragile States and Situations*) have been agreed upon in the Development Assistance Committee (DAC) of the OECD. According to the principles, stability in fragile states requires a comprehensive investment in the security situation, building state and local government institutions responsible for basic services, the development of the private sector, as well as the creation of an enabling environment for business activity. The implementation of the principles requires concerted action so that military assistance, civilian crisis management operations and development cooperation strengthen the ownership of the efforts by the local government, and create an environment conducive for development. The various actors need to have a common vision and their work must be based on a clear division of labour and be well-coordinated. Furthermore, coherence among various policy fields and sectors as well as a realistic understanding of the challenges of the situation and the required resources are necessary.

## 2.3 Competition for natural resources escalates conflicts

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Competition for natural and other resources causes and escalates conflicts in fragile states. Issues relating to the control of natural resources are often underlying causes of conflicts. Recent research data shows that over the last 60 years, at least 40 per cent of the conflicts between states have been connected to natural resources. Climate change is further increasing the pressures on





*Matti Nummelin*

natural resources, which in turn could increase the possibility of crises and intensify their impact. Climate change will have a far-reaching effect on food production, the availability of water, health, the environment and migration. The links between natural resources and stability and security are also discussed in Finland's National Natural Resources Strategy published in spring 2009.

Climate change will increase the number of refugees. It is feared that the number of refugees resulting from climate change will rise above 200 million by the year 2050. Migration caused by environmental degradation has been most

acute in Sub-Saharan Africa, but it also affects millions of people in Asia. The melting of the Andean glaciers in South America has already impaired people's living conditions in their traditional habitats. The consequences of climate change are long term, since refugees will have no place to return to. It is impossible for many countries to care for their own refugees and for those of neighbouring countries. It is possible to prevent conflicts from escalating and the growth in migration by supporting the mitigation of climate change and adaptation of developing countries to climate change.

## Water project in Nepal promotes development and security



*Nepal/Paula Kukkonen*

The long-standing violent conflict in Nepal is underpinned by the structural inequality of society, the exclusion of several population groups from the country's development, and widespread poverty. Finland's long-term cooperation in the water and sanitation sector in Nepal has supported the development of the country's poor regions as well as areas prone to conflict. Under the programme, over 250 000 people have gained access to clean water and around 360 000 have gained access to sanitation services. A significant proportion of the activities have been directed at equitable education for communities and training on constructing and maintaining water supply and sanitation.

In spite of Nepal's difficult political situation, it has been possible to continue water sector cooperation even in conflict areas. One of the main reasons for this is that the projects have tangibly improved the living conditions of the target areas and reduced poverty. Water projects have been especially important from the perspective of human rights, democracy and gender equality because the guiding principle of the programme has been the participation by the local communities in the planning and implementation of the projects. The insurgent groups operating in the area have also recognised these facts and allowed the implementation of the projects to continue.

## Village forestry prevents social conflicts

Finland's long-term forestry cooperation in Mexico has supported the development of the country's social structures. Village forestry, which has developed alongside an enhancement in the rights of communities, has contributed to the economic and peaceful development of society and prevented social conflicts.

Activities that focus on the sustainable use of natural resources should have financial incentives; environmental benefits alone are not sufficient. The example of Mexico reinforces the view that deforestation can only be stopped by forest owners and the users of forests. Products and income derived from forests have had a beneficial effect on improving social services in villages. The communities' traditional practices played an important role in developing the programme. Policy changes related to land ownership and land tenure require advanced monitoring systems that can provide information on implementation problems.

Climate change and the use of natural resources have especially affected the life of indigenous peoples. The UN Declaration on the Rights of Indigenous Peoples requires consultation with indigenous peoples and for their rights to be considered when making decisions on the use of natural resources. In addition, taking the gender perspective into account and the right of the local population, including minorities, to participate in decision-making on policies concerning the climate and natural resources will also reduce the risk of conflicts.

## 2.4 Humanitarian aid in conflict situations

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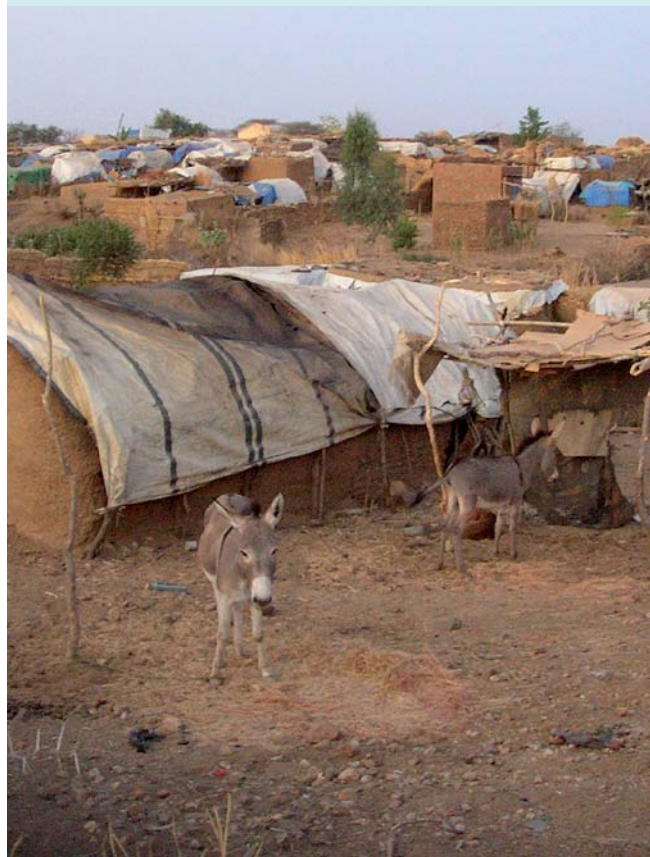
In conflict situations, humanitarian aid is often the only available form of assistance. The aim of humanitarian action is to save lives, alleviate human suffering and maintain human dignity through the provision of material aid and protection. Humanitarian assistance creates the conditions to eradicate poverty and promote peace negotiations in conflict areas. Although humanitarian aid assists in protecting the victims of conflicts and crises and in empowering them, it is not a crisis management tool.

Finland channels its humanitarian assistance to where the need for assistance and the distress is greatest, the basic guiding principle being humanitarian principles and reliable needs assessments. Assistance for over 30 million people who survive on humanitarian aid is requested annually through the UN's Consolidated Appeals Process.

Finland's humanitarian work is guided by international humanitarian law, international human rights agreements and international refugee law, the principles on Good Humanitarian Donorship of the OECD, the European Consensus on Humanitarian Aid and the Humanitarian Assistance Guidelines of the Ministry for Foreign Affairs.

## Principles of humanitarian action

Humanitarian action is guided by the following principles: **humanity**, the most central issue is to save lives and alleviate suffering wherever it is found; **neutrality**, the implementation of actions solely on the basis of need, without discrimination between or within the affected populations; **impartiality**, humanitarian action must not favour any side in an armed conflict or other dispute where such action is carried out; and **independence**, which means the autonomy of humanitarian objectives from the political, economic, military or other objectives that any actor may hold with regard to areas where humanitarian action is being implemented.



*Sudan/Timo Karmakallio*



*Sudan/Timo Karmakallio*

Finland applies an aid continuum approach, ensuring the coordination of peacebuilding, humanitarian aid, reconstruction and development cooperation. Short-term humanitarian assistance and longer-term recovery and development assistance should be formulated so that they are mutually supportive. The continuum also covers development activities that aim at improving preparedness for disasters and crises, effective early warning, preventing conflicts and natural disasters, risk management and alleviating the impact of risks. A continuum is rarely achieved in the linear sense because the situation in countries recovering from conflict can change rapidly and their various regions are often at different stages of development. Various aid instruments are often needed simultaneously in the aftermath of a complex emergency. This places particular challenges on joint planning, coordination and programming at the country level.

Finland is a strong advocate in international fora for humanitarian principles and space, and emphasises the need to keep the roles of humanitarian actors and soldiers separate, since the security of humanitarian workers can be endangered if these become confused. Military personnel and resources can be used in humanitarian aid work

as a last resort and in compliance with international guidelines. Finland promotes the application of the guidelines on Military Civil Defence Assets drawn up by the UN, according to which humanitarian actors should always have a leading role in humanitarian aid work, also when using military assistance.

Finland also stresses the importance of protecting the civilian population and highlights the primary responsibility of the state for protecting its citizens. The most important source of international humanitarian law – the Geneva Convention and its additional protocols – protects the victims of wars and armed conflicts and aims to relieve the suffering caused by war. The conventions apply to people who do not participate in military actions, i.e., the wounded, sick, prisoners of war and the civilian population. The Outcome Document of the UN World Summit 2005 highlighted the concept of the responsibility to protect, which was limited to cover genocide, crimes against humanity, war crimes and ethnic cleansing. If a state is unable or unwilling to prevent these crimes, the international community can as a last recourse use coercive measures, including the use of force, in accordance with Chapter VII of the UN Charter.

# 3

## Development and security – cooperation priorities in development policy

### 3.1 Influencing policies and operational activities

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Finland's work to support development and security has two closely related dimensions: a policy and an operational dimension. Finland promotes a comprehensive approach to conflict prevention, management and post-conflict recovery and reconstruction by contributing to negotiation processes at the national and international levels as well as to the strategic planning and policy guidance of the various actors.

The Government Programme defines the United Nations as Finland's most important partner for multilateral cooperation. Under the Government Programme, Finland is committed to strengthening the authority and capacity of the UN and enhancing the effectiveness of the UN system with respect to development and security. Finland emphasises the fact that the UN has the primary role in decision-making related to universal norms and as a forum for international cooperation. The negotiations conducted under the leadership of the UN form the most important arena for Finland's participation in resolving global development and security problems. The UN's comprehensive approach to development, conflict prevention and peacebuilding is coherent with the objectives of Finland's development policy.

In addition to policy level work within the UN system, Finland actively participates in developing just and rules-based international economic,



*Ban Ki-moon, Secretary-General of the United Nations, meeting Minister Paavo Väyrynen during his visit to Finland on 26–27 May 2009/Vuokko Ritari.*

financing and trade systems that support international stability, development and security. This takes place in cooperation with international financial institutions, the International Monetary Fund (IMF), the World Trade Organization (WTO) and the OECD.

Alongside policy actions, Finland promotes development and comprehensive security at the operational level by supporting the programmes and projects of various actors. Operational activities cover not only financing but also participation in decision-making, monitoring and evaluation.

The UN's role is also emphasised in Finland's practical work to advance development and security in developing countries. The UN and its various entities are represented in nearly all devel-

## International anti-corruption standards as part of socially sustainable development

The United Nations Convention Against Corruption (UNCAC) is a legally binding instrument in the fight against corruption, and it covers around 130 countries, including a large number of the world's most corrupt states. The nature of the convention is unique as it contains a global commitment to anti-corruption work in a large number of developing countries. UNCAC also reflects the opinion that socially sustainable development requires active anti-corruption work at the global level.

Finland, as a country with a very low level of corruption, has actively supported the implementation of UNCAC, the development of its monitoring mechanisms and the active incorporation of the convention as part of development policy and development cooperation. In its long-term partner countries, Finland has supported preventive initiatives against corruption, such as anti-corruption authorities and strengthening the role of parliaments in budget processes. Finland has been recognised especially for its participation in developing the pilot monitoring of the convention and for providing international auditors the opportunity to monitor the implementation of the convention in Finland. The OECD Convention on Bribery is an important global instrument that supports UNCAC in the fight against corruption.

oping countries. Its position as a partner to both developing countries and donors and as an impartial actor is widely recognised and accepted. Finland stresses the comprehensive implementation of a human rights based approach within the internal and external operations of the UN agencies. The development programmes implemented by the UN cover the different dimensions of sustainable development. The UN is also the key channel for Finland's humanitarian aid.

Reducing impunity for the most serious international crimes, war crimes and large-scale human rights violations is one of Finland's priorities for UN policy. Finland supports the work of the permanent International Criminal Court (ICC) and other international war crimes tribunals and national programmes that strengthen transitional justice.

Promoting the rule of law is one of Finland's UN policy priorities. Post-crisis cooperation must focus in particular on stabilising the conditions by supporting the peace process and strengthening the judicial system of the target country in

order to prevent impunity for war crimes and the most serious human rights violations.

Finland considers it to be important that the UN's comprehensive approach in the development and security sector is strengthened. The internal coordination of the UN system in conflict prevention, management, resolution and post-conflict recovery and reconstruction must be further developed. There should be closer cooperation between the UN system and other key actors, such as the European Union and the World Bank. Particular attention should be paid to post-conflict peacebuilding and comprehensive support for the rule of law.

In addition to the UN system, the importance of international financial institutions has increased in creating the conditions for development and comprehensive security. International financial institutions are the most important providers of finance for development in the least developed countries and their role in supporting economic and social development in all developing countries is indisputable. The role of interna-



*Sudan/Timo Karmakallio*

tional financial institutions in developing the private sector in developing countries, as a technical cooperation partner and provider of credit for middle-income countries, is emphasised in their efforts to contribute to the division of labour in the global economy.

Within the field of foreign affairs, the Government Programme emphasises the importance of the European Union as a key arena and channel for Finland to exercise influence. Development policy is part of the European Union's external relations, and Finland plays an active role in the policy development and practical implementation of the EU's external relations. As the largest financier of development cooperation and trade partner to developing countries, the EU has a particular responsibility to promote sustainable development and eradicate poverty on a global basis.

Support for conflict prevention and fragile states is one of the priorities of the EU's joint statement on development policy (the "European Consensus"). Finland supports the EU's external activities to enhance coherence and effectiveness

in the security and development sector in accordance with the EU policies adopted in November 2007. Finland aims to make the EU a strong provider of international security and an effective actor in crisis management.

In addition to the UN, international financial institutions and the EU, Finland works in cooperation with regional organisations. Finland is reinforcing its cooperation especially with the African Union (AU) and sub-regional organisations in Africa, which are playing an increasingly important role in advancing comprehensive security on the African continent.

The European Union has taken determined steps to strengthen its partnership with Africa in order to enhance the capacity of African countries to take responsibility for security and development. In this context, the development of peace and security structures as well as support for Africa's crisis management capacity are crucial. As an EU member state, Finland is committed to supporting the implementation of the Joint EU-Africa Strategy adopted in 2007. In order to



*Palestinian Territories/Rauli Virtanen*

operationalise the Joint Strategy, Finland will primarily participate in four partnerships: peace and security, democratic governance and human rights, climate change and science, information society and space.

## 3.2 Geographical priorities

In accordance with the Development Policy Programme, Finland supports countries suffering or recovering from violent conflict, such as Afghanistan, Kosovo, Bosnia-Herzegovina, Sudan and the Palestinian Territories. Finland's long-term partner countries, Nepal, Kenya and Ethiopia, are usually defined as fragile states, and support for them is justified also from the perspective of conflict prevention. In addition, on the basis of all the indicators describing economic and social development, Zimbabwe can be considered as a country recovering from a violent crisis. The

international community is considering initiating political dialogue with Zimbabwe and launching economic reconstruction in the country. Finland has also made plans to participate in the cooperation once the conditions for this exist.

The development policy framework programme for Africa (2009) of the Ministry for Foreign Affairs, which is based on a holistic approach to development policy and development cooperation in Africa, highlights the promotion of comprehensive security as one of the priorities. On a continental level, Finland operates through the African Union (AU), especially with regard to issues relating to security and social development. Finland's priority is to further the development of the AU into a legitimate, continent-wide actor and to strengthen its capacity in the peace and security sector. To support the peacebuilding work of the AU, Finland has granted EUR 2.9 million for a three-year cooperation programme that aims to develop the AU's peace mediation capacity. Finland's partner in the implementation of the programme is the South African ACCORD



## Mozambique – 17 years of peace

Mozambique has gone through a significant process of transformation during the past two decades: since the end of the long and violent war in 1992, Mozambique has become one of the fastest growing and most politically stable states in Sub-Saharan Africa. The country's commitment to peaceful development, the disarmament of soldiers together with political and economic reforms has contributed to increasing economic prosperity and social stability. Mozambique's development has also been supported by donors. Although Mozambique remains one of the world's poorest countries and faces many challenges, for example in human rights issues, its achievements are substantial considering the country's development history.



Mozambique/Pirjo-Liisa Heikkilä

organisation, which is supported by the Finnish organisation Crisis Management Initiative.

Finland has also taken an initiative to launch a partnership for sustainable development with the AU (*Finnish Partnership with Africa for Sustainable Development*). The objective of the initiative is to promote closer dialogue and cooperation between Finland and the AU based on economically, socially and ecologically sustainable development. As part of the implementation, Finland in cooperation with Tanzania is setting up the Dar-es-Salaam Institute for Sustainable Development. The institute's operations aim to cover not only Eastern Africa but also African countries across the board, and its task is to promote compliance with the principles of sustainable development in Tanzania and more broadly in Africa. The institute's main objective is to enhance the capacity of African states to achieve international development goals and participate in international trade, environmental and climate negotiations.

Alongside the AU, Finland is engaged in close interaction with other regional and sub-regional

organisations in Africa, including, for example, SADC, SACU, ECOWAS, EAC and COMESA, which aim, in particular, to promote regional integration and trade.

Finland has channelled development aid into conflict resolution in the Horn of Africa and the Great Lakes region, in particular, with the objective to strengthen peace processes in Sudan and Somalia and to promote the demobilization and reintegration programme in the Great Lakes region (*Multi-Country Demobilization and Reintegration Program, MDRP*). Finland has also supported demining in Somalia and Angola and participated in peacebuilding in Guinea-Bissau. Finland has also channelled funding into the Africa programme of the International Crisis Group, and financed the implementation of United Nations Security Council Resolution 1325 on Women, Peace and Security, as well as communication on conflicts.

Strengthening peace and security is one of the priorities of the new *Wider Europe Initiative (WEI)*, which covers the countries of Central Asia, the Caucasus, and East Central Europe. The aim of



*Nicaragua/Outi Einola-Head*

## Supporting the socially sustainable development of a conflict area in South America

Peaceful social development in the Rio Santiago river valley in the border area of Peru and Ecuador has been promoted through the Peru-Ecuador border project. The project was implemented jointly with the local administration on both sides of the border. Significant progress has been achieved in the coverage of vaccination programmes, health care for mothers and children, education opportunities and even in the population's diet. Finnish expertise was included in the project by developing fish farming, for instance. The project was implemented by UNICEF and was completed at the end of 2009.

the initiative is to prevent and end confrontations and to promote understanding and cooperation both between the countries in the region and with the EU and Russia. Special priorities from the perspective of development and security include environmental security, energy security, trade development, supporting rapid economic recovery and promoting social sustainability. The initiative also includes research activities that will advance Finnish research on development and security focusing on the CIS countries as well as support networking with corresponding research institutes in the region. The research cooperation aims to produce up-to-date research data that will support the attempts to resolve regional problems, including so-called frozen conflicts. Conflict prevention in the Crimean region is supported through a separate project for the region's stable development, which promotes the participation of, in particular, civil society in conflict prevention.

Stability and security are also one of the priorities of Finland's development policy framework programme for the Western Balkans. Finland supports the regional stability and security as well as EU integration of the Western Balkans in a comprehensive way through foreign and security policy measures, including military and civilian crisis management, economic and commercial activities, and development cooperation. Development and security have a strong social sustainability dimension. Cooperation focuses on Kosovo, the poorest country in the region, where the internal situation is fragile and the international status is disputed. Finland funds, inter alia, civil-military cooperation by peacekeepers (CIMIC activities) and the redeployment of the Kosovo Protection Force. In terms of social sustainability, the areas of cooperation include reforming central and local government, developing civil society and establishing the rule of law. In addition, Finland supports reciprocal interaction between the Western Balkan countries, regional cooperation in the environmental and security sectors, and cooperation on research in the security and development sector.

In Asia, the focus has been on country- or region-specific cooperation rather than a regional approach. Finland has broad-based support programmes in Afghanistan and Nepal built on the countries' development strategies. For example, the emphasis of the programme in Nepal in terms of post-conflict development is on 1) non-discrimination in the education sector (*Education for All and multilingual teaching*), 2) support for the poorest of the poor, for example, in water programmes, 3) establishing good governance in the environmental and natural resources sectors, and 4) human rights and general support for the peace process. A similar approach has been taken with other countries (Afghanistan, see page 8) and regions (the Mekong) in order to find a suitable overall solution to the situation that would support the region's development and security.

In Latin America, conflict prevention and recovery are promoted in countries such as Bolivia, Ecuador, Guatemala, Haiti, Honduras, Nicaragua and Peru. Priority themes include rural development, good governance, access to health and education, and the sustainable use of natural resources. For example, the aim of the rural sector programme in Nicaragua is to make rural businesses more competitive and increase food security, and thus reduce poverty. Support for the municipal government sector focuses on decentralising administration and developing local government. The aim is to strengthen the conditions for municipal residents to take part in municipal decision-making, to improve the population's living conditions and the level of municipal services, as well as to create an entrepreneur-friendly environment. Finland has also given long-term support for reproductive health and reproductive rights.

### 3.3 Thematic priorities

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Comprehensive security is based on economical, socially and ecologically sustainable develop-



*Kosovo/Matti Remes*

ment in developing countries. In order to ensure stable and sustainable development, it is important to support the countries' capacity to produce basic services in order to reduce poverty and guarantee fundamental rights. Particular priorities include ensuring security and justice, and creating an enabling environment for economic development and employment. In addition, it is important to strengthen the authority and legitimacy of the state by supporting the transparency and efficiency of governance and the state, as well as the state's accountability towards citizens.

Improving the rights and position of women and girls, strengthening gender and social equality, improving the rights and equal opportunities for participation of vulnerable groups, especially children, the disabled, indigenous peoples and ethnic minorities, and combating HIV/Aids constitute the essential elements in the field of development and security. Finland promotes these cross-cutting themes in all its cooperation. With



*Senegal/Anneli Vuorinen*

respect to women's rights, the Government has approved a special national action plan for 2008–2011, "Women, Peace and Security", which also includes development policy objectives. In addition, commitments and actions aimed at banning violence against women and children and the use of child soldiers are included in Finland's policies.

Good governance has a positive correlation with peaceful development. Economic well-being and sustainable development cannot be achieved without sound, legal administrative structures and an administrative system that serves citizens. The problems of fragile states can only be solved by improving the capacity of state structures and by increasing accountability towards citizens. Economic growth and just rules for markets are central challenges. From the perspective of ordinary citizens, what is essential is how the public sector manages to provide services relating to health, housing, access to food, education and personal security.

Promoting comprehensive security requires coherent actions in the various dimensions of sustainable development. According to the Government Programme, Finland's development policy places greater emphasis on supporting crisis prevention and peace processes. Finland provides support for, inter alia, peace mediation and other confidence-building measures. Finland's thematic priorities include, in particular, the development of an enabling environment for the private sector, the production of basic services, democratic governance and strengthening the rule of law, as well as the sustainable use of natural resources. In addition, Finland promotes security sector reforms and disarmament, demobilisation and the re-integration of former combatants into normal life. Support for international conventions banning the illicit trade and use of small arms is also a central theme in Finland's efforts to strengthen the implementation of comprehensive security. In post-conflict work, Finland may also

provide support to national truth and reconciliation committees, as has been done, for example, in the case of Guatemala and Peru.

National and international processes strengthening comprehensive security can be supported through development cooperation instruments. The suitability and effectiveness of development cooperation instruments in societies suffering from violent conflicts can, however, be limited. Conflicts cannot be prevented or solved through development cooperation methods and resources alone. The main responsibility for maintaining peace and peacebuilding lies with national actors in developing countries; external donors and other actors can enhance the opportunities for conflict prevention and resolution. Sustainable results are built on cooperation with the leadership of the developing country.

From the perspective of sustainable and long-term development cooperation, fragile states make difficult operating environments. Experience of conflict situations has taught that when a country ends up in the fragile state category, it stays there for a long time. More than half of the societies recovering from violent conflict descend back into conflict within five years of a peace agreement. Supporting fragile states also requires long-term commitment.

The political economy of violent conflict should also be taken into account in development cooperation. Some parties, such as those engaged in the illicit drugs and timber trade, benefit from chaos and anarchy and may even try to undermine weak administrations, which are often externally supported. Afghanistan is a good example of such a situation. Donors have to take conscious risks and must also accept the possibility of failure.

Achieving sustainable development impacts requires viable local governance. Without the partnership/ownership of the local administration, development cooperation will achieve little. Somalia is an emblematic example of a fragile situation in which the conditions for long-term development cooperation are not met. The conditions for successful development cooperation are

## UN Security Council Resolution 1325

Women, peace and security constitute a major theme in both Finland's development and security policy. In September 2008, Finland presented its national action plan for 2008-2011 on implementing UN Security Council Resolution 1325. The action plan guides the work of Finland, especially the five ministries committed to the plan, in reinforcing the rights and position of women and girls in conflict situations. The participation of women in planning and decision-making related to conflict prevention, management and resolution, as well as in post-conflict reconstruction is of crucial importance for development in conflict areas. Sustainable development and stability cannot be achieved in areas where half of the population is excluded. The rights of women and girls and the possibility to live without fear of rape and violence have a major impact on what women and girls can do to support themselves, their family and society. Through its own activities, Finland can improve the position of women and girls, and in this way strengthen development in conflict areas.

met once the country's political leadership commits to development and allocates the necessary resources to implementing national development strategies supported by international cooperation.

Particular attention should be paid to the coherence of crisis management and development cooperation so that human and financial resources and financing opportunities serve crisis management needs in a comprehensive way. In order to safeguard the crisis management continuum, the financing modalities in support of the security sector should be used in a complementary way.

# 4 Cooperation channels and methods

## Security sector reform will create the foundation for stability and development

The capacity of a state recovering from conflict to provide security for its population, respecting human rights and without discrimination, is a requirement for sustainable development. Finland supports the development of the security sector in, for example, the Palestinian Territories. Within the framework of an aid programme, advisers have been assigned to an EU police mission supporting the development of the civilian police in the Palestinian Territories (*EU Police Mission in the Palestinian Territories, EUPOL COPPS*), and financial support has been channelled through an international fund coordinated by the mission. A professional and independent police force is a cornerstone towards an independent and stable Palestinian state. The responsibility of the Palestinians themselves for their own security is also one of the obligations of the Middle East road map, and the first step towards the withdrawal of the Israeli army from the West Bank. The aim of the cooperation is to build an effective, responsible and transparent police system based on law, and which has a clear mandate and role. Support is based on the *Palestinian Civil Police Development Plan (PCPDP)*, which is part of the *Palestinian Reform and Development Plan (PRDP)*.

## 4.1 Programme-based cooperation

Programme-based cooperation<sup>1</sup> in its various forms plays a key role in promoting economic and peaceful social development in developing countries. Project cooperation is significant, especially in countries where the operating environment makes extensive budget support and sector cooperation impossible. For example, projects focusing on peace mediation work can be critically important first steps towards longer-term development cooperation. Pilot-type projects are also well-suited to supporting marginal groups who otherwise would be excluded from funding targeted at peacebuilding. Project cooperation offers direct opportunities to benefit from Finnish expertise. Finland participates, as far as possible, in programmes implement-

<sup>1</sup> Indicator 9 of the Paris Declaration on Aid Effectiveness 2005, Appendix A.

*Programme based approaches share the following features: (a) leadership by the host country or organisation; (b) a single comprehensive programme and budget framework; (c) a formalised process for donor co-ordination and harmonisation of donor procedures for reporting, budgeting, financial management and procurement; (d) efforts to increase the use of local systems for programme design and implementation, financial management, monitoring and evaluation.*

ed with co-financing from donors and aims at the same time to exploit new opportunities for cooperation among donors.

The broad-based development of the security sector based on civilian engagement has emerged as a key theme in international debate. For example, the reintegration of armed groups as part of society, developing the police, programmes on controlling and collecting small arms and light weapons, as well as support for strengthening transitional justice and the rule of law form an important part of social stabilisation processes. Cooperation can assist in promoting regional and national peace processes, dialogue between various groupings and support education for peace and an independent media.

## 4.2 Support for multilateral organisations and EU cooperation

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Multilateral organisations and the EU are important partners for Finland's participation in implementing the development and security agenda. Finland's most important partners include the UN system, the EU, international financial institutions, and the Organization for Security and Cooperation in Europe (OSCE). In crisis areas, Finland works in close cooperation with various actors.



*Palestinian Territories/Pirjo-Liisa Heikkilä*



Zambia/Outi Einola-Head

Within the UN system, the UN Development Programme is of particular importance to Finland whereas, among the international financial institutions, the World Bank plays a central role. Country-level work on human rights issues is supported through various UN operations, the Office of the United Nations High Commissioner for Human Rights (OHCHR) and the UN's country teams. Regional organisations, especially the African Union and African regional organisations such as ECOWAS, IGAD and SADC, are also important actors. They provide a viable avenue for Finland's participation in regional cooperation and for offering Finnish expertise.

Within the UN system, Finland supports, among others, the *Peacebuilding Support Office* (PBSO) and the Peacebuilding Fund through development cooperation funds. Finland has also financed an environmental and security expert for the Peacebuilding Support Office through the United Nations Environment Programme (UNEP).

Finland is also a major supporter of the post-conflict work carried out by the UNEP. Finland considers it important that the post-conflict work of the UNEP is reinforced and that it continues

in the future to be one of the UNEP's key priorities. The joint environmental diplomacy project of Finland and the UNEP aims at using the environment as an instrument for UN peacebuilding. As part of the Wider Europe Initiative (WEI), Finland is also providing significant support for the ENVSEC *Environment and Security Initiative*, within the framework of which six organisations (UNEP, UNDP, UNECE, OSCE, REC and NATO as an observer) are coordinating and implementing their environmental and security projects in Eastern Europe, the Southern Caucasus, Central Asia and the Western Balkans.

Finland's development cooperation funding is channelled into development and security cooperation also through the EU's joint programmes and the Commission's budget. With the expansion in the EU's civilian crisis management operations, the importance of EU cooperation is increasing in Finland's development policy and development cooperation in the field of comprehensive security. The EU document *Concept on Strengthening EU Mediation and Dialogue Capacities* was drawn up for implementing the EU's Security Strategy. It aims to make the EU a more



proactive actor in international peace mediation work. Finland supports strengthening the EU's capacity and role in this sector through various instruments, which is an essential part of comprehensive crisis management.

Since the turn of the millennium, the *Multi-Donor Trust Fund* (MDTF) has emerged as an important mechanism for financing development, and the funds are administered either by the World Bank or the UN. This financing mechanism serves as an instrument for mobilising resources, policy dialogue, risk management and information dissemination on a multilateral basis. It further promotes the implementation of the Paris Declaration, thereby improving aid effectiveness.

The co-financing mechanisms in crisis areas supported by Finland include the Afghanistan Reconstruction Trust Fund (ARTF) administered by the World Bank and a police fund for Afghanistan administered by the United Nations Development Programme. Other country-specific co-financing mechanisms have been established for other crisis areas, through which support is given for strengthening public administration structures in post-conflict states. For example, the EU's police mission in the Palestinian Territories coordinates the fund supporting the development of the Palestinian Authority's civilian police.

As one of the 56 participating States of the OSCE, Finland is actively involved in the organisation's activities. The OSCE's concept of comprehensive security covers politico-military, economic-environmental and human dimensions. The OSCE is the most broadly based regional security organisation and its operations focus on early warning, conflict prevention, crisis management, post-conflict rehabilitation and election monitoring. At the core of the OSCE's operations are its 18 field missions in South-Eastern Europe, Eastern Europe, the South Caucasus and Central Asia. Finland's objective has been to send its representatives to field missions considered important for Finland as well as to key positions within the OSCE Secretariat.

Nearly 90 per cent of OSCE projects are implemented in Eastern Europe, the South Caucasus

and Central Asia. The organisation's reputation is strong in the area and the large number of its members states creates opportunities for comprehensive dialogue on security. Finland is one of the organisation's biggest development cooperation financiers, granting annually some EUR 1–1.5 million towards OSCE development and security projects.

## 4.3 Support for humanitarian operations

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Finland emphasises the UN's leading role as a humanitarian actor and aid coordinator and channels most of its humanitarian aid centrally

### United Nations Central Emergency Response Fund

The aim of the United Nations Central Emergency Response Fund (CERF) is to ensure a timely response to crises through the rapid allocation of funds and improve the predictability of humanitarian funding. UN agencies, assisted by CERF, are also better able to respond to forgotten crises and channel funds to underfunded countries, operations and sectors. CERF has expanded the funding basis for humanitarian assistance and received donations from developing countries as well. At the same time, it has enhanced the quality of humanitarian assistance by bringing decision-making on financing close to the reality on the ground. By supporting a rapid response to crises, CERF has enhanced the UN's credibility as an effective and reliable partner in humanitarian crises. Donors have channelled a total of over one billion dollars into the fund, which started operating in 2006.

through the UN system. Finland provides funding for the Office for the *Coordination of Humanitarian Affairs* (OCHA), which reports to the UN Secretary-General, and the *Central Emergency Response Fund* (CERF). Other important channels include the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP), the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO). In addition to the UN, Finland channels humanitarian aid through organisations such as the International Red Cross and Red Crescent Movement and Finnish NGOs, including Finn Church Aid and FIDA International.

## 4.4 Civil society and the private sector

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Civil society plays a significant role in creating the conditions for security and development. It can give momentum to initiating peace processes and act as a watchdog in monitoring public authori-

ties. Local and communal safety nets serve as the foundation to people's everyday security. These safety nets are often destroyed in conflict situations, and human rights and development organisations are needed to help people cope with the immediate crisis. NGOs can often mobilise their assistance to crisis areas more rapidly and with greater precision than official organisations. NGOs complement multilateral development cooperation and contribute to early recovery as well as reconstruction and disaster prevention. Non-governmental organisations operate in many conflict-prone countries with a low level of security where Finland has no diplomatic mission. NGOs focusing on human rights, working alongside the government's human rights authorities, bring problems to light more visibly than the government's representatives. Civil society plays an important role in disseminating information and makes early warning on conflicts possible.

The participation of the private sector is vital in building comprehensive security. Private sector actors create employment and rehabilitate industry and commerce in countries recovering from conflict. Social stability is also promoted through economic exchange by the private sector, which increases interaction between various population groups.

## Agriculture as an employer in Kosovo

Economic development will be one of the central challenges for stability in Kosovo in the near future. The Ministry for Foreign Affairs has supported Finn Church Aid's repatriation and reconstruction programme in the Western Balkans since 2002. One of its most important components is the support for the work of IADK, Agricultural Development of Kosovo, an NGO focused on developing local agriculture. IADK provides not only material assistance but also technical assistance to beneficiaries. Strawberry cultivation, greenhouses, poultry farming, fruit farms and milk collection points are examples of how reconstruction can be carried out in such a way that individual projects assist the returning population in gaining access to livelihoods.



*Democratic Republic of the Congo/Martti Lintunen*

## 4.5 Funds for local cooperation

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Funds for local cooperation provide an important channel for Finland's diplomatic missions for dialogue and cooperation with the local society, also in countries where Finland does not have its own diplomatic mission. Funds for local cooperation can be used to support activities such as human rights work by NGOs, a variety of forms of peace mediation work, and the activities of local research institutes.

## 4.6 Institutional Cooperation Instrument (ICI)

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The Institutional Cooperation Instrument (ICI) refers to cooperation by Finnish government agencies and departments with the corresponding actors in developing countries. The Finnish government agency or department commissioned for a specific project can conclude an agreement with

a university, research institute or agency in a partner country. ICI promotes development cooperation that matches the expertise of the Finnish public sector and the needs of the developing country's public sector. Institutional cooperation can play a role in projects aimed at enhancing trade capacity. At the same time, Finnish added value is brought into play in a natural way. Institutional cooperation is based on the partner country's needs and ownership.

The Finnish embassy in the partner country plays a key role in assessing the needs and the commitment of the local actor. ICI activities should aim at capacity building. Additional objectives can include improving the services of the partner organisation, product design, organisational and personnel development, as well as support for enhancing international relations and networking. An example of an ICI project is the programme in Afghanistan that aims to develop cooperation between the police and prosecuting authorities as well as their capacity building. The parties in the programme are the Crisis Management Centre in Kuopio and Afghanistan's Ministry of Interior and Attorney General's Office. The objective of this cooperation is also to contribute to changing and improving cooperation practices between the police and prosecutors, especially in the preliminary investigation stage of crimes.

## APPENDIX 1.

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# Key definitions

- “Development policy” means coherent activities in all areas of international cooperation and national policy that have an impact on the position of developing countries (especially security, human rights, trade, environmental, agricultural and forestry, education, health, social, migration, and information society policy).
- “Development cooperation” is a key instrument of development policy for advancing favourable conditions for development in the poorest countries in order to improve the conditions for business, investment and trade and to create economic growth.
- “Comprehensive security” refers to a concept of security which “strengthens the mutual connection between security, development and human rights. Comprehensive security requires broad-based international cooperation and efficient national operations across administrative sectors” (Government’s Development Policy Programme 2007).
- “Conflict prevention” means “actions which aim to have an impact on the structural and other determinants of conflicts through international cooperation and to find peaceful solutions to conflict situations” (Government Report on Security and Defence Policy 2009). All of Finland’s development assistance should prevent conflicts from the perspective of comprehensive security and aim to contribute to creating the conditions for sustainable development.
- “Crisis management” refers to actions by the international community that aim to prevent armed conflict from arising in acute situations and to support the management of crises that have already broken out, the restoration of stability and security in crisis areas and the immediate post-conflict management of tensions, as well as the stabilisation of the conditions, including restoring and strengthening basic social functions relating to security. Crisis management can be divided into military crisis management and civilian crisis management.
- “Civilian crisis management” can cover several different types of support measures and programmes, which are planned on a case-specific basis through cooperation with various actors, taking into consideration the special needs and conditions of each crisis situation. While there is no unequivocal definition of civilian crisis management, it usually refers to non-military measures targeted at the security sector and which have as their aim conflict prevention, resolution and post-conflict management.

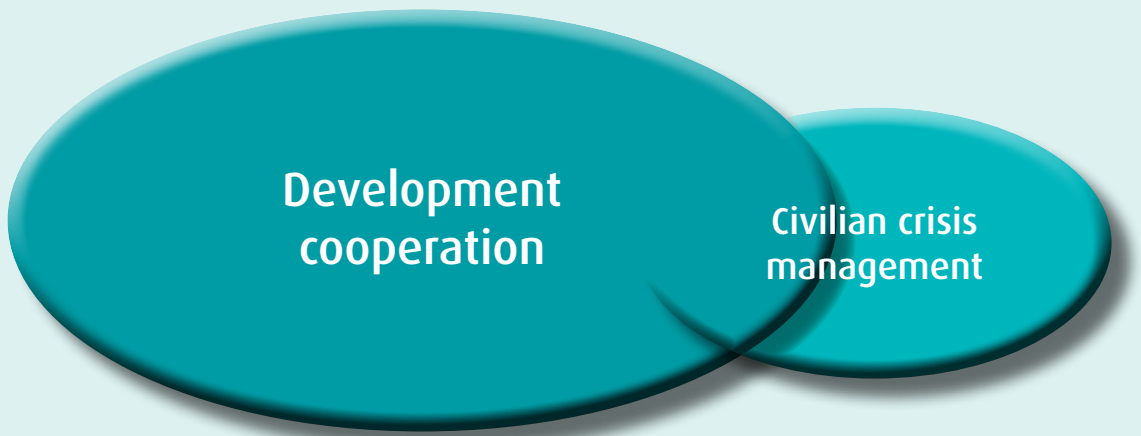
## APPENDIX 2.

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# Principles guiding the use of ODA funding

- Official development assistance (ODA) can be given to activities that promote the sustainable development and well-being of developing countries. Development assistance is guided by the development assistance criteria (ODA criteria) jointly agreed upon by the OECD's Development Assistance Committee (DAC). Decisions on the criteria are always taken through consensus.
- The OECD/DAC has emphasised the importance of security for people's livelihoods, reducing poverty and achieving the Millennium Development Goals, and has agreed that certain measures related to the promotion of security satisfy the definition of development assistance. The last round of changes to the ODA criteria for the security sector was carried out in 2004-2005. Ministers at the OECD/DAC High Level Meeting in April 2007 stated that there was still considerable disagreement on the matter, so the decision was made not to open the debate on the criteria for the time being.
- Development assistance may not directly benefit military actors. This sets military assistance outside eligible development cooperation activities, and includes material support, support for the military expenditure of the country in question and military training (including the training of soldiers on humanitarian aid issues, human rights and gender equality issues). As a general rule, military crisis management is not eligible for ODA, although seven per cent of the calculated expenditure of crisis management operations authorised by the UN can be entered as ODA. Humanitarian and reconstruction work carried out within the framework of military crisis management (insofar as this does not support enhancing the capacity of the armed forces of the country in question) is also eligible for ODA.





**Figure 2. The relationship between development cooperation and civilian crisis management**

- The civilian aspects of the security sector are mainly eligible for ODA. The following, among others, are considered eligible for ODA: support for building the non-military capacity of the security sector; actions promoting the political, institutional and economic accountability of the security sector and its democratic control and transparency; support for enhancing the role of civil society in the security sector; the demobilisation and reintegration into society of former combatants; the non-military control and collection of small arms and light weapons, humanitarian landmine clearance and the prevention of the recruitment of child soldiers and their non-military disarmament, demobilisation and reintegration into society. Support can also be channelled to defence ministries if it is part of a broader national strategy to reform the security sector and the work of the ministry that coordinates the partner country's development assistance. Assistance for developing the police, border, customs and human rights administration and human rights monitoring implemented in civilian crisis management is also considered to be eligible for ODA. Currently, around ninety per cent of civilian crisis management is considered eligible for ODA. This illustrates the fact that the distinction between development cooperation and civilian crisis management is partially blurred (see Figure 2. The relationship between development cooperation and civilian crisis management), although development cooperation aims to incorporate key themes into the sphere of civilian crisis management, such as effectiveness, impact, ownership, quality monitoring, the consideration of the recipient country's national development strategies, and sustainability.

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