



SUSTAINABLE
DEVELOPMENT
GOALS



Total Official Support for
Sustainable Development (TOSSD)

Thematic Brief: Peace and Security



JULY 2020

TOSSD is a new statistical measure for the SDG era

Total Official Support for Sustainable Development (TOSSD) is a new international statistical measure that provides a complete picture of all official resources and private finance mobilised by official interventions in support of sustainable development in developing countries.

In order to scope the potential of TOSSD as a global framework and refine the methodology to better respond to recipient countries' information needs, the International Task Force conducted several country and thematic pilots (Philippines, Senegal, Burkina Faso, Costa Rica, Nigeria, Indonesia and Peace and Security). In 2019,

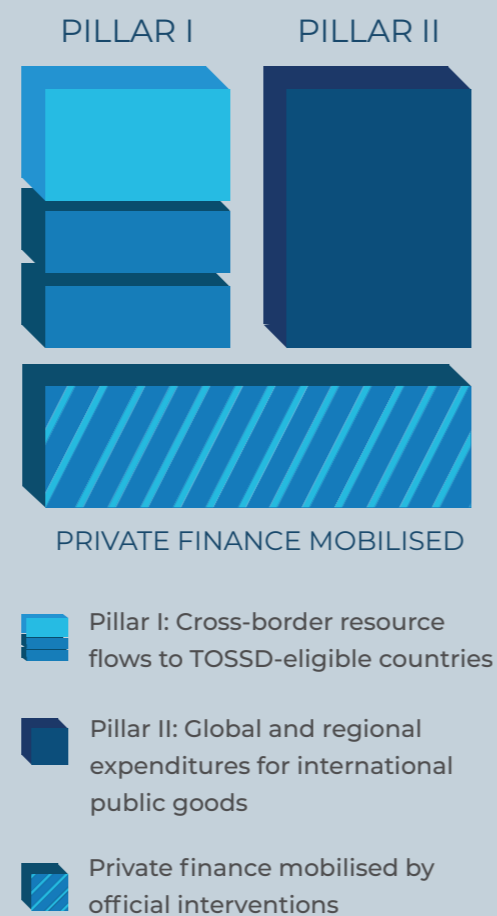
the International Task Force launched the first survey to collect TOSSD data, which provided a "proof of concept" for the emerging TOSSD methodology.

This thematic brief summarises the key findings of the TOSSD pilot study on tracking peace and security expenditures in support of the SDGs, including eligibility criteria and safeguards for the inclusion of peace and security activities within the TOSSD framework. This brief presents estimates of expenditures in support of peace and security gathered in the course of the pilot and the TOSSD Data Survey. It also provides an example of peace and security expenditures from the perspective of a provider.

The TOSSD framework

TOSSD complements the ODA measure by capturing other types of support, including non-concessional flows, South-South co-operation, triangular co-operation, expenditures for international public goods and private finance mobilised by official interventions, with a focus on sustainable development.

TOSSD data is presented in two pillars: cross-border resources (Pillar I) and support to international public goods and global challenges (Pillar II). Private finance mobilised by official development interventions is presented separately.



Developing and testing the TOSSD methodology: the peace and security pilot study

The inclusion in the 2030 Agenda of SDG 16 "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels" underscores the strong link between peace and security and development. Many institutions that specialise in security co-operation, both at the multilateral and bilateral level, align their activities with the SDGs and support the inclusion of their activities in TOSSD.

A pilot study was carried out in 2019 to explore the relevance of including various peace and security expenditures in TOSSD as support for SDG 16, but also other SDGs. A broad consultation was carried out with experts involved in peace, security and sustainable development issues. A workshop was organised and additional interviews were carried out with experts representing provider countries, recipient countries, multilateral institutions (in particular the United Nations), researchers and Civil Society Organisations. Recommendations and feedback gathered during this consultation period enabled the TOSSD Secretariat to formulate a set of recommendations to the TOSSD Task Force on the eligibility of peace and security activities. Based on these recommendations and subsequent discussion by members of the Task Force final eligibility criteria were agreed and incorporated into the TOSSD methodology.

Benefits of including peace and security expenditures in TOSSD

- 1 Improves transparency on external security assistance to developing countries and better informed policy discussions on sustainable development and budget allocations.
- 2 Promotes more effective partnerships between development and security practitioners.
- 3 Promotes better coordination of international efforts to preserve peace and stability and achieve SDG 16, including through South-South Co-operation.
- 4 Gives greater visibility to activities of multilateral organisations actively contributing to the SDGs in the field of peace and security.
- 5 Contributes to the monitoring of SDG 16, both internationally and in developing countries, by providing information on the related expenditures.

¹ Source: TOSSD: Tracking Peace and Security Expenditures in Support of the SDGs, A. Bejraoui, V. Gaveau and J. Benn. OECD Development Co-operation Working Paper 66, December 2019

Eligibility criteria and safeguards for including peace and security activities in TOSSD

The benefits of including peace and security expenditures in TOSSD need to be balanced with the risk of including activities that could

undermine the SDGs. The pilot study helped to identify clear eligibility criteria and safeguards for the inclusion of these expenditures in TOSSD.

Safeguards for including peace and security activities in TOSSD

1 Commitment to do no harm

The activities that are included in TOSSD should be based on the “do no harm” principle: intended and unintended consequences of the interventions should be taken into account in activity design to ensure “no harm” to populations. Indivisibility should also be respected—the contribution to one target should not be *a priori* detrimental to the implementation of another target.

comply with international human rights law, refugee law, international humanitarian law and the Oslo Guidelines.

5 Compliance with development effectiveness principles

All support captured in TOSSD should comply with development effectiveness principles, in particular: ownership of sustainable development priorities by recipient countries, a focus on results, and alignment with anti-corruption conventions and practices.

2 Transparency

Activities should be reported with sufficiently detailed descriptions to allow scrutiny, while maintaining some degree of confidentiality where personal safety is plausibly endangered.

6 No impact on ODA

The eligibility of peace and security activities in TOSSD should have no impact on the rules governing the eligibility of activities reported as official development assistance (ODA).

3 Exclusion of lethal equipment

The provision of lethal equipment and support for, or participation in kinetic activities is not eligible to TOSSD, with the exception of peacekeeping operations.

7 Review mechanism

The TOSSD governance body will undertake regular reviews of peace and security activities reported, to examine their alignment with the 2030 Agenda and propose revisions to the eligibility criteria if needed.

4 Compliance with international conventions and protocols

Activities reported to TOSSD should

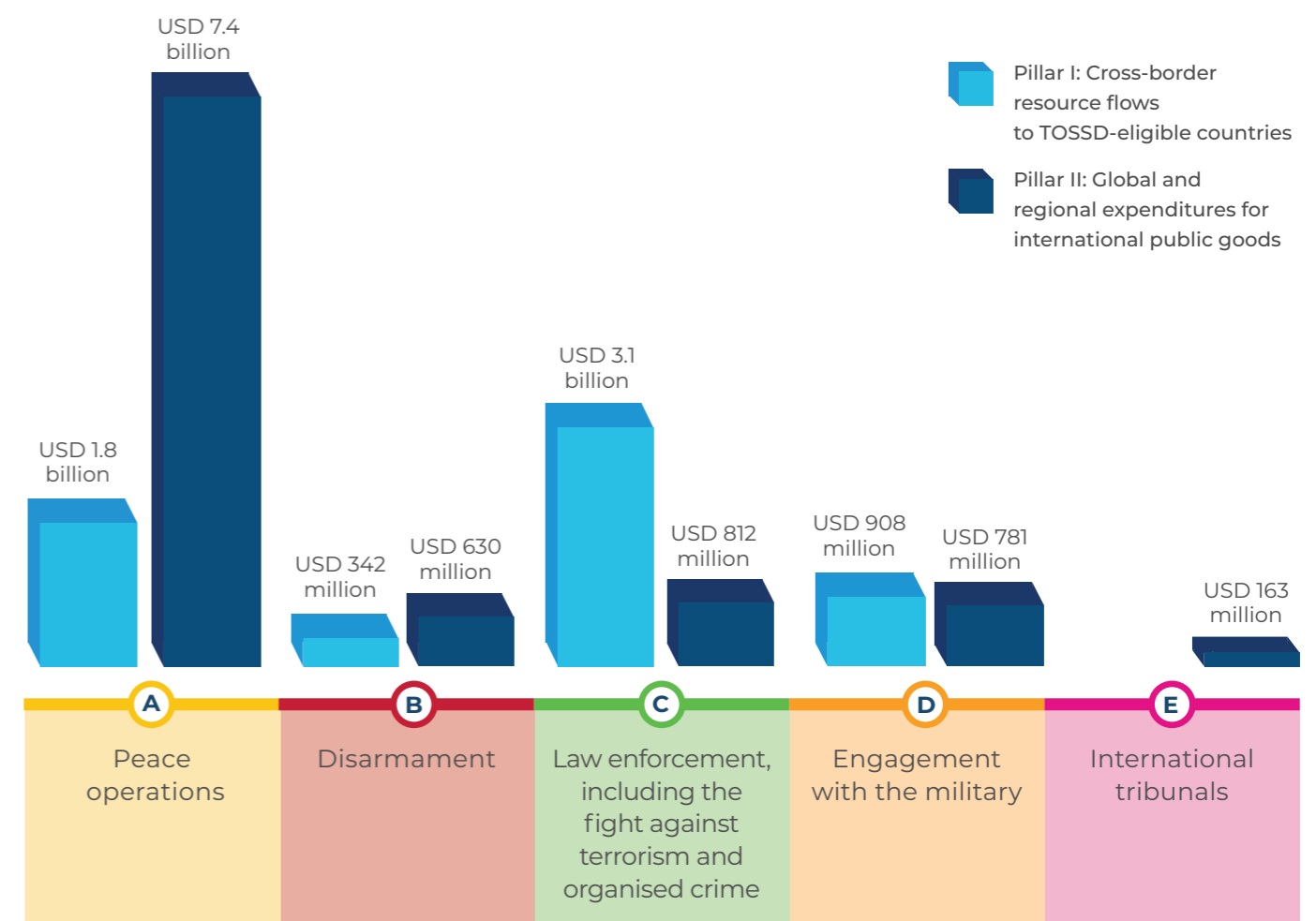
Estimates of TOSSD flows for peace and security

TOSSD expenditures in the field of peace and security were estimated based on data collected during the pilot study and the 2019 TOSSD Data Survey. Expenditures were collected on activities related to (a) peacekeeping operations; (b) disarmament; (c) law enforcement, including the fight against terrorism and organised crime;

(d) engagement with the military; and (e) international tribunals.

Estimates of TOSSD expenditures for peace and security in 2017: USD 16 BILLION

Estimates of TOSSD expenditures in the field of peace and security in 2017



Source: TOSSD: Tracking Peace and Security Expenditures in Support of the SDGs, A. Bejraoui, V. Gaveau and J. Benn. OECD Development Co-operation Working Paper 66, December 2019.

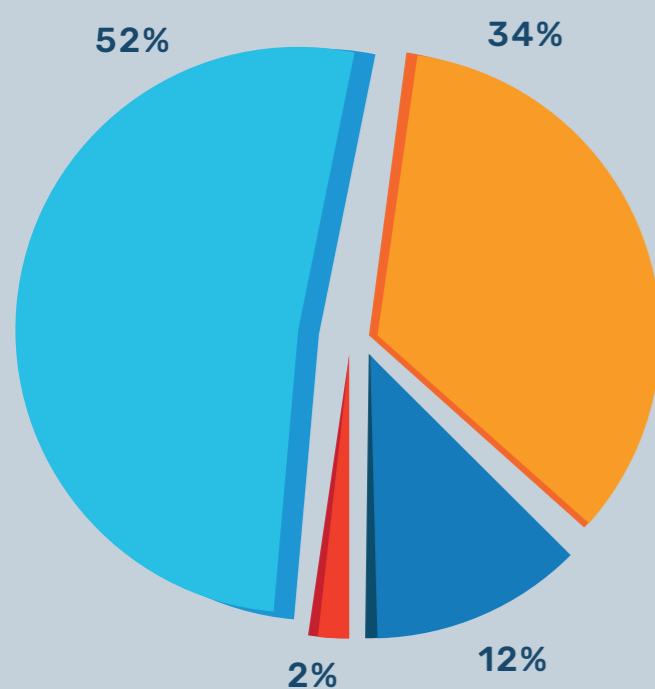
A Peace operations

United Nations (UN) peacekeeping operations and other peacekeeping operations mandated by a United Nations Security Council (UNSC) resolution are eligible for inclusion in TOSSD. Mandates relate to the protection of civilians, the promotion and protection of human rights, support for national and international justice and support for humanitarian assistance. Other peacekeeping operations mandated by non-military regional organisations can also be eligible to TOSSD provided that their mandate is focused on the protection of civilians, not on defeating an enemy, and that they comply the three basic principles of UN peacekeeping operations: (a) consent of the parties; (b) impartiality; and (c) non-use of force except in self-defence and defence of the mandate.

Most of the largest UN peacekeeping missions dedicate a large percentage of their resources to protecting at-risk populations, including humanitarian assistance and voluntary return of Internally Displaced Persons. Expenditures related to peacekeeping operations are recorded in TOSSD Pillar II as global and regional expenditures for international public goods. This is to reflect the fact that the operations, even if located in specific countries, seek to address a threat to international peace and security.

Peace operations include conflict management and mediation activities, for example, the work of the Organisation for Security and Co-operation in Europe (OSCE).

Estimates of TOSSD expenditures for peace operations in 2017: USD 9.2. billion



ACTIVITY	FLows (USD)
UN Peacekeeping	4.8 billion
Peace-building, conflict prevention and resolution	3.2 billion
Other peacekeeping	1.1 billion
Security and Co-operation	163 million

Reporters of peace operations

United Nations Peacekeeping

The UN Charter gives the UN Security Council (UNSC) primary responsibility for the maintenance of international peace and security and UN peace operations are deployed on the basis of mandates from the UNSC. The UN Department of Peace Operations provides support to all UN peacekeeping operations and certain special political missions. All the UN peacekeeping operations, except the United Nations Truce Supervision

Organisation and the Military Observer Group in India and Pakistan, have separate budgets (not included in the UN regular budget). Every UN member State is legally obligated to pay its respective share towards peacekeeping, however, the five permanent members of the Security Council are required to pay a larger share because of their special responsibility for the maintenance of international peace and security.



Example activity

United Nations Multidimensional Integrated Stabilisation Mission in Mali (MINUSMA)

MINUSMA is mandated to help the UN Security Council achieve the overall objective of long-term peace and stability in Mali and the implementation of the 2015 peace and reconciliation agreement.

Organization for Security and Co-operation in Europe (OSCE) Peacebuilding

OSCE is the largest regional security organisation with 57 participating States in Europe, North America and Asia. OSCE seeks to enhance security and stability in the OSCE area through promoting dialogue and co-operation. Its approach identifies three “dimensions” of

security: a) political-military; b) economic and environmental; and c) human. The activities of the OSCE as a regional security organisation have a strong focus on peace, justice and stable institutions (SDG 16), and its work intersects and enables many other SDG goals.



Example activity

Security Sector Governance and Reform

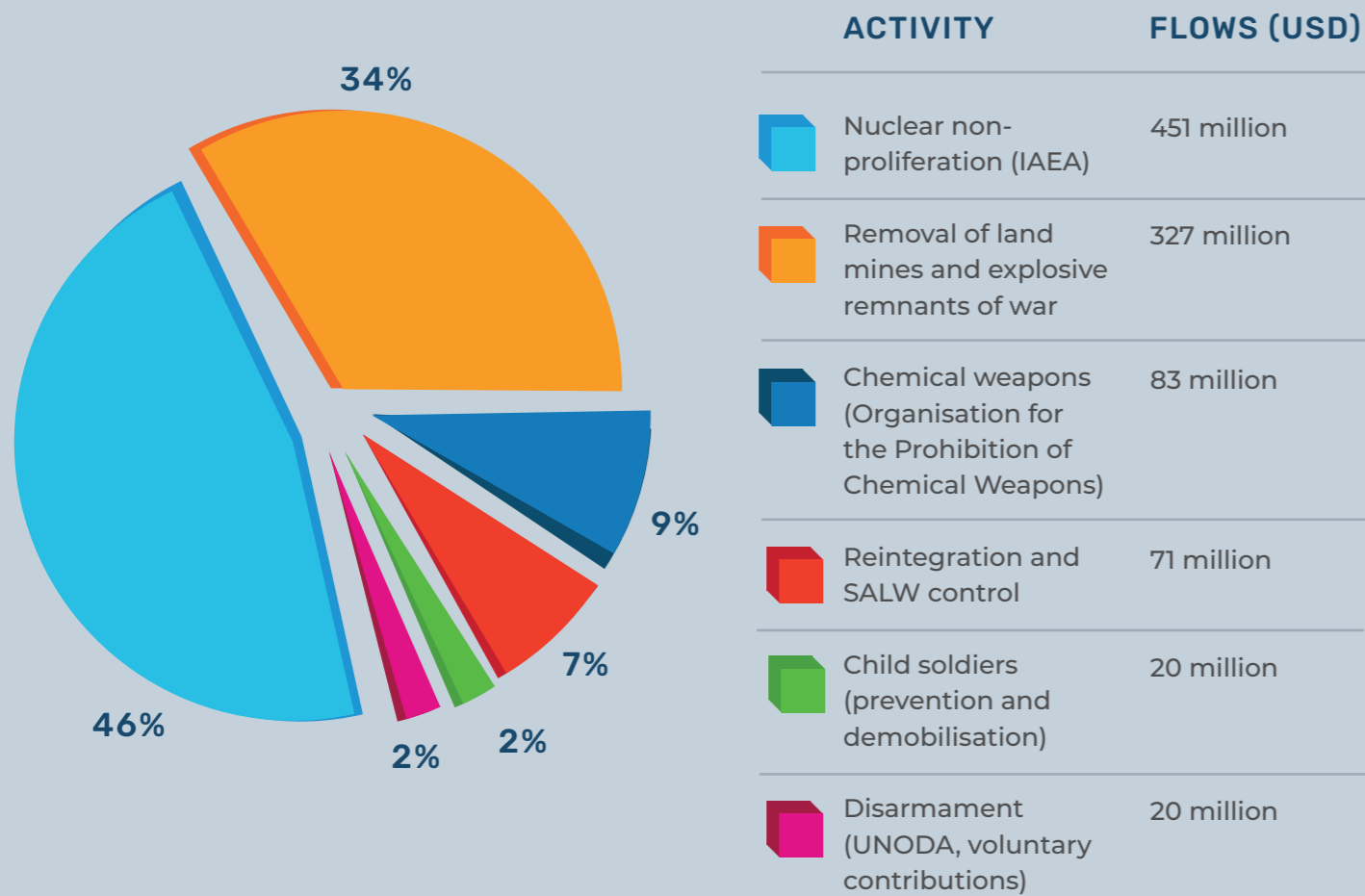
Many of OSCE’s activities can be viewed as enablers of the SDGs. For example, its instruments for early warning and early action or its capacities for preventive diplomacy, dialogue facilitation and mediation help to prevent violent conflict and promote the building of lasting peace and security.

B Disarmament activities

Disarmament activities are consistent with sustainable development and eligible for inclusion within TOSSD. Most experts consulted during the pilot study supported the inclusion in TOSSD of activities related to Disarmament, Demobilisation and

Rehabilitation (DRR); Small Arms and Light Weapons (SALW) control; removal of land mines and explosive remnants of war; and the reduction and elimination of biological, chemical and nuclear weapons. These activities contribute to both human rights and sustainable development.

Estimates of TOSSD expenditures for disarmament activities in 2017: USD 972 million



Reporters of disarmament activities

United Nations Office for Disarmament Affairs (UNODA)

The objective of UNODA is to support multilateral efforts aimed at achieving disarmament under strict and effective international control. The main areas of focus of UNODA are military expenditures, disarmament and

development, arms trade, small arms, landmines, cluster munitions, Weapons of Mass Destruction, transparency and confidence-building. The activities carried out by UNODA take place at the global, regional and national levels.

The International Atomic Energy Agency (IAEA)

For over six decades, the IAEA has pursued the objective of accelerating and enlarging the “contribution of atomic energy to peace, health and prosperity throughout the world” while ensuring that assistance provided by it “is not used in such a way as to further any military purpose.” Under the motto ‘Atoms for Peace and Development’, it continues to make tangible contributions to meeting emerging global challenges, in particular health, prosperity, and peace and security around the world. The IAEA’s main areas of work include transferring nuclear energy

technology to developing countries, working to prevent the spread of nuclear weapons, and serving as a global platform for nuclear safety and nuclear security. With regard to nuclear safety and security, the IAEA recognises its contribution to the “protection of people and the environment from the harmful effects of ionizing radiation”, although it does not directly link it to the SDGs. Similarly, although the non-proliferation work is considered as contributing to international peace and security, the Agency does not link it to the 2030 Agenda.



C Law enforcement, including the fight against terrorism and organised crime

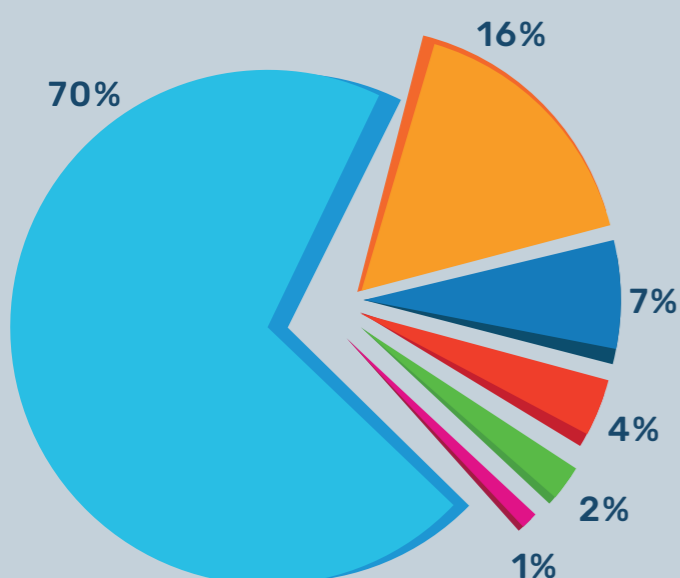
Effective law enforcement is essential for achieving SDG 16 targets. There was a broad consensus among experts that supporting developing countries to increase their capacities in crime investigation and prosecution, prisons management, and legal and judicial affairs should be eligible to TOSSD.

As reminded in SDG 16, organised crime and violent extremism can constitute important impediments to sustainable development. At the same time, a number of experts consulted during the pilot raised concerns on the “sustainability” character of some of the solutions that are applied. To be eligible for inclusion in TOSSD, the support to law

enforcement agencies to combat organised crime should be guided by the United Nations Convention against Transnational Organised Crime. Support to prevent and combat terrorism should be guided by the United Nations Global Counter-Terrorism Strategy. These two instruments have clear linkages with sustainable development and the SDGs and are based on global consensus.

International police co-operation, for example, the work of INTERPOL, was also broadly considered as contributing to sustainable development given the transnational nature of many crime-related threats.

Estimates of TOSSD expenditures for law enforcement activities in 2017: USD 3.9 billion



ACTIVITY	FLOWS (USD)
Legal and judicial development	2.7 billion
Anti-corruption organisations and institutions	636 million
Fight against drugs and crime (UNODC, voluntary contributions)	265 million
International police co-operation (INTERPOL)	140 million
Narcotics control	87 million
Counter-terrorism (UNOCT)	42 million

Reporters of law enforcement activities

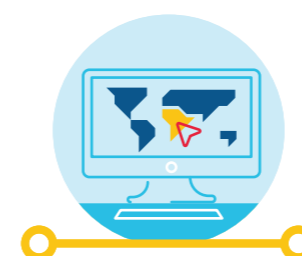
INTERPOL

With 194 member countries, INTERPOL is the world’s largest international police organisation. The objective of INTERPOL is to facilitate international co-operation between law enforcement agencies in order to address transnational crime. INTERPOL has three main priority

programmes: counter-terrorism, organised and emerging crime, and cybercrime.

INTERPOL considers that criminality is an obstacle to sustainable development and its activities are explicitly designed to support the SDGs.

Example activity



Building global capacity to counter cybercrime

INTERPOL has developed a comprehensive cybercrime training curriculum, combining e-learning and classroom training. In 2018, INTERPOL delivered training to 164 participants in 61 countries, including first responders, cybercrime investigators, cyber intelligence analysts, decision-makers, prosecutors and judges.

The United Nations Office of Counter-Terrorism (UNOCT)

Established in 2017, the UNOCT has 5 main functions: provide leadership on the General Assembly on counter-terrorism mandates entrusted to the Secretary-General; enhance co-ordination and coherence across the 38 Global Counter-Terrorism Coordination Compact entities; strengthen the delivery of United Nations counter-

terrorism capacity-building assistance to Member States; improve visibility, advocacy and resource mobilisation for United Nations counter-terrorism efforts; and ensure that due priority is given to counterterrorism across the United Nations system. All UNOCT programmes, projects and activities are linked to the SDGs.

Example activity



Preventing and combating terrorism

Activities to prevent terrorism are based on the UN Secretary-General’s Plan of Action to prevent violent extremism. UNOCT provides trainings to law enforcement officials on human rights and the rule of law, as well as capacity-building in the detection, prevention, investigation, prosecution, incarceration and rehabilitation of “individuals or groups who use terror to achieve their aims”.

The United Nations Office on Drugs and Crime (UNODC)

The United Nations Office on Drugs and Crime (UNODC) is the UN entity in charge of providing leadership in the fight against illicit drugs and international crime. UNODC serves, in particular, as the Secretariat of the United Nations Convention against

Transnational Organised Crime (UNTOC). UNODC contributes to SDG 16 by supporting criminal justice systems in tackling crime, corruption and terrorism. Country ownership is key for UNODC; its programmes are aligned with the national SDG targets.

Example activity



Legal expertise and training to strengthen the fight against transnational organised crime, terrorism and its financing in Burkina Faso

UNODC experts provided support to Burkinabe legislators in analysing draft laws and ensuring compliance with international conventions. UNODC also provided training to justice officials on the investigation and prosecution of terrorism cases and criminal activity linked to financing terrorism.

D Engagement with the military

Eligible activities under military support include activities that build the capacity of partner countries' armed forces to make them accountable and managed under democratic control; training of partner countries' military in delivering any activity for the benefit of civilians that has a development impact; and delivery of humanitarian assistance by the military. Any other form of financing for partner countries' military is excluded from TOSSD. Any other type of

engagement with the military is excluded from TOSSD.

Estimates of TOSSD expenditures for engagement with the military in 2017:
USD 1.7 BILLION

E International tribunals

The international tribunals and the International Criminal Court (ICC) are mandated to prosecute individuals for crimes that have been defined as international, or rather supranational, such as genocide or crimes against humanity. International justice is a key prerequisite for lasting peace, stability and equitable development in post-conflict societies.

to international public goods and included in Pillar II, even when related to the prosecution of crimes perpetrated in specific countries.

Estimates of TOSSD expenditures for international tribunals in 2017:

USD 163 MILLION

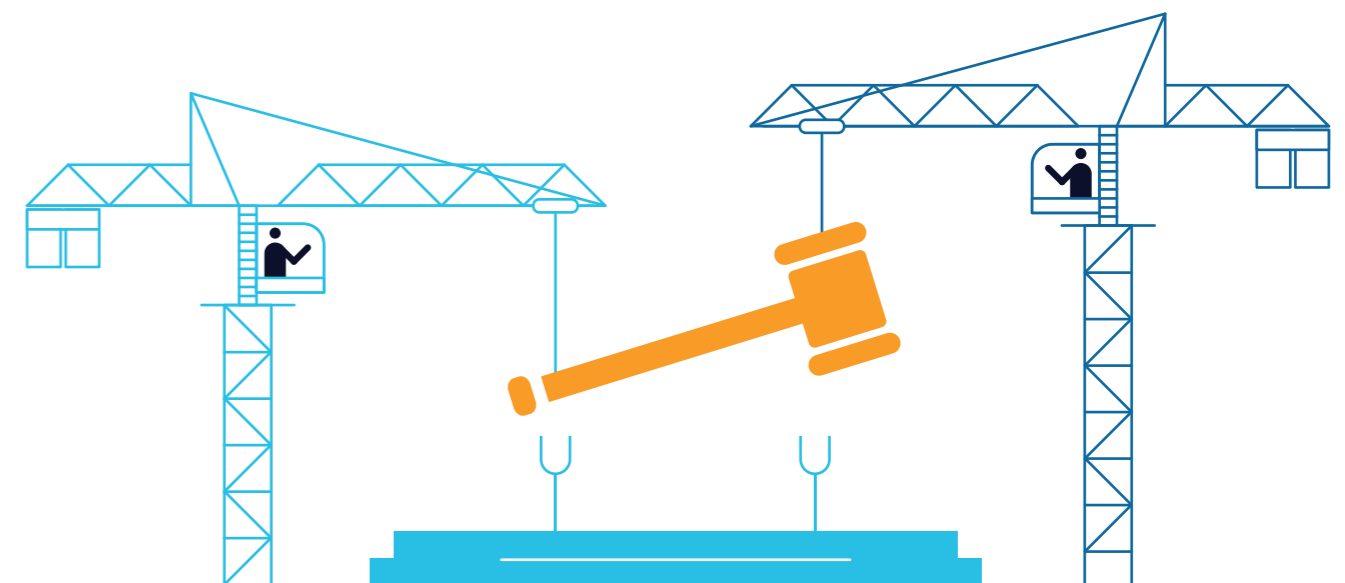
Activities of international tribunals and related organs are eligible for inclusion in TOSSD. They are considered as contributions

Example activity



Independent Investigative Mechanism for Myanmar (IIMM)

Established by the UN Human Rights Council, the IIMM is mandated to "ensure accountability for serious international crimes and violations of international law". The IIMM "will also assist efforts to end abuse, exploitation, trafficking and all forms of violence against, and torture of, children".





Country focus: France

PEACE AND SECURITY EXPENDITURES FROM A PROVIDER'S PERSPECTIVE

More in-depth consultation was carried out with the French authorities. The objective was to explore the contributions of France in the field of peace and security and investigate the perspective of the country on their links with the SDGs and on the boundaries and eligibility criteria of TOSSD.

Funding for French co-operation in the field of peace and security is channelled through three main avenues:

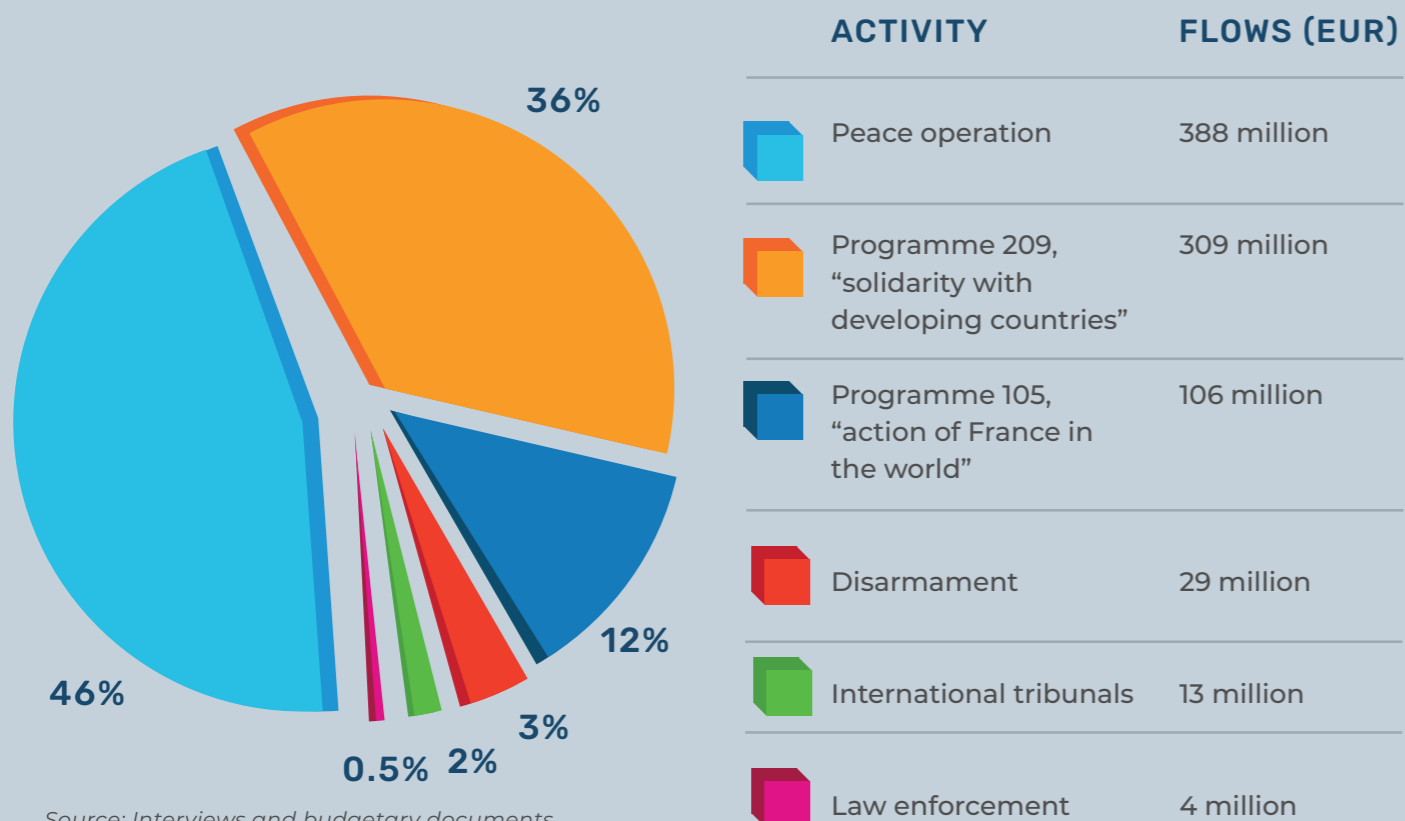
1. Bilateral co-operation supported by the budgetary programme 209, "solidarity with developing countries", which directly

contributes to the SDGs in developing countries. It includes funding for emergency and crisis aid, stabilisation, and post-conflict activities;

2. Bilateral co-operation supported by the budgetary programme 105, "action of France in the world", which aims at strengthening international security. The funded activities focus on structural peace and security co-operation; and

3. Contributions to multilateral efforts in peace operations, disarmament, law enforcement and international tribunals.

TOSSD expenditures by France for peace and security in 2018: EUR 849 million



Source: Interviews and budgetary documents

France's perspective on the inclusion of peace and security activities within TOSSD

For France, peace and security is a key enabler of sustainable development and, as such, should be recognised in TOSSD. In order to effectively end conflicts and ensure that crisis exiting is sustainable, it is important to rely on holistic and integrated approaches between development, diplomacy (political) and security actors (the so-called "3 Dimensions" approach). In terms of security, institutional support under the supervision of political leadership and based on integrated, inclusive, and long term co-operation should be eligible to TOSSD. On the contrary, supporting the tactical capacities of the military, providing lethal equipment, or training on the use of lethal equipment, should be excluded from TOSSD.

At the same time, France proposed to follow strong safeguards in order to mitigate the inherent risks associated with the implementation of peace and security activities, in particular:

- ✓ Establishing overarching frameworks explicitly respecting human rights, democratic governance and rule of law principles;
- ✓ Establishing and implementing concrete oversight and accountability mechanisms; and
- ✓ Promoting transparency in definition and implementation of activities in the field, including clear communication of the nature, results, and auditing of activities.

FRENCH INSTITUTIONS INVOLVED IN INTEGRATING AND COORDINATING DEVELOPMENT, DIPLOMACY AND SECURITY ACTIVITIES

ACTIVITY	INSTITUTION
Conflict prevention and post-conflict development through traditional development activities	<ul style="list-style-type: none"> ● Ministry for Europe and Foreign Affairs (MEFA) ● Expertise France ● French Agency for Development
Short-term and quick-impact humanitarian and stabilisation activities in response to crises	<ul style="list-style-type: none"> ● Crisis and Support Centre, MEFA
Longer-term structural security co-operation and support to the democratic governance of the security sector actors	<ul style="list-style-type: none"> ● Security and Defence Co-operation Directorate, MEFA ● Directorate for Sustainable Development, MEFA ● Expertise France
In areas where the French army is deployed, co-ordination with military forces	<ul style="list-style-type: none"> ● French Ministry of Armed Forces



Contact us

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