



Review of the International Humanitarian Rosters (IHB)

Danish Red Cross
Danish Refugee Council
Médecins sans Frontières Denmark
and IHB/MFA

Final Report *submitted by*
GHK Consulting Ltd *to the*
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in association with
Libra Advisory Group



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Abbreviations

AU	African Union
CCCM	Camp management and camp coordination
CfC	Call for Contributions
CFSP	Common Foreign and Security Policy
CMPD	Crisis Management and Planning Directorate
CPCC	Civilian Planning and Conduct Capability
CRT	Civilian Response Team
CSDP	Common Security and Defence Policy
DAC	Development Assistance Committee
DEMA	Danish Emergency Management Agency
DG ECHO	EC Directorate-General for Humanitarian Aid
DKK	Danish Krone
DMU	Disaster Management Unit
DRC	Danish Refugee Council
DRK	Danish Red Cross
EC	European Commission
ER	Emergency Room
ERU	Emergency Response Unit
ESDP	European Security and Defence Policy
EU	European Union
EUJUST LEX Iraq	EU Integrated Rule of Law Mission for Iraq
EULEX	EU Rule of Law Mission in Kosovo
EUMM	EU Monitoring Mission in Georgia
EUPM	EU Police Mission in Bosnia and Herzegovina
EUPOL Afghanistan	EU Police Mission in Afghanistan
EUPOL COPPS	EU Police Mission for the Palestinian Territories
EUPOL RD Congo	EU Police Mission for the DRC
FACT	Field Assessment and Coordination Team
HC	Humanitarian Coordinator
HEAT	Hostile Environment Awareness Training
ICRC	International Committee of the Red Cross
IDP	Internally displaced person
IFRC	International Federation of Red Cross and Red Crescent Societies
IHB	International Humanitarian Service
IHB/MFA	International Humanitarian Service roster under the MFA
IOM	International Organization for Migration
MFA	Ministry of Foreign Affairs of Denmark
MFACC	MFA Competence Centre
MSF	Médecins sans Frontières
NATO	North Atlantic Treaty Organization

NGO	Non-governmental organisation
NRC	Norwegian Refugee Council
OCB	Operational Centre Brussels (MSF HQ in Brussels)
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Cooperation and Development
OSCE	Organization for Security and Cooperation in Europe
ProCap	Protection capacity
PSC	Political and Security Committee
RCRC	Red Cross Red Crescent
RDU	Rapid Deployment Unit
SBBP	(UNOCHA) Stand-by partnership programme
SSR	Security sector reform
ToR	Terms of Reference
UN	United Nations
UNDAC	United Nations Disaster Assessment and Coordination
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNSCR	UN Security Council Resolution
WASH	Water, sanitation and hygiene
WEM	Workshop for emergency managers
WFP	World Food Programme
ZIF	Centre for International Peace Operations

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Executive Summary

In May 2010, GHK was commissioned by the Danish Ministry of Foreign Affairs (MFA) to review the International Humanitarian Service (IHB). The IHB consists of four rosters (the IHB/MFA roster, the DRC Stand-by roster, the DRK roster and MSF DK roster) and is Denmark's main mechanism for supplying civilian experts to humanitarian and crisis response missions to EU, OSCE, UN, ICRC/IFRC and MSF International. Together, the four rosters cover about 1000 voluntary civilian experts with expertise in humanitarian assistance and democratisation. All experts are ready for rapid deployment to a crisis, emergency or post-crisis situation often in a fragile environment.

The purpose of the review is to assess the effectiveness and efficiency of the rosters in view of a changing international environment. The review is forward looking as it explores opportunities and challenges for the IHB and offers concrete recommendations on how to bridge shortfalls and respond more effectively and efficiently to the evolving demands.

The review was closely coordinated with Libra Advisory Group who in parallel was commissioned to conduct a 'review and upgrade of the Danish civilian capacity. The findings of the IHB review are an important input for the options presented in the Libra Advisory Group review. Together, the two reports aim to assist the Civilian Capacity Working Group to present recommendations for effectively addressing identified shortfalls in the area of civilian expertise and on how Denmark can upgrade its civilian capabilities in stabilisation and fragile states contexts.

The review shows that Denmark and the IHB ranks among Europe's top performers in terms of its civilian capabilities. There is a general perception among the UN agencies, the EU (CMPD/CPCC), ICRC/IFRC and MSF International, that the quality of Danish rosters capacity is high – not only in terms of the quality of deployees, but also in terms of responsiveness, preparedness and the quality of management. The review shows that IHB rosters have comparative advantages in areas such as: democratisation processes (incl. election observation), police and rule of law expertise. Other particular strengths and comparative advantages include expertise in protection, coordination, camp coordination and camp management, logistics, shelter, psycho-social support, base camp management, telecommunications, non-food relief and in training.

The review highlights a degree of variability in terms of the relative strengths and weaknesses of the four Danish IHB rosters.

Apart from the key qualitative and quantitative strengths and comparative advantages, the review identifies weaknesses relating to career planning, language skills, duration of missions, gender balance and budget limitations. Moreover, key challenges are identified in regard to outstanding gaps and unmet demands in several areas where Denmark still struggle to find experts including rule of law, emerging requirements to deployees and high competition between rosters over the best resources. Finally, the review explores the areas which could be further strengthened and highlights ways of using the rosters more strategically and enhance synergies.

Lessons Learned

The following key lessons were identified:

- Overall, the rosters have been able to adapt to complex and changing demands.
- While shortages in technical skills are known, other skills including 'soft' skills, robustness, mentoring skills are often as important if not more.
- There is still unmet demand for the profiles which reflect Danish strengths.
- For the size of its roster, the DRC is most efficient.
- The quality of the database depends not only on its size but also on its diversity, specifically in terms of nationalities and language skills.
- Turnover of deployees is a clear indicator of conditions of employment. There is therefore a need to establish baseline conditions of employment as a means of strengthening loyalty and commitment.
- There are probably constraints to scaling up Denmark's provision while maintaining its quality. Much of its effectiveness depends on informal, personalised partnerships as well as the size of rosters that keeps them manageable and allows for members to be hand-picked.
- The lack of incentives is a structural obstacle to attract certain profiles such as the rule of law and bridge certain gaps in profiles.

Based on the above key findings and lessons learned, the review proposes the following overall recommendations.

1. IHB mandate and focus

IHB/MFA It is recommended that the IHB/MFA continues its focus on the EU, OSCE election missions and EU CSDP missions as the IHB/MFA has a comparative advantage in areas such as election monitoring, policing and rule of law and as Denmark is viewed as a top performer amongst the EU Member States in these fields. Moreover, it would be an opportunity to fill some of the existing EU gaps and ensure alignment with the EU policies on security and stabilisation. As the IHB/MFA responds to few humanitarian operations (apart from its seconded UNDAC members) it is recommended that its name is changed to 'Freds og Stabiliseringsberedskabet' ('The Peace and Stability roster') or an equivalent name, such as 'Demokratiseringsberedskabet' ('The Democratisation roster').

DRC, DRK and MSF Denmark It is recommended that the scope and focus of the three humanitarian rosters should be maintained. Humanitarian deployments to UNDAC may be transferred from IHB/MFA to DEMA or to the DRC. The IHB name could be maintained to cover only these three humanitarian rosters as they are all entirely involved in seconding civilian experts to humanitarian operations.

2. Comparative advantages

It is recommended that the IHB focuses on its areas of comparative advantage, so that Denmark emerges as a leader within certain thematic areas such as: protection (DRC), cluster coordination (DRC, DRK), CCCM (DRK), early recovery (DRC, DRK, IHB/MFA), rule of law and democratisation (IHB/MFA). Similarly, Denmark has comparative advantages in training which it could further build on.

3. Upgrade of profiles

Age It is recommended that the IHB/MFA starts focusing on succession planning. This would require a pro-active recruitment campaign and possibly the establishment of a mentor programme such as the DRC's (see below).

Gender It is recommended that all rosters, particularly the IHB/MFA roster, continues its efforts to establish gender balance in line with international demands and in accordance with Denmark's National Action Plan for implementation of UN Security Council Resolution 1325 on Women, Peace and Security. To improve gender balance, as well as provide for succession planning, the IHB/MFA roster could consider establishing a training mentor pilot programme with the CMPD/CPCC and/or their roster partners. The DRC's programme with UNHCR and WFP has proved to be successful. Such a programme may be less relevant for the DRK and MSF Denmark as they do not currently face similar problems and as their rosters are smaller in size.

Languages It is recommended that MSF, DRK and IHB/MFA upgrade their rosters, particularly in terms of French, Spanish, Portuguese and Arabic skills. This can either be done through recruitment or through capacity building of staff who already possess a good foundation in one of these languages; or through opening the rosters to other than Danish residents (including a south-south approach).

Career path It is recommended that the IHB/MFA roster in particular is customised and professionalised. Professional roster members should have the possibility of frequent deployments and the ability to pursue a career in this field. This will upgrade the IHB/MFA roster and respond to EU demand. Deployments could be used strategically and include high-profile staff to both field and headquarters levels. Regular incentives including reward measures should be explored at central level to make it attractive for civil servants to take up short or long-term employment in an international organisation.

Regulatory changes and incentives To attract the best qualified experts (including experts within the Danish judiciary), it is recommended that regulatory changes be introduced to standardise and establish better incentives for civil servants to be deployed in an international organisation for a shorter or longer period. The Finnish model is considered best practice.

4. Recruitment and deployment procedures

It is recommended that the possibilities of developing a database with appropriate search criteria are further explored. Pro-active recruitment and awareness-raising, as carried out by MSF and DRK at universities and relevant faculties, should be explored. Other alternative supply structures include setting up a training mentor pilot programme as described above, and perhaps introducing framework contracts. It is crucial that a flexible structure for the administration of recruitment is developed and strengthened so that the MFA and the administrator is brought closer together. Similarly the

administrator should have closer contact to the demand side which will make the recruitment more effective.

5. Training

The MFA Competence Centre should explore the possibility of developing more tailor made training courses including breaking up its basic course into separate modules for election observers and long-term deployments. It is recommended that a handbook is developed for each roster (with the exception of DRC), which would serve as an induction training and administrative support tool throughout deployment. For the IHB/MFA roster courses could be offered and advertised through the Goalkeeper application. Furthermore, it is important that the administrators of the rosters carefully target the audience and ensure training is provided within a relevant timeframe for deployment. Focus on the soft skills is just as important as focus on technical skills, especially when seconded to a fragile state. Furthermore, monitoring and evaluation and project cycle management are particularly important for staff who are being seconded on long-term assignments.

6. Administration and management

It is recommended that a process consultant will facilitate the process of change in the IHB/MFA structure to make the administration more effective including looking at how to further customise the administration of the IHB/MFA. Across the rosters, in order to increase the effectiveness of deployments, it is recommended that regular monitoring and evaluation of the deployments should take place, including a mid-term debriefing for longer deployments.

7. Synergies

It is recommended that key synergies are enhanced through certain profiles, joint training programmes, career planning, overall coordination and sharing best practices with regard to effective and efficient recruitment and administration of the rosters.

8. Funding

Although it is positive that the IHB has already increased its annual funding for 2010 and 2011 (up to 70 million DKK), a strategic approach might target the number of deployments each roster expects to achieve in a year, with funding allocated accordingly. Moreover, it is recommended that the rosters diversify their funding pool.

1 Introduction

This chapter introduces the review background, its purpose, objectives and criteria as well as key issues and report structure.

1.1 Background

In Denmark the main mechanism today for supplying civilian experts to humanitarian and crisis response missions is the International Humanitarian Service (IHB), which was established in 1995 with the purpose of 'contributing to the prevention of conflict and assisting in securing peace and stability.'¹ The IHB is responsible for deploying experts as part of the civilian component of humanitarian, conflict prevention and peacekeeping operations around the world and draws on the rosters of the Danish Red Cross (DRC), the Danish Refugee Council (DRK) and Médecins sans Frontières (MSF) Denmark as well as its own roster, the International Humanitarian Service roster under the Danish Ministry of Foreign Affairs (IHB/MFA) which, since 2008, has been administered by NIRAS, a Danish consultancy company.

The overall objective of the IHB rosters is to strengthen the Red Cross Red Crescent (RCRC) family, MSF at international level, the EU, OSCE and the UN in humanitarian interventions, emergency operations and crisis management interventions through rapid provision of professional personnel. All four rosters are financed by IHB under the annual Finance Act (DKK63 million + DKK 6 million in 2010²).

The expertise and experience of the rosters have made Denmark an international forerunner in identifying civilian expertise for secondment to crisis management and state building operations³ as well as responding to humanitarian interventions.⁴ However, there has been growing demand from the international community to increase the availability and quality of civilian expertise able to be deployed into conflict-affected or non-permissive environments. This includes a demand for civilian experts able to work alongside military interventions.⁵ In view of this evolving demand, Denmark has established the Civilian Capacity Working Group with a mandate to present recommendations for effectively addressing identified shortfalls in the area of civilian expertise. The aim is to improve Denmark's ability to:

¹ Notits: Det internationale humanitære beredskab (IHB): Rapport fra den tværministerielle arbejdsgruppe, J.nr. 46.H.5, June 1994

² As of 24 August, the Government has proposed to increase the annual budget with DKK 7 mill, i.e. to DKK70 million for 2011. An additional DKK 6 million has also been cleared for 2010 raising the annual MFA funding for 2010 to DKK 69 million

³ European Council on Foreign Relations. 2009. 'Can the EU Rebuild Failing States? A Review of Europe's Civilian Capacities'

⁴ Interviews with UN humanitarian agencies

⁵ The Danish Ministry of Defence, 2009. 'Danish Defence Agreement 2010 – 2014'

- i. deploy civilian experts in selected functional areas in bilateral assignments as well as multilaterally, through EU, UN, OSCE, AU, NATO and others and
- ii. engage actively in ongoing international efforts to improve regional and global civilian pools for stabilisation and peace-building in fragile and conflict-affected states.

In support of this mandate, the MFA has initiated an exercise to develop a set of options for upgrading Denmark's pool of civilian experts in order to meet new challenges through a comprehensive ('whole-of-government') approach. This Review of the International Humanitarian Rosters will feed into that exercise with an overview of the different rosters, their mandate, effectiveness and efficiency, challenges and opportunities. It presents key findings based on literature review and key informant interviews held in Copenhagen and outside Copenhagen; and suggests in its recommendations ways forward for the IHB rosters.

The Review was carried out by Team Leader Nicolaj Sønderbye and Karin Tang, Team Member, both of GHK Consulting Ltd. The Review was coordinated with Libra Advisory Group in the context of a broader exercise to assess Denmark's requirements for increasing the availability and quality of civilian expertise deployed into conflict-affected or non-permissive environments.⁶ The Review included three missions to Denmark and interviews with stakeholders in Brussels, Geneva and Rome. The Review was carried out between 5 May and 30 September 2010.

1.2 Objectives and methodology

This section presents the objectives and scope of the Review and outlines the methodology against the Review criteria.

1.2.1 Objectives and scope

The objectives of the Review were:

- To review the Danish IHB rosters assessing the strengths, weaknesses and challenges of the Danish response capacities in the international humanitarian context, and possible needs for new profiles in a changed international environment;
- To assess the effectiveness and efficiency of the Danish IHB rosters, including recruitment and deployment procedures, training procedures, administration and management with a focus on lessons learned.

Within these objectives the consultants were asked to:

- Provide an analysis and an assessment of the effectiveness and efficiency of the Danish rosters vis-à-vis current demands for civilian surge capacity including shortfalls;
- Outline the challenges of international deployment with career paths;
- Explore the comparative advantages of the rosters and if possible provide recommendations for improved synergies between them.

⁶ Libra Advisory Group. September 2010. 'Review and Upgrade of Denmark's Civilian Capacity'

For the purposes of this Review, the assignment focused on two of the five OECD/DAC evaluation criteria: effectiveness and efficiency.

- **Effectiveness** in this context can be defined as the extent to which the IHB rosters' objectives were achieved. This would entail an overview of the extent to which both the substantive and organisational targets have been achieved as well as the process that led to it.
- **Efficiency** is a measure of the outputs – qualitative and quantitative – in relation to the inputs. It signifies that the aid uses the least costly resources possible in order to achieve the desired results.

The findings generated by the analytical framework (Annex IV) highlight lessons learned and inform recommendations. Lessons learned are presented as findings that may be generalised beyond the immediate scope of the review. Recommendations are based on the lessons learned and are presented as proposals for the continued development of Denmark's policy framework for the provision of short-term civilian expertise in conflict-affected or non-permissive environments.

The scope of the Review encompasses the four rosters which together make up the Danish IHB, and their partners with a focus on the UN, the EU, the RCRC and MSF.

On the basis of discussions between the Danish Ministry of Foreign Affairs (MFA) and the consultants the ToR as was adjusted as annexed (see Annex 1). Furthermore, the MFA has specifically requested that the consultants analyse and focus on the period from the outsourcing of the administration of the IHB/MFA roster i.e. from April 2008. Finally, the review is forward looking as it explores the opportunities and challenges for the IHB and offers concrete recommendations for future implementation.

1.2.2 **Methodology**

The approach to the Review is governed by the *Evaluation Guidelines* of the MFA. Our analytical approach is framed by a Review matrix which links the Review criteria with the Review tasks, detailing the Review questions for each task and specifying the relevant methods and stakeholders. The matrix is based on a preliminary document review and feedback from the kick-off and inception meetings held with the MFA in May and June 2010. Gender equality issues and Security Council Resolution 1325 are addressed where relevant, such as the aim towards ensuring there are female candidates on the rosters for secondments. The analytical matrix, which was approved by the MFA, is shown in Annex IV.

The Review was carried out in four phases:

- **Phase 1: Inception** comprising kick-off meetings in Copenhagen and document review;
- **Phase 2: Key informant interviews (Copenhagen)** with headquarters staff at the four rosters, roster members and deployees (including some telephone interviews), MFA IHB focal point, desk officers and other MFA personnel, and NIRAS;
- **Phase 3: Key informant interviews** with EU, ICRC, IFRC, MSF, UN agencies in Brussels, Geneva and Rome;

- **Phase 4: Reporting** comprising analysis and compilation of findings and preparation of the IHB Review Report and accompanying presentation, to be delivered to a workshop of Denmark's Civilian Capacity Working Group in September 2010.

Activities included the inception and kick-off meetings in Copenhagen, between 5-7 May and 21 June, with the MFA and the Civilian Capacity Working Group and the IHB rosters; as well as preliminary meetings with the Danish Refugee Council (DRC), Danish Red Cross (DRK) and Danish Emergency Management Agency (DEMA).

Phase 2 interviews in Copenhagen were carried out between 24 and 28 May 2010. This mission was intended to complement telephone interviews with other stakeholders in and outside Denmark to provide a more detailed account of how the IHB rosters are functioning and the results of its activities. Interviews and focus group discussions were carried out during this trip with key IHB stakeholders and the MFA.

Phase 3 interviews were held in June and July; and the analysis and reporting, Phase 4, followed between July and September 2010.

1.2.3 **Structure of the report**

The report is structured as follows:

- **Chapter 1** introduces the review background, its purpose and objectives; the criteria and key evaluation issues addressed; the methodology and structure of the report.
- **Chapter 2** summarises the relevant background relating to the changing international environment, including changes in demand.
- **Chapter 3** presents provides an overview of the IHB response and the four Danish rosters.
- **Chapter 4** presents the strengths, weaknesses and challenges of the IHB's response.
- **Chapter 5** assesses the efficiency and effectiveness of the IHB's response.
- **Chapter 6** concludes with lessons learned and recommendations.

2 The changing international environment

This chapter presents the changing humanitarian and international context and the changes in demands.

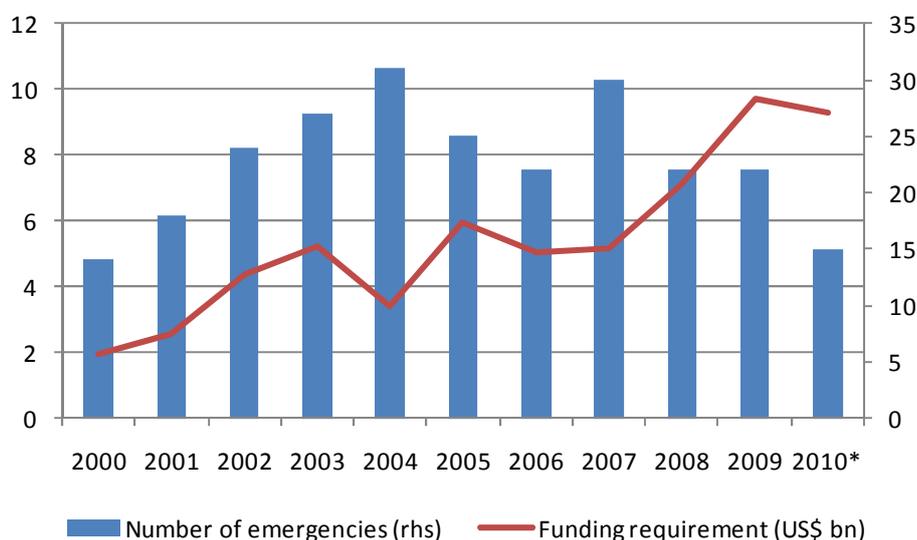
2.1 A changing humanitarian context

As of May 2010, there had already been 15 major humanitarian emergencies,⁷ with a funding requirement of US\$9.3 billion, compared with 22 across 2009 and a requirement of US\$9.7 billion for 2009. While the increase in the number of emergencies has stalled and reversed since 2004, the funding requirement has been on a steep rising trend since 2000 (Figure 2.1). Funding per emergency has risen more

⁷ According to UN consolidated and flash appeals, <http://ocha.unog.ch/fts>. Since May 2010 this figure has gone up substantially in particular due the Pakistan floods natural disaster.

than three-fold between 2000 and 2009. Consequently, the demand for qualified and specialised civilian personnel is increasing constantly.

Figure 2.1: Major humanitarian emergencies, 2000-10 ytd



Source: OCHA. *ytd

The majority of international humanitarian resources have been focused on protracted, complex crises, such as Sudan and the Democratic Republic of the Congo, as well as on the high-profile contexts with great power involvement – Iraq and Afghanistan.⁸ In 2010 the scale of the crisis in Haiti (16 per cent of required funding to May 2010) highlighted the large impact of natural disasters. This is a continuation of a trend in the evolution of complex emergencies which are increasingly encompassing factors such as climate change, natural disasters, food shortage and forced migration.⁹

The changing nature of emergencies means that humanitarian aid effectiveness is increasingly being challenged. In intra-state conflicts civilians are often becoming targets and it is becoming more difficult to access vulnerable populations. Due to increased security problems, it has become more difficult for humanitarian aid workers to respond effectively to the needs of civilian populations. And, since the armed forces have become more actively involved in both crisis and disaster responses (Afghanistan, Iraq, Haiti and recently Pakistan being clear examples) civilian personnel are increasingly being deployed alongside military interventions. This implies a requirement for a further specific set of skills, with a shift in demand towards experts with combined technical and soft skills often including strong skills in coordination, communication and facilitation. Moreover the UN humanitarian reform process calls for

⁸ Development Initiatives. 2009. 'Global Humanitarian Assistance Report 2009'

⁹ 'The Future of Globalization and its Humanitarian Impacts' by Shanza Khan, Adil Najam, and Frederick S. Pardee, November 2009. See also 'Climate Change and its Humanitarian Impacts' by Lezlie C. Erway Morinière, Richard Taylor, Mohamed Hamza, and Tom Downing, November 2009

greater emphasis on legitimate, efficient and effective delivery, monitored through results-based management. And it raises additional challenges for NGOs who are committed to principles of neutrality, impartiality and independence which may be incompatible with military objectives to maintain order and support governance structures.

Across several dimensions, therefore, the demand for civilian response capacity is shifting and evolving, in terms of both numbers and skills.¹⁰

2.2 The UN humanitarian reform process

In 2005, in an effort to address the ad hoc, unpredictable nature of many international responses to humanitarian emergencies, the international community launched a humanitarian reform process, which began with an independent Humanitarian Response Review of the global humanitarian system. The review assessed the humanitarian response capacities of the UN, NGOs, Red Cross/Red Crescent movement and other key humanitarian actors to identify critical gap areas and to make recommendations to address them. Following the review, the humanitarian reform process was set in motion, with four main objectives:

- **Cluster Approach** Sufficient humanitarian response capacity and enhanced leadership, accountability and predictability in 'gap' sectors/areas of response (ensuring trained staff, adequate commonly-accessible stockpiles, surge capacity, agreed standards and guidelines);
- **Humanitarian financing** Adequate, timely and flexible humanitarian financing (including through the Central Emergency Response Fund);
- **Humanitarian coordination strengthening** Improved humanitarian coordination and leadership (more effective Humanitarian Coordinator [HC] system, more strategic leadership and coordination at the inter-sectoral and sectoral levels);
- **Partnership building** More effective partnerships between UN and non-UN humanitarian actors.

For NGOs, the main implication of the UN humanitarian reform process, and of changes in the general humanitarian context, has been greater participation in Cluster Coordination at both global and field level – NGOs have become more equal partners in the debate and decision-making over the UN humanitarian reform process.

Partnerships with UN agencies have also become increasingly demanding. UN peacekeeping operations have evolved to meet the demands of different conflicts and a changing political landscape. Although the military remain the backbone of most peacekeeping operations, the many faces of peacekeeping now include administrators and economists, police officers and legal experts, de-miners and electoral observers, human rights monitors and specialists in civil affairs and governance, humanitarian workers and experts in communications and public information. Faced with the rising demand for increasingly complex peace operations, the UN in the past few years has

¹⁰ Stockholm International Peace Research Institute. 'The Civilian Contribution to Peace Operations: Assessing Progress and Addressing Gaps', 2010; interview with Dr. Peter Walker, Feirstein International Centre, Tufts University, June 2010; interviews with UN humanitarian agencies, June 2010

been overstretched and challenged as never before. Its efforts to strengthen its capacity to manage and sustain field operations have involved an increasing reliance on stand-by partners to provide surge capacity to respond to and fill emergency-induced sudden and critical gaps in human resources.

2.3 The EU context

2.3.1 *The European Consensus on Humanitarian Aid*

The European Union is, today, the world's leading humanitarian donor. Since 1992 the EC's humanitarian aid is managed by the Directorate-General for Humanitarian Aid (DG ECHO), which funds operations through more than 200 partners (NGOs, UN agencies, international organisations such as the Red Cross/Red Crescent movement). Ex-ante contractual arrangements have facilitated and expedited the allocation of resources.

In parallel with the UN humanitarian reform, the EU in 2006 launched a consultation of member states and humanitarian organisations on a proposed EU Consensus on Humanitarian Aid that would deal with the main issues confronting donor and implementing organisations. The Consensus, which was signed in December 2007 by the European Council, Parliament and Commission, sets out the values, guiding principles and policy scope of EU humanitarian aid, and strengthens the EU's capacity to help people suffering in crisis zones across the globe.

2.3.2 *The Common Security and Defence Policy*

The Common Security and Defence Policy (CSDP; formerly known as the European Security and Defence Policy, EDSP) was established in 1999, with the aim of strengthening the EU's external ability to act through the development of civilian and military capabilities in conflict prevention and crisis management.

The Crisis Management and Planning Directorate (CMPD) is responsible for strategic planning of CSDP missions, while the Civilian Planning and Conduct Capability (CPCC) is involved in the deployment and operational monitoring of the missions under the control of the Political and Security Committee (PSC).

CSDP missions are deployed in states which are recovering from conflict and/or are still in crisis. This work has evolved over time to take account of the sensitive nature and complexities of operating in fragile environments, peace monitoring and state building. CSDP missions are generally of three types:

- The 'executive' mission in 'failed' states where there is a strong EU mandate;
- The 'strengthening' mission which focuses on monitoring, mentoring, advising the provision of advice and security sector reform (SSR);
- The 'interfacing missions', e.g. police missions interfacing with rule of law missions.

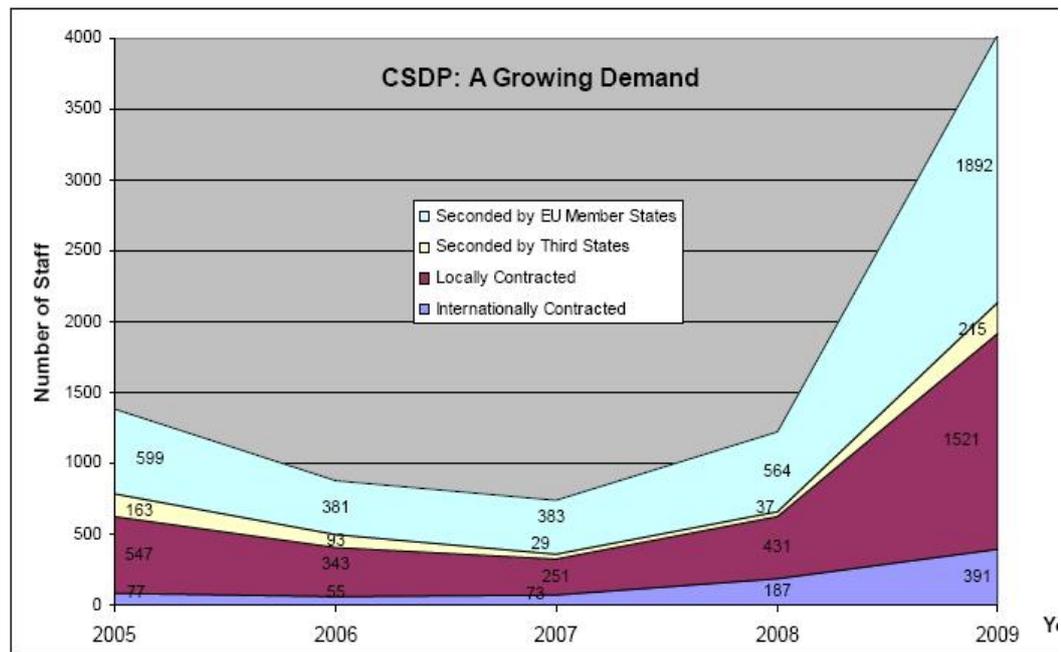
In recent years the EU's strategic focus has increasingly moved from peacekeeping towards peace building, with an increasing focus on justice and rule of law, state building and governance. Current attention focuses on a more comprehensive approach and on how to enhance civil-military synergies (planning capabilities, including those deriving from the Lisbon Treaty). Other challenges in fragile states include the fight against corruption, organised crime and terrorism.

In summary, the CSDP missions will no doubt continue to evolve, in terms of their formation and implementation, towards a more comprehensive approach. The need for civilian capabilities is likely to increase, as will the need for specific skills sets and profiles to match the nuances and complexity of conflicts and the changing international environment.

2.3.3 Evolution of demand for EU deployments

Since 2000, peace keeping deployments by the EU have increased by approximately 30 per cent in volume. Figure 2.2. shows the increase in demand from 2005-2009.

Figure 2.2 a Growing demand for civilian deployees to CSDP missions



Source: European Council Secretariat: Civilian CSDP Missions: lessons and best practices (Report 2009), May 2010.

Since the first civilian deployment in 2003, civilian CSDP missions have evolved and varied in scope (police, justice/rule of law, civil administration, civil protection, SSR) and nature (non-executive and executive mandates), geographic location and size. Today the contexts are mostly protracted and recurrent conflicts and missions are often combined in scope (e.g. a mission may combine police, justice and civil administration elements).

As of August 2010, the EU was engaged in 9 civilian operations¹¹, with a combined mission strength of around 4,400 (Figure 2.3). The longest of these missions (in Bosnia & Herzegovina) has been ongoing since January 2003.

¹¹ EU Police Mission in Bosnia and Herzegovina (EUPM), EU Rule of Law Mission in Kosovo (EULEX Kosovo), EU Monitoring Mission in Georgia (EUMM Georgia), EU Police Mission in Afghanistan (EUPOL Afghanistan), EUPOL RD Congo, EU Mission in Support of Security Sector Reform in Guinea-Bissau (EU SSR Guinea-Bissau), EUJUST Lex in Iraq, EUPOL COPPS (Palestinian Territories) and EUBAM Rafah (Palestinian Territories).

Figure 2.3: Overview of the missions and operations of the European Union, August 2010



Source: www.consilium.europa.eu

Today there is consistent demand for police, rule of law, monitoring and mission support staff. 'Soft' skills are often as important as technical skills – if not more so. Deployees are expected to be very flexible and able to work as part of a diverse team. As most missions are 'strengthening' missions, deployees need to be culturally sensitive and able to mentor or coach local staff. Other important skills in addition to the overall technical requirements include languages, project management management and evaluation and monitoring skills. Thus it is not sufficient just to be a technical expert.

In the past there has been an emphasis on the provision of police officers (EUPM, EUPOL RD Congo, EUPOL COPPS, EUPOL Afghanistan). However, this is changing. Some 43 per cent of staff recruited to EULEX are not police, and include correctional officers, customs officers, legal experts, prosecutors and judges. While police officers continue to make up the majority of positions (59 per cent of positions on current

missions, and 65 per cent of open vacancies as of 30 April 2010), both CMPD and the CCPC stressed continuing shortfalls in certain profile areas including rule of law and mission support.

In 2000, the European Council identified rule of law as one of four priority areas for civilian crisis management under the Common Foreign and Security Policy (CFSP). The EU is currently revising an EU Concept for CSDP justice missions within the broader rule of law concept.

In terms of both qualitative and quantitative demand, rule of law and mission support are the areas which are consistently in high demand where gaps continue to exist.¹²

Current recruitment procedures suffer from organisational weakness with the consequence that the EU is not always able to respond rapidly enough. Core challenges include often lengthy recruitment procedures, shortfalls in some profiles (rule of law, mission support), lack of standardised pre-deployment training and gender gaps. The EULEX mission in Kosovo, for instance (the largest by value), employed 22 per cent women to June 2010, although this rises to 36 per cent in the case of international staff only.

Where rapid deployment is achieved, quality is compromised: recruitment for the EU Monitoring Mission in Georgia was rapid but ineffective as the EU Mission in Tbilisi subsequently needed to train roster deployees who did not have adequate monitoring and evaluation skills and who had not received adequate pre-deployment training, which falls under the responsibility of each member state.¹³

CMPD is currently developing an online software system named Goalkeeper. Goalkeeper is an information hub that contains and manages civilian recruitment, training, capability development, information sharing, and institutional memory.¹⁴ Goalkeeper is being developed by the EU but each member state will have their own password and will be responsible for uploading their information onto their 'page'. The Goalkeeper system includes three interlinked applications: (1) Schoolmaster (which manages training courses open to all EU-nationals); (2) Headhunter (standard job descriptions. This application should essentially standardise the Calls for Contributions (CfC) and speed up the recruitment process; (3) Registrar (a database of each Member States candidates. A system is being designed to allow Member States to use it for uses other than EU postings but it is still unclear to what extent this will be possible).

2.4 The Red Cross/Red Crescent (RCRC) Movement

The RCRC movement has a unique mandate as a neutral, impartial and independent actor in humanitarian operations. The International Committee of the Red Cross (ICRC) is the single most important player in ensuring that governments respect and

¹² CPCC and CMPD, June-July 2010

¹³ CMPD, June 2010

¹⁴ Second High-level Seminar on Facilitating the Development of Civilian Personnel – Brussels. Powerpoint Presentation 15 July 2010

implement international humanitarian law and thereby allow humanitarian space. The International Federation of the Red Cross (IFRC) plays a particularly important role in disaster preparedness, early warning, response and risk reduction. The DRK roster deployment to the RCRC movement consist of deployments to the ICRC in conflict situations and to the IFRC in the event of natural disasters. The ICRC currently has 1,200-1,400 experts in the field with around 600 at headquarters. Its first call for stand-by capacity is on ICRC staff, and then it looks to the national societies, of which there are 18, to fill both field and headquarter positions.

As conflicts and emergencies become more complex (in Haiti the US-led military presence was very visible and necessary to avoid riots and looting), the availability of 'robust' profiles, with hands-on experience of working in fragile environments (where even the UN may not be present), and able to hit the ground running remains vital. The demand for specific profiles has not changed greatly: there remains an overall demand for different types of technical experts and coordinators for the different phases of an emergency or crisis, i.e. from onset to early recovery or pre-development phase.¹⁵ However, the demand for coordinators and good report writers appears to have increased in particular following the UN Humanitarian Reform and the Cluster Approach. The IFRC is e.g. leading the Cluster Coordination Working Group on CCCM during a natural disaster. In general, IFRC stated that the technical requirements to the profiles requested decrease over the duration of the emergency or crisis.

2.5 Médecins sans Frontières (MSF)

Similar to the RCRC, it is fundamental for MSF's operation to remain neutral, impartial and independent in its humanitarian responses. MSF International operates in armed conflicts, epidemics, famines and natural disasters such as floods and earthquakes. The Operational Centre Brussels (OCB), the Headquarter office for seven partner sections including MSF Denmark, and the Office MSF Denmark mainly responds to, are refocusing their efforts with a greater emphasis on fragile environments and conflict zones.¹⁶ In essence this means increased demand for people who are willing to go to fragile environments, and involves a different skills requirement. While generalist positions such as doctors, nurses, paramedics, water & sanitation, logisticians, administrative and finance officers are still in high demand, MSF International increasingly needs specialists who are more difficult to find, particularly specialists in gynaecology, anaesthesia, surgery, Emergency Room (ER) doctors and operating theatre nurses.

2.6 Denmark's new policy framework

Denmark has established a new framework for more effectively implementing a Comprehensive Approach (integrated / whole of government approach) in its policies in the field of stabilisation and reconstruction¹⁷. The new framework, which is due to

¹⁵ IFRC, May 2010

¹⁶ MSF Belgium (HQ), June 2010

¹⁷ Aide Memoire, Danish MFA, May 2010. The Global Funds ('Globalrammen') are currently DKK150 million a year, pooling funds from the Ministry of Defence and MFA. The funds are split between DAC (DKK65 million) and non-DAC (DKK85 million) to cover the grey area between conflict and development.

come into effect during 2010, seeks to deepen coordination between the areas of security, defence, development and humanitarian policy.

This new framework comprises a new Danish Comprehensive Approach, Danish Defence Agreement (2010-14), Danish Development Strategy¹⁸ (approved May 2010), a new policy on Peace and Stability.¹⁹

The new Danish Development Strategy, made assistance to fragile states as one of the five priorities for development assistance. Furthermore the new Peace and Stability policy focus on the increased Danish involvement in state building of fragile states through:

- A Comprehensive Approach;
- A geographical focus;
- A willingness to take risks;
- Adapting to the local context.

In addition, Denmark in 2005 framed a National Action Plan for implementation of UN Security Council Resolution 1325 on Women, Peace and Security. The Action Plan identifies three focus areas:

- Increased gender balance in the recruitment of staff members to the Danish defence forces as well as focus on their role in international operations;
- Protection of women's and girl's rights in the local areas where Danish troops are deployed;
- Increased participation and representation of women in peace building and reconstruction processes in the local areas where Danish troops are deployed.

Together this emphasise the will and need for strengthening Denmark's engagement in fragile states. A specific contribution will be to improve civilian capacities in areas where Denmark has comparative advantages. The main mechanism for supplying civilian experts to civilian missions is the International Humanitarian Service and its four rosters, funded by the MFA: the IHB/MFA roster, the Danish Refugee Council stand-by roster, the Danish Red Cross roster, and MSF DK roster. In addition to these rosters, the MFA has a standing agreement with DEMA and the Danish National Police, who have rosters of experts for immediate deployment.²⁰

3 The IHB's supply: the Danish rosters

This chapter addresses the overall supply of the IHB rosters.

Denmark has established a recognised capacity to supply civilian experts for emergency response and humanitarian interventions. A recent report²¹ ranks Denmark

¹⁸ 'Freedom from Poverty – Freedom to Change', Danish Ministry of Foreign Affairs, May 2010

¹⁹ 'Peace and Stability' MFA, May 2010. The policy on fragile states was launched on 17 September 2010

²⁰ For the background of the National Police and the DEMA rosters, see 'Review and Upgrade of Denmark's Civilian Capacity', Libra Group, September 2010

²¹ European Council on Foreign Relations. 2009. 'Can the EU Rebuild Failing States? A Review of Europe's Civilian Capacities'

among Europe's top performers in terms of its civilian capabilities – in joint second position, together with Sweden and behind Finland – accounting for 4.1 per cent of the EU's total civilian CSDP deployment.

For the key providers of humanitarian assistance – UN, EC, Red Cross/Red Crescent Movement – Denmark is one of a core group of long-established partners for the provision of stand-by expertise. As of August 2010, the Danish International Humanitarian Service comprised around 1,000 stand-by members (390 for the IHB/MFA, 321 for the DRC, 150 for the DRK and 70 for MSF Denmark) ready for deployment across a wide range of sectors within disasters and crisis management. These are all voluntary and have other jobs although several of the roster members at the DRC, DRK and MSF rosters in particular consist of experts who pursue such deployments as part of a career path in the humanitarian field.

3.1 IHB/MFA

The IHB/MFA roster is an emergency facility which is belonging to the MFA. Since April 2008, the administration of the IHB/MFA roster has been outsourced to NIRAS. The overall political decisions and priorities are made by the MFA. The IHB/MFA comprises a database of approximately 390 Danes ready to be deployed quickly. Since its establishment the key focus areas of the IHB/MFA roster has been crisis management and prevention, deploying experts to EU and OSCE election observatory missions (from a few weeks to a maximum of a few months), or to international positions (mainly in fragile environments, for up to one year with a maximum six-month extension). The IHB/MFA roster also seconded senior staff to the United Nations Disaster Assessment and Coordination (UNDAC) team during the onset of an emergency. 3 IHB/MFA deployees were e.g. recently deployed to the UNDAC team in Pakistan to assist in the overall coordination of the UN response to the floods.

In 2009, 151 individuals from the IHB/MFA roster were seconded to international assignments lasting from one week to one year, in 18 countries. The bulk of short-term missions were in organising and monitoring democratic elections, organised respectively by OSCE and the EU. From 2009-2010 the EU deployed 1334 election observers of which 58 or 4.3 per cent were from the IHB/MFA in front of both Sweden and Finland.

Longer-term missions were to the Temporary International Presence in the City of Hebron (TIPH); the EU's police and rule of law mission in Afghanistan (EUPOL Afghanistan); the EU rule of law mission in Iraq (EUJUST Iraq); the EU rule of law mission in Kosovo (EULEX Kosovo); and one to the EU's monitoring mission in Georgia (EUMM Georgia). In 2010, the IHB/MFA had deployed 104 experts to 12 countries by May.

In total, including short-term election observer missions, the IHB/MFA has provided 283 deployments between May 2008 and May 2010, of which 225 (80 per cent) were funded by the IHB. The IHB component included 84 long-term missions (including election observer missions) of between 30 days and a year (37 per cent), and deployed 55 women (24 per cent).

Table 3.1: IHB/MFA deployments by mission, May 2007 – May 2010

	EU-funded	MFA-funded	Total
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Short-term observers	34	135	169
Long-term observers	24	11	35
Special Advisers		4	4
EUJUST Iraq		1	1
EULEX Kosovo		32	32
EUPOL Afghanistan		7	7
EUMM Georgia		5	5
TIPH		24	24
UNDAC		6	6
Total	58	225	283

Of the EU member states, Denmark was the 12th largest contributor of civilian capacity to CSDP missions at the end of April 2010. Of nearly 2,000 seconded personnel across 10 missions, Denmark contributed 60 staff to four missions in Kosovo, Georgia, Iraq and Afghanistan. The bulk of these have come through the IHB/MFA, while the rest are likely to have been deployed via the National Police.

Table 3.2: Denmark's current contribution to seconded CSDP civilian capacity

	Denmark	EU member states	Denmark as % of total
EULEX Kosovo	35	1,226	2.9
EUMM Georgia	8	292	2.7
EUJUST LEX Iraq	2	26	7.7
EUPOL Afghanistan	15	98	15.3
Total (10 missions)	60	1,923	3.1

Source: CPCC April 2010

3.2 Danish Refugee Council

Of the four Danish IHB rosters, the DRC is Denmark's stand-by partner to seven UN agencies and the IOM, where UNHCR, UNICEF, WFP, OCHA and UNDP take up most DRC deployments. As of August 2010 there are 321 civilian and humanitarian experts in their database ready for rapid deployment.

The DRC has been supporting UN partner agencies' emergency humanitarian response through its stand-by roster since 1991. Since then, the DRC stand-by roster has seconded hundreds of specialists to UN and IOM operations worldwide within the sectors of protection, logistics and transportation, emergency and camp management, reconstruction, water and sanitation, repatriation, reintegration and recovery, information management and coordination, as well as mine awareness. The DRC stand-by roster pursues two overall strategic objectives:

- Firstly, to recruit and develop a human resource pool that enables the roster to respond effectively to the changing needs of UN partners;
- Secondly, to maintain a high level of engagement in the UN humanitarian reform process.

At the heart of the strategy is the objective to develop and maintain a roster of highly skilled professionals with relevant humanitarian profiles, and with availability within 72 hours.

The DRC is one of the longest-standing partners (alongside the Norwegian Refugee Council, NRC), providing employees to UNHCR since 1991 and to UNICEF since 2003. The UN agencies have up to 18 stand-by partnerships. UNHCR and UNICEF regard the DRC amongst the very top of their stand-by partners in terms of both quality and quantity (only a few stand-by partners, such as the NRC, deploy more staff).

In 2009, the DRC provided 37 experts to UNHCR (out of a total of 222 deployments and ahead of NRC with 32), for 181 months. It deployed 15 experts to UNICEF (out of a total of 128, and compared with 28 for NRC). Since 2000, DRC has provided 13 per cent of employees to OCHA's Stand-by Partnership Programme; and it has provided nearly 17 per cent of employees to UNHCR since 2006 (Table 3.3).

Table 3.3: Denmark's contribution to UN civilian capacity, by agency

	Denmark	Total	Share of total (%)
OCHA SBBP (since 2000)	41	316	13.0
UNHCR (since 2006)	146	871	16.8
UNICEF (2009 only)	15	120	12.5

Of the 321 members of the DRC database, 137 (43 per cent) are women and 109 (34 per cent) are Danish. Other nationalities on the roster include French, British, Italian, Kenyan, Swiss and other. The distribution of profiles, for both the roster and 2009 deployments is shown in Table 3.4. The average time for a deployment in 2009 was 4.7 man months.

Table 3.4: Distribution of DRC profiles

	Roster members		Deployments 2009	
	#	%	#	%
Camp management / emergency management	51	12	5	7
Protection (incl. Child Protection)	177	40	28	41
Logistics and transport	69	16	13	19
Water & sanitation and shelter/reconstruction	20	5	6	9
Early Recovery	17	4	1	1
Information management / liaison	31	7	1	1
Humanitarian Affairs	59	13	3	4
Civil Military Coordinators	19	4	1	1
Total	443*		68	

Most members have more than one profile

3.3 Danish Red Cross

The DRK's roster has a total of 150 civilian and humanitarian experts ready for deployment to its Red Cross family: ICRC in the case of man-made crises or IFRC for natural disasters. Moreover, DRK has about 200 'development delegates' who are stand-by for short- and long-term bilateral development assignments. In some cases

experienced ‘development delegates’ are requested by IFRC for a short-term assignment in an emergency scenario. In most cases DRK responds positively to such requests. About 40% of the roster members are women and 60% men.

In the last couple of years an ICRC Rapid Deployment Unit (RDU) has been developed which selects pre-screened candidates. National societies pledge what capacity they are able to provide in an emergency: the DRK’s focus is on psycho-social support and base camp management, health and logistics.

In IFRC, DRK deploys roster deployees²² to Field Assessment and Coordination Teams (FACTs), the Emergency Response Unit (ERU) system, in health, psycho social interventions and other areas as appropriate.

The following tables show the substantial contributions of DRK roster deployees to ICRC and IFRC deployments.

Table 3.5: DRK’s contribution to ICRC civilian capacity, 2004-10

	DRK	Total national societies	DRK as % of total
2004	22	214	10.3
2005	23	179	12.8
2006	31	157	19.7
2007	15	115	13.0
2008	17	122	13.9
2009	11	170	6.5
2010 (to Mar)	12	153	7.8
Total	131	1,110	12.0

Table 3.6: DRK’s contribution to IFRC civilian capacity, 2004-10

	DRK	Total national societies	DRK as % of total
2004	53	N/A	N/A
2005	60	N/A	N/A
2006	49	N/A	N/A
2007	50	N/A	N/A
2008	47	N/A	N/A
2009	35	N/A	N/A
2010 (to Mar)	92	N/A	N/A
Total	386	N/A	N/A

The time frame of a deployment is between 2 weeks and 2 years.

To IFRC, DRK deploys delegates to FACT, the Emergency Response Unit system, to response preparedness, health, psycho social interventions and other relief experts as appropriate.

²² In RCRC terminology roster members are referred to as ‘delegates’. For comparability the term roster member and roster deployee are used in this report.

It should be noted, however, that the total DRK international deployments to IFRC/ICRC and bilateral deployments for 2008 and 2009 amounted to 114 and 111. These figures also include deployment of its own 'delegates'. There is in general a great demand for the DRK roster profiles and delegates which reflect the high quality of their roster deployees and staff.

3.4 MSF Denmark

There are currently approximately 70 humanitarian experts on the MSF Denmark roster including doctors, nurses, logistics officers, administrators and accountants, and Human Resources officers. Other categories (in less demand) include: midwives, anthropologists and psychologists. The overall aim of the roster deployments is to support MSF operations to provide assistance to populations in distress, to victims of natural or man-made disasters and to victims of armed conflict.

Between 2004 and 2008, MSF Denmark deployed 91 experts through MSF Brussels (compared with, for instance, 130 for Norway and 186 for Sweden). In 2010, 17 MSF Denmark roster members had been deployed to May, and 29 across 2009.

In addition to its contribution through OCB in Belgium, MSF Denmark also deploys stand-by capacity through its own bilateral programmes. Since 2007, some 155 roster members have been deployed in total. Table 3.6 shows MSF deployments, in terms of number and duration, from 2007 to June 2010.

Table 3.6: MSF Denmark deployments 2007-10

	2007	2008	2009	2010 (Jun)	Total
No of deployments	43	43	42	27	155
Months	326	228	203	74	831

MSF Denmark deployed 43 experts in both 2007 and 2008, and 42 experts in 2009 – mostly to crises in sub-Saharan Africa. By June 2010 it had deployed 27 experts. The average age of the experts is 40 (although most are in their 30s) and the average deployment lasts approximately four months. The distribution of profiles is shown in Table 3.7.

Table 3.7: Distribution of MSF deployments by profile, 2007-10

Profile	Number of deployments	% of total
Administration	24	15
Anthropologist	4	3
Field Coordinator	9	6
HR	4	3
Bio analyst	4	3
Logistics	32	21
Medical Doctor	31	20
Medical Coordinator	1	1
Mid-wife	5	3
Obgyn	1	1

Psychologist	1	1
Registered Nurse	37	24
Water & sanitation	2	1
TOTAL	155	

MSF Denmark primarily channels its roster experts for approval to OCB (one of the five headquarters) prior to deployment in the field. MSF Denmark is therefore in competition with several other European MSF rosters for the same posts. The main profiles supplied to MSF Belgium by MSF Denmark have been doctors and medical profiles. Between 2004 and 2008 MSF Denmark has provided 11 medical experts, 36 paramedics, 20 logisticians, 12 administrators, and nine finance experts.

4 Response capacity: strengths, weaknesses and challenges

4.1 The strengths of the Danish rosters

There is a general perception among the four partners – the UN agencies, the EU (CMPD/CPCC), ICRC/IFRC and MSF International – that the quality of Danish provision of stand-by capacity is high – not only in terms of the quality of deployees, but also in terms of responsiveness, preparedness and the quality of management. The specific strengths are as follows.

Ability to field relevant profiles

Across the four rosters, there is a recognised capacity to provide relevant profiles even as the demand for certain profile types is changing. The rosters are agile and forward-looking in anticipating and responding to evolving needs on a continuing basis.

Since its origin, the IHB/MFA has been able to change and adapt its focus and has delivered profiles in various fields from election observers to technical experts working with democratisation and civilian crisis management. Its contribution to the EU's civilian crisis management missions puts Denmark amongst the top providers in the EU27.²³

Similarly, the UN agencies are very satisfied with the range of profiles provided by the DRC, and the DRK provides an appropriate range of profiles to meet ICRC and IFRC needs. The DRC has been proactive in anticipating partner needs (through, for instance, frequent communication and the strategic nature of its partnership) and in building the strength of its roster in areas of need. The development of its camp management and camp coordination (CCCM) capacity is a clear example of this, and it has been pro-active and strategic in its support to UN cluster coordination lead agencies²⁴. Towards the end of 2009, the DRC developed approaches to child protection and civil-military coordination, with the objective of increasing the roster's

²³ European Council on Foreign Relations. 2009. 'Can the EU Rebuild Failing States? A Review of Europe's Civilian Capacities'

²⁴ COWI. September 2009. 'External evaluation of the DRC Stand-by Roster'

capacity in these sectors in terms of a greater number of qualified members, and increased funding for training and deployment.

MSF DK has had an active recruitment programme targeting universities and the private and public sectors to ensure the strength of its roster membership.

Clear comparative advantages

While the Danish rosters provide a good range of profiles, there are also clear comparative advantages – both in terms of ‘Danish’ qualities, as well as specific areas of expertise by roster.

With regard to the EU, there is a clearly perceived Danish added value when it comes to **democratisation processes** and the provision of election observers through the IHB/MFA roster (whose members are all Danish).²⁵ Denmark is also seen as a strong provider of **police** and **rule of law** expertise.

The UN agencies look to the DRC primarily for expertise in **protection, coordination, logistics** and **shelter**. The particular strengths of the DRK lie in **psycho-social support** and **base camp management** in terms of the ICRC; and in **telecommunications, logistics** and **non-food relief** as well as **base camp management** in term of IFRC. The particular strengths in Camp Coordination and Camp Management (CCCM) mean that the DRK is able to lead the CCCM Cluster Coordination activities under the IFRC CCCM Cluster Coordination lead.

Mission preparedness

Overall, the Danish rosters are highly effective in their deployment and mobilisation capacity, rapidly able to field mission-ready individuals who benefit from high-quality training and mission preparation. Deployees are generally available and can mobilise rapidly, and perform well relative to deployees across the board.

This is invariably a reflection of the quality of the pre-planning and planning work that is carried out in partnership between the rosters and their partners. For IFRC detailed Standard Operating Procedures for each ERU, joint ERU trainings, continuous development of tools, re-fresher training and seminars held by DRK between missions are pertinent factors which contribute to maintaining mission preparedness.

Similarly, based on the DRC’s performance since the start of their agreement in 2009, UNDP is seeking to upgrade its arrangement to develop a systematic plan for deployments to replace the ad hoc arrangement that has been in place so far.

Strong partnerships

The UN humanitarian reform process has not only prompted the Danish rosters to review and upgrade their portfolio of expertise, it has catalysed partnerships which go beyond ‘stand-by’ and the provision of surge capacity. The Danish rosters have an established reputation as traditional partners – the DRC is one of a core of around four providers of stand-by capacity to the UN agencies, out of up to 18 in total. It is among the longest-standing partners to UNHCR and UNICEF, and one of their top providers in terms of numbers of deployments (despite relatively modest funding). The DRC is a

²⁵ Interviews with MFA, May-September 2010

clear leader in terms of the strength of its relationship with partners and its proactive efforts to build partnerships.

The strength of Danish partnerships is exemplified on a number of fronts:

- **Strategic** Both the DRC and DRK are invited to participate as equal partners to the UN in sharing lessons learned and best practices in humanitarian response delivery at Cluster Coordination meetings. They contribute to the development of international guidelines and policy making decisions. The DRC has also recently joined a Cluster Coordination project funded by DG ECHO together with UNHCR and other stand-by partners which involves the development and facilitation of Cluster Coordination training.
- **Reliable and responsive** All rosters are able to respond effectively to requests within their allocated budgets. Beyond its ability to mobilise relevant profiles at short notice, the DRC responds effectively and constructively to all requests, even where it is not able to field experts. The DRK is also considered a highly reliable partner with a good understanding of what the ICRC/IFRC is looking for and how the process works.
- **Flexible** The UN agencies view the partnership with the DRC as very flexible. The main recognised strength is that the DRC is able to adjust and respond to new demands such as Cluster Coordination and civil-military profiles (although the deployments of civil-military profiles remain low) in an effective manner.

Effective communications The DRC, DRK and MSF Denmark maintain frequent contact with their partners which ensures that they are always up to speed with latest developments and thinking and can provide feedback on operational or strategic issues as they occur. This also ensures that they maintain a current understanding of partner requirements and processes.

The scope of communications networks also ensures effective coordination and capture of best practice. There is active communication, for instance, among the Red Cross national societies and particularly among the Nordics (Sweden, Iceland, Finland, Denmark and Norway) which was evident in the large deployment for Haiti.

- **Close, personal relationships and institutional memory** Relationships with the DRC and DRK, in particular, tend to be long-standing and personal. For instance, some of the DRK staff have worked with the ICRC consistently over a period of 20 years and they have built up a good understanding of Red Cross principles.
- **Language skills** One of the clear advantages of the DRC is its openness to non-Danish candidates in line with the south-south cooperation, which has strengthened the breadth of the profiles it is able to offer.

Access to remote and fragile environments

A particular advantage of NGO partnerships for UN agencies is their access to remote locations. Both the DRK (and ICRC/IFRC) and MSF Denmark, in particular, are able to mobilise to areas where even the UN is not able to operate, providing unique access to the most vulnerable populations.

Management and administrative strength

The effectiveness of the DRC in particular and DRK and MSF Denmark, lies in the quality of their management and administration, the strength of their systems and their professional approach to recruitment. Their engagement in proactive, personalised relationships with partners, engaging on a strategic as well as day-to-day operational level, means that they are constantly able to fine-tune their partnerships – and the systems and processes on which those partnerships are built. This strengthens their ability to respond promptly to requests for assistance and deal effectively with operational issues.

Both the strength of the partnerships and their management and administrative strength are a function of size. DRC, DRK and MSF DK are currently at a size – in terms of the team managing the roster as well as the size of the roster – which allows for close, personal attention and one-on-one relationships.

4.2 The weaknesses of the Danish rosters

It should be pointed out that the Danish rosters are, by consensus, considered to be strong and where there are weaknesses these are usually related to more structural factors, such as general availability of certain profiles. The key weaknesses specific to Denmark are as follows.

- **Career planning** All rosters (but particularly MSF) face difficulties in retaining relevant expertise due to a lack of career planning which incorporates and reflects their humanitarian service. The rosters do not provide adequate incentives to retain and build on critical profiles and their investment in training. The DRC, however, has recently put more emphasis and implemented this into its 2010-2012 strategy following an external evaluation of the DRC Stand-by roster in 2009.²⁶ Further, DRK currently works towards enhancing its roster members competencies through training and not only to a relief ERU mission but also for a recovery mission or in addition to health missions also be deployed to a psycho-social mission. This not only add more value to the RCRC operations with delegates having a broader profile it also increases the deployment opportunities for the roster members. Overall it is meant to enhance the loyalty towards DRK and give the roster members a career opportunity and/or an opportunity to complement their primary job profile. This strategy is expected to balance training investment and turnover.

- **Language skills** The Danish rosters with the exception of the DRC were considered to be weak in their ability to field candidates with fluency in some of the most important languages of international humanitarian work – French, Arabic, Spanish and Portuguese. Although DRK and MSF Denmark rosters also are open to other nationalities there are few non-Danish roster members in their database with the requested language skills.

- **Duration of missions** The DRC imposes strict limits on the length of deployments. Its limit of six-month in the case of WFP was noted as sometimes posing a constraint for the continuity of WFP's work. This is likely to become

²⁶ COWI: External Evaluation of the Danish Stand-by Roster, September 2010

more of an issue as demand shifts to broader roles in, for instance, stabilisation or governance, which are not necessarily served by the short-term nature of stand-by deployments.

- **Gender balance** There is a slight gender imbalance at the Danish rosters except for the MSF. However, it should be noted that MSF Denmark has gender balance with 49 per cent of deployees being women. Since 2008, the IHB/MFA has made efforts to improve gender balance and has about 35 per cent women in its database today. However women still make up just 24 per cent of the actual IHB/MFA deployments and this remain a key weakness.
- **Budget** There is a view that, given the strength of some of the Danish rosters, they should receive greater funding so that they are able to deliver a greater volume of stand-by capacity.

4.3 Challenges and opportunities facing the Danish rosters

Notwithstanding the general satisfaction of partners with Denmark's provision of stand-by capacity, there remain outstanding gaps, as well as emerging requirements in areas in which capacity is being gradually built up. Competition among UN agencies for DRC resources suggests there is some unmet demand – and therefore opportunities for Denmark to expand its provision of stand-by capacity if it can build a suitable portfolio of available expertise. The key areas of need are:

- **UNHCR** Protection, field monitoring, water and sanitation, site engineering, physical planning, logistics; Cluster Coordination;
- **UNICEF** Education, nutrition, child protection, logistics, communications in emergencies, disaster risk reduction, Water, sanitation and hygiene (WASH), coordination and cluster coordination, emergency management;
- **WFP** Logistics, ICT, GIS, construction;
- **UNDP** Early recovery and Cluster Coordination;
- **OCHA** Cluster Coordination, civil-military profiles;
- **UNDAC** Senior emergency response, Cluster Coordination;
- **EU** election observers, police, rule of law experts (prosecutors, judges, prison and detention staff, law reform, customs experts), civil protection, human rights, monitoring, and mission support functions (including HR, finance and administration support);
- **OSCE** election observers;
- **ICRC/IFRC** Medical, relief, communication, logistics, protection, psycho-social support, Early Recovery, IT/telecom, shelter, communications and base camp management; Cluster Coordination;
- **MSF** Doctors, nurses, paramedics, water & sanitation, logisticians, administrative and finance officers (generalist positions); and increasing needs in gynaecology, anaesthesia, surgery, ER doctors, operating theatre nurses (specialist positions).

Across the UN and EU there is continuous demand for stand-by personnel at headquarters and more strategic levels to assist with concept and strategic policy development and the UN Cluster Coordination.

The overview highlights areas of need where Denmark is already strong and which provide opportunities to build on that strength and deliver expanded capacity – protection, logistics, Cluster Coordination. In other areas, Denmark (IHB/MFA along with most other providers) currently struggles to identify relevant profiles – rule of law and mission support, for instance.

5 Response capacity: efficiency and effectiveness

This chapter examines the effectiveness and efficiency of the Danish IHB rosters, including recruitment and deployment procedures, training procedures, administration and management. The chapter finally explores the possible synergies between the rosters.

5.1 Recruitment and deployment

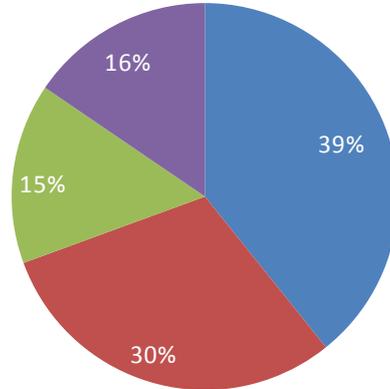
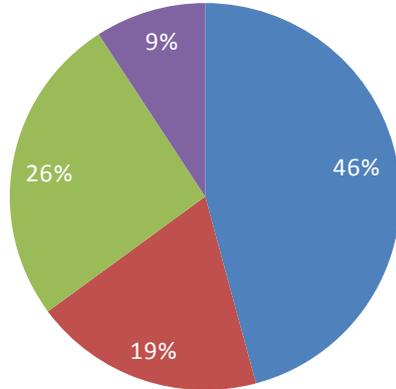
For 2010, the IHB received DKK63 + DKK 6²⁷ million in total from the MFA, of which the IHB/MFA received DKK30 million, the DRK DKK17 million, the DRC DKK12.5 million and MSF DKK6 million (DRC received DKK10 million followed by a further DKK 2.5 million).

Figure 5.1 and Figure 5.2 show, respectively, the share of funding allocated to the four rosters and the share of Denmark's total stand-by capacity provided by each of the rosters.

²⁷ *Supra* note 2

Figure 5.1: Funding to IHB rosters, 2010 (DKK million)

Figure 5.2: Available members of IHB rosters, 2010



■ IHB/MFA ■ DRC ■ DRK ■ MSF DK

■ IHB/MFA ■ DRC ■ DRK ■ MSF DK

This indicates funding, per available member, ranging from DKK113,333 for the DRK to DKK41,667 for DRC with an average of DKK79,409 (Table 5.1). It suggests greater value for money is currently being delivered by DRC.

Table 5.1: Funding to IHB rosters relative to size, 2010

	DKK m	Size of roster	Funding per available member, DKK
IHB/MFA	30.0	390	76,923
DRC	12.5	321	41,667
DRK	17.0	150	113,333
MSF DK	6.0	70	85,714
IHB TOTAL	65.5*	931	79.409

* Includes additional funding to DRC. ** The IHB/MFA figures include costs for additional equipment required to CSDP missions

The DRK is the most 'efficient' in terms of mobilising the highest proportion of its database (Table 5.2). Arguably, the DRC Stand-by roster, with the largest database relative to numbers deployed is perceived to be the most effective in terms of quality of experts (including linguistic skills) and responsiveness.

Table 5.2: Deployments relative to roster size,

	Size of roster	2009 deployments	Ratio
IHB/MFA	390	151	2.58
DRC	321	68	4.41
DRK	150	111	1.35

MSF DK	70	42	1.66
IHB TOTAL	994	341	2.50

5.1.1 *Recruitment and deployment procedures*

IHB/MFA

There are currently 390 humanitarian experts on the IHB database of which approximately 200 can be deployed for EU or OSCE election observatory missions. Denmark also supplies UNDAC with senior humanitarian experts to onset emergency context through the IHB/MFA roster and through an MFA/DEMA roster, although the number and duration of deployments is small (three to four weeks).

The members of the roster are voluntary, with participation conditional upon approval by the employer. A salary is provided according to the nature of the assignment.

The main profiles registered and being deployed are election observers, police, rule of law experts (prosecutors, judges, prison and detention staff, law reform experts), civil protection, human rights, monitoring, and mission support functions (including HR, finance and administration support).

The role of the administrator of the IHB/MFA, NIRAS, is to assist the MFA in identifying IHB/MFA members for deployment. This is almost entirely done through the use of a database which NIRAS took over from the MFA in 2008. In addition, key experts may be identified through the MFA and/or through a National Contingent Leader²⁸ who provides periodic information to the MFA on acute deployment needs and upcoming vacancies in CSDP missions. The latter is strictly coordinated by the MFA, which also has a particular interest in recommending senior IHB/MFA roster members to high international positions.

As highlighted by a number of interviewees, there have been technical difficulties with the IHB/MFA database, not uploading information from roster members who were updating their profiles. NIRAS and the MFA have looked into this and met with Germany's Centre for International Peace Operations (ZIF) in March 2010 to look at other systems. The poor operational functionality of the database constitutes a real risk if not immediately remedied as the database is the primary tool for recruitment.

The annual demand is approximately 100-150, with about 20 per cent funded by the EU and the remainder funded by the MFA. There are approximately 90 deployments a year to election missions while 50-60 are deployed to longer-term missions mainly CSDP missions.

Interested roster candidates can register online, although the IHB/MFA roster is temporarily closed to new applications. NIRAS reported that it would reopen when the need arises. The IHB/MFA roster is only open to Danish experts and there is a shortage of French, Spanish and Portuguese speakers. In terms of profiles, there are

²⁸ At each CSDP mission there is a National Contingent Leader (often the most senior amongst the Danish deployees) who submits a monthly report to the MFA about the mission.

gaps in rule of law and logistics experts with experience in fragile environments. There is also a gender gap, although since the roster was outsourced in 2008, there has been an intensified effort to improve gender balance with women making up some 35 per cent of the roster today, and 24 per cent of MFA-funded deployments (30 per cent of deployments including EU funded positions). There has also been an effort to recruit younger members (although the average age is declining it remains high) as age can pose a constraint in fragile states where there are poor health facilities as well as younger experts would be able to match the overall criteria requested by the EU.

The IHB/MFA roster has an effective system for rapid response. Since the service has been outsourced it has not missed a deadline in responding to requests.

However, the actual deployment procedure can be quite lengthy as it can take up to six months to mobilise deployees due to the several stages of the process from identification of need at field level, to the Call for Contributions (CfC) launch, selection and actual deployment. This has created frustration among IHB/MFA members, and also amongst other rosters such as the National Police roster. These frustrations have been aired at central government level.²⁹ The IHB/MFA (and in particular the MFA) therefore works actively with the National Contingent Leader at the CSDP mission to obtain information on vacancies and deployment needs. Other Member States, in particular Finland, France, Germany, Sweden and the United Kingdom, are very strategic and proactive in the identification of future needs and profiles and there is clearly competition amongst Member States over high profile secondments.

It also appears that many IHB/MFA roster members have received training but have never been deployed and remain inactive. There reasons for this may be diverse such as the overall demand for their profile. To further standardise the recruitment and training procedures it may be considered to adapt to the EU Goalkeeper system and its three interlinked applications (School master, Headhunter and Registrar).

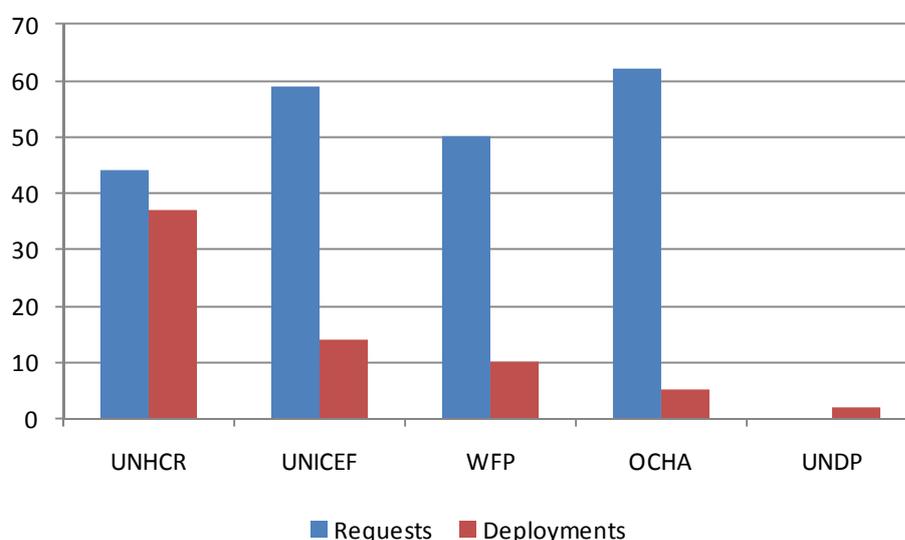
Danish Refugee Council

As of August 2010 the DRC stand-by roster had 321 humanitarian experts. The main profiles are in protection (refugees and IDPs), child protection, camp and emergency management, logistics, humanitarian affairs. However, other profiles within information management, civil-military coordination, Cluster Coordination and early recovery are increasingly in demand and may in the near future be among the main profiles.

Over the course of 2009, the DRC received 215 requests from its four main UN partners, UNHCR, OCHA, UNICEF and WFP, for missions in 45 countries. It responded to 86 requests, although not all nominated DRC members were selected. In sum, 68 experts were deployed for a total of 325 months, to 34 different operations. UNHCR accounted for a majority share of DRC deployments, 54 per cent. The second most receiving UN partner in 2009 was UNICEF with 21 per cent followed by WFP with 14 per cent. OCHA received 8 per cent and UNDP 3 per cent of DRC deployments (Figure 5.3). DRC's average response rate in terms of deployments vs requests is 32 per cent.

²⁹ Denmark and the Netherlands have as a consequence put forward a joint proposal for revision of the selection and deployment procedure for seconded personnel to civilian CSDP missions.

Figure 5.3: DRC responsiveness – requests and deployments, 2009



The particularly low rate of response to OCHA reflects the more competitive environment as OCHA distributes all requests to all partners, and the fact that DRC profiles are less matched to its emphasis on Humanitarian Affairs Officers and Information Managers.

The DRC roster is open three times a year for applications, and only accepts online applications. Its database system, EPOS, was implemented in April 2009. As the Danish Data Registration Act stipulates that CVs can only be filed for a period of six months, all roster members are therefore required to confirm their membership on a regular basis. At the same time, new terms of membership were introduced and members are now obliged to commit to a rigorous set of conditions.

In 2009, the DRC received 384 applications, of which 50 were successful. In 2008, the roster accepted almost 100 new members. This decrease is a result of a more focused and critical screening of applicants as the DRC works towards a consolidated membership base, which is characterised by a larger degree of specialisation in a smaller number of selected sectors.

All UN agencies interviewed³⁰ rate the DRC stand-by roster very highly. Its effectiveness lies in the quality and diversity of the roster candidates as well as its short response times and flexible recruitment and deployment procedures. Its 72-hour response mechanism is a core strength, particularly compared with other stand-by partners and often lengthy UN procedures. The DRC roster's openness to nationalities other than Danes is considered to be a comparative strength, providing real added value in terms of more adequate availability of the profiles in demand. Furthermore, its ability to respond to requests regardless of geographical location demonstrates a

³⁰ Interviews held with OCHA, UNHCR, UNICEF, UNDP and WFP in June and July 2010

strength and flexibility when compared with other stand-by partners. UNICEF, OCHA and UNDP find that it is particularly advantageous that the DRC roster can respond to both man-made and natural disasters. The quality of employees is also attributed in part to the quality of the training provided by the DRC.

Some 39 per cent of the DRC roster is made up of women, which shows a slight gender imbalance.

To strengthen recruitment, the DRC runs a mentor programme which aims to build capacity and provide field experience among highly motivated junior candidates with relevant educational and/or professional backgrounds. Mentor candidates are identified by the DRC some apply directly for the mentor programme, while others are offered this option if they do not meet the standard criteria for roster membership. Deploying a mentor candidate can happen in two different ways:

- A UN agency identifies a suitable position and advertises for candidates among stand-by partners.
- The DRC identifies a qualified candidate and contacts a relevant UN organisation to request mentor deployment.

However, limited funding affects the overall recruitment and efficiency of its UN partnerships and remains a key weakness. DRC usually runs out of funds in June/July, and experiences a temporary hiatus in its ability to deploy experts until it receives supplementary funding from the MFA. Not only does this mean that there is a risk that the DRC will not be able to respond in the event of an emergency occurring during that period, this hiatus is sometimes anticipated by its partners and demand drops accordingly. It is therefore necessary that the DRC is looking into diversifying its funding mechanism as they recently started and were successful in obtaining additional funds for the roster from DG ECHO.

Danish Red Cross

The current capacity of the DRK roster is approximately 150 humanitarian experts (350 if 'development delegates' are included). The profiles range from medical, relief, communication, logistics, protection (ICRC) and emergency capacity in psycho-social support for the longer term roster deployment; to relief, logistics, medical, IT/telecom, shelter, communications and base camp management for the shorter term roster employees. Strategically, there is an increased focus on early recovery and linking relief with development. Some on the roster are also in-house DRK staff.

The key strength of the Danish Red Cross roster is its ability to rapidly (within a few days) deploy high quality expertise, which ranks highly in comparison with other national societies from the point of view of the ICRC, and equal to other national societies from the point of view of the IFRC.³¹

Recruitment and deployment of experts to ICRC and IFRC crisis operations appears relatively easy, perhaps due to a positive perception of the Red Cross societies in general and loyalty to the Red Cross humanitarian mandate and work.

³¹ Interviews held with IFRC and ICRC in May and June 2010

Interested candidates can register online. Although the roster is open to nationalities other than Danes (seeking to encourage 'south-south' cooperation), the bulk of the membership remains Danish which, according to the Danish Red Cross, has historically been encouraged by the Danish MFA.

The DRK has a database for the roster, which is being expanded to capture more information of each roster member and thereby improve search possibility. DRK currently takes part in the exchange of experiences on matters such as database management with MSF DK, DRC and NIRAS. The roster suffers from some ad hoc procedures and the database is not always used to identify the candidates for a deployment. The person who administers the roster has a long 'institutional memory' and this may be an additional factor to the technical reasons why the database is not always used as an effective tool for every deployment.

The Disaster Management Unit (DMU) within the International Department and the Human Resources (HR) Department (established in 2009), work closely together in recruitment and deployment of roster members. The HR department is overall responsible for a systematic and professional recruitment aligned with the job profiles demanded by DMU unit as well as the administration. The DMU is responsible of the missions and the budget.

This institutional memory is built on debriefings, and systematic appraisals of roster deployees, which are recorded in the DRK database. Both technical aspects and overall performance are reviewed by the Disaster Management Unit (DMU) together with HR after each deployment in order to continuously learn from the latest experiences.

Shortage of language skills, particularly in Arabic (a shortage common to most rosters), but also French and Russian is a key weakness. The ICRC and IFRC are working with national societies to promote recruitment of these skills; and the Danish Red Cross is working with several universities in Denmark to promote the RCRC and potentially to recruit members.

The actual DRK deployments to ICRC/IFRC from 2000 – 2010 is around 30-35 per cent and thus show a slight gender imbalance.

MSF Denmark

The key focus area of the MSF Denmark roster is the provision of (medical) assistance to victims of natural disasters or man-made conflicts. As of September 2010, the roster stood at 70 members. These experts comprised of doctors, nurses, logistics officers, administrators and accountants, human resources officers. Other categories (in less demand) include: midwives, anthropologists and psychologists.

MSF Denmark enjoys substantial loyalty from its members, which ensures it is reliably able to second deployees through a rapid response mechanism, which is able to mobilise within a few days, and streamlined recruitment criteria and procedures. MSF seeks to ensure it builds on lessons learned and to maintain knowledge gained through field experience by ensuring that, as much as possible given resource constraints, all members accepted to the roster are active. New members are typically sent out within six months of being accepted on the roster.

As with the other IHB rosters, all interested candidates can register online. The recruitment procedures are transparent and swift. Candidates are selected according to MSF selection criteria which are generic for all its offices. Due to the nature of the assignments, the qualifications needed and the low salary received, MSF Denmark is proactive in its recruitment, reaching out to universities and the private and public sectors. All nationalities are in principle accepted to the roster as long as they have residence in Denmark and pay tax in Denmark. Yet, it is almost entirely Danish nationals who currently are on the roster.

There is a significant turnover of staff. The average number of postings per roster member, before they leave the roster, is 2.5 assignments. The requirement to be available for six months for the first mission may be a disincentive for the best candidates. OCB, however, finds the quality of the MSF Denmark experts to vary from expert to expert. OCB stressed that MSF Denmark's low retention rate is an indicator of the quality of its roster deployees. Only 5 per cent of the MSF DK roster experts are retained for a period of more than two years according to available statistics. This is a key weakness for MSF Denmark and its Scandinavian sister rosters compared to other MSF rosters such as Italy and Belgium which have much higher retention rates.³² The diversity of the profiles on the MSF Denmark roster is considered to be a comparative strength. OCB, however, stressed that it would like to have a larger pool to choose from as well as candidates who can commit for longer than a year.

MSF Denmark attributes the high turnover of staff in Denmark to the hardship of postings combined with very low pay and incentives. Given the low unemployment and the high salaries in Denmark, it is quite difficult if not impossible to persuade doctors in Denmark to commit for more than one year to an MSF deployment to a fragile state.

MSF Denmark has managed to create gender balance on its roster in accordance with Denmark's overall National Action Plan for implementation of UNSCR 1325 on Women, Peace and Security – although it should be noted that nearly 24 per cent of deployees are nurses. Between 2007 and 2010, 49 per cent of deployees have been women.

Table 5.3: Denmark's contribution to MSF civilian capacity

	2007	2008	2009	2010	Total
No of deployees	43	43	42	27	155
Women as % of total	60	49	40	44	49

5.2 Training procedures

Across all four rosters, there was widespread support from the UN agencies, the EU, ICRC/IFRC and MSF International for expanding the languages offered by roster members. There are particular shortfalls in French and Arabic; Spanish, Portuguese and Russian are also in high demand.

³² Interview with MSF Belgium (MSF HQ), June 2010

IHB/MFA

As a general requirement, all IHB/MFA roster members need to undergo a two and a half day core yet basic training course, security training (known as Hostile Environment Awareness Training, HEAT)) and, more recently, also a first aid course prior to their first secondment. The training is provided by the MFA Competence Centre (MFACC) although both the MFA focal point under IHB/MFA and NIRAS are closely involved in the preparation of the courses. The HEAT course is run by DEMA. NIRAS assists with the selection of IHB/MFA roster members for these courses as well as in the selection of members for thematic IHB/MFA courses which include, for instance, international human rights standards and international humanitarian law, conflict management and election monitoring.

In 2009, 22 roster members from IHB/MFA participated in various training events, including UNDAC refresher courses, EU election observation courses and Civilian Response Team (CRT)³³ courses.

The three day HEAT course is considered to be of high quality and particularly relevant. It is run by DEMA and uses case studies and simulations of hostage situations.

Although participants usually provide positive feedback on the basic pre-departure courses, several participants interviewed question the relevance and cost efficiency of the basic training course which is generic and very short. It takes the form of a briefing rather than training and includes all IHB/MFA roster profiles, from short-term OSCE election observers to long-term deployees to CSDP missions. Others took part in training a long time ahead of the actual deployment. This raises questions as to the efficiency of procedures for identification and of candidates. From interviews with several stakeholders it is clear that if the courses offered are to be relevant they need to more than briefings and much more specific, and in particular the basic mandatory course offered need to provide a better balance between theory and practice than what is currently being provided.

Although difficult to avoid, there are also issues of duplication: one interviewee had received similar advanced up-to-date training while participating on a CSDP mission as well as training in first aid, but was nevertheless requested to participate in similar or perhaps more basic training³⁴. The CMPD confirmed that it is indeed the national authorities that are responsible for pre-deployment training and not the EU mission, but recognises that some overlap may occur as some member states are less prepared than others when it comes to pre-deployment training. This was the case with regard to the EUMM in Georgia, where it soon became evident that several member states had not fulfilled their training obligations, or had put forward staff who did not have adequate skills.

To improve the management and standardisation of training for CSDP missions, in 2009 the EU introduced a software environment called 'Goalkeeper'. Goalkeeper is

³³ The CRT Induction Training Course is organised by DEMA and falls within the European Community Project on Training for Civilian Aspects of Crisis Management. It is an induction training course, yet it is 11 days and combines theory and practice.

³⁴ Interview with IHB/MFA roster members, May-June 2010

intended to support capability planning and development for civilian aspects of CSDP crisis management; and contribute to support mission planning, preparation and deployment. The 'Schoolmaster' application which is part of Goalkeeper provides a facility for member states to make available all their national training activities within the annual EU Training Programme.³⁵ The IHB/MFA and the Danish EU Representation in Brussels is closely following the development of the School master application. In view of the fact that the EU CSDP missions take up the vast majority of the IHB/MFA funding the Schoolmaster application, it may be an opportunity for Denmark to fully support and implement this standardised application system.³⁶

Danish Refugee Council

As part of its overall objective to continuously develop the skills of its members, the DRC provides three levels of training: its own in-house training, UN training and the mentor programme described above. The DRC training programme consists of five courses:

- **DRC Stand-by Roster Induction** A three-day mandatory course to introduce new members of the roster to the DRC and the roster, present key UN partner organisations and prepare the members to work as DRC-deployees to the UN. This is the last step of the recruitment process and serves to assess the new members' individual capabilities and skills.
- **Protection** A three-day course to introduce the members of the roster to protection in different scenarios such as acute emergencies, protracted emergencies, post conflict and longer-term rehabilitation in both refugee and IDP settings. The training is mainly for members with previous protection experience and the aim is to develop and discuss hands-on approaches when working with protection in emergencies.
- **Durable Solutions and Early Recovery** The purpose is to introduce members of the roster to concepts and tools in the work with durable solutions in situations of forced displacement.
- **Camp Coordination and Camp Management** The objective is to strengthen the camp management profiles of the roster.
- **Cluster Coordination** The objective is to strengthen the cluster coordination profiles of the roster and the training focus on leadership and coordination skills (since August 2010).

In collaboration with UN partners, emergency roster experts are offered specialised training within their field of profession provided by the UN agencies:

- **UNHCR** Emergency management, protection;
- **OCHA** Comprehensive introduction to OCHA, its work and mandate;
- **UNICEF** Protection of the child, communication;
- **WFP** Logistics training, communication;

³⁵ Council of Europe. 6 May 2010. 'Draft Comprehensive Annual Report on ESDP and ESDP-related Training (CART) 2010'

³⁶ See Libra Advisory Group. September 2010. 'Review and Upgrade of Denmark's Civilian Capacity' for further detail on this option

- **UNDP** Early recovery.

Since it signed its agreement with the DRC in 2009, UNDP, for example, has trained 7-10 DRC roster members in early recovery and cluster coordination. They plan to train as many personnel as the DRC can provide. Yet, the DRC has only so far been able to identify and deploy a few roster members to UNDP's (early recovery) missions in 2009 and 2010. This is a consequence of having to deal with limited funding and needing to set priorities.

In recent years the DRC roster has intensified its training efforts for deployees. Its protection training has received very positive feedback from OCHA and participants who have also received similar ProCap training.³⁷

All UN partner agencies welcome further cooperation on training with the DRC as it provides an opportunity to meet, evaluate and coordinate team efforts.

Danish Red Cross

Once selected, roster members are prepared for deployment through a Red Cross basic training course (International Mobilisation and Preparation for Action, Impact). The first part of the course is on-line training and the second part takes place through a workshop. Ideally, the roster deployee also receives security training on an IFRC security course, which also consists of an online part and a workshop part. Emergency Response Unit (ERU) specialists are also trained in the specifics of their field. Training is provided for several Red Cross national societies at a time, so roster deployees will often have a chance to meet their international colleagues prior to deployment. This aspect of the training can be very important in emergency situations.

In addition to the basic, security and ERU training for ERU roster deployees, the ICRC/IFRC offer a broad range of courses in every field in which the DRK is working: Relief, IT/Telecom, International Humanitarian Law, Recovery, Water and Sanitation and Logistics.

In 2009 DRK held Stress Management and Logistics ERU basic training which was funded by the IHB grant. In 2010 the following training seminars financed under by the IHB grant has been held or is planned for the remainder of 2010: IMPACT, ERU refresher training, Cash intervention training, Climate change adaptation, Psycho-social "add on module" and team leader training.

Across the interviewees it was agreed that the systematic training and meetings help to update and 'refresh' roster members' competences, and attitude and engagement for employment in the near future is assessed. Training is a key factor in keeping the roster dynamic and vibrant as well as a 'loyalty enhancer'. Although the ICRC/IFRC and DRK training courses are generally considered very relevant and tailored, there are also some roster members who have received training long before actual deployment or even an area that they were never deployed to.³⁸

³⁷ Interviews with training participants; COWI. September 2009. 'External Evaluation of the DRC Stand-by roster'

³⁸ Interview with roster members ('delegates'), May 2010

MSF Denmark

All MSF roster members undergo a one week mandatory preparation course which includes a security module. Doctors and nurses are offered some additional days. Logistic officers are offered one extra week's training at MSF International in Brussels. Administration and human resource staff may also receive additional training although the procedures are ad hoc and vary. Once admitted to the preparation course one is sure to be deployed. The training is usually kept close to deployment, with a maximum of six months elapsing between training and deployment.

In general, MSF's offer of training and refresher courses is a key weakness. Although the mandatory preparation course is considered relevant, a separate security course and additional tailor made courses would be of key added value particular as the MSF roster deployees are often deployed to extreme hardship posts and fragile environments.

There is a shortage of French speakers which are in high demand and it may be an investment to provide some language training for those who have an intermediate level of French so that they can be seconded to francophone countries.

5.3 Administration and management

IHB/MFA

Since September 2008 the MFA's IHB roster has been fully administered by NIRAS. The contract began in April 2008 and has recently been extended for another two years to 2012. The MFA, however, continues to take an active part in the identification and selection of personnel and has retained policy and strategic decision-making responsibility with regard to deployments.

The first task for NIRAS was to draft an administration manual. A 'Manual of Practical Aspects of the International Humanitarian Service' was published in January 2009³⁹ and a third edition is on its way. This manual is considered to be a useful tool as it sets out operating procedures with regard to the management of the IHB/MFA roster, roles and responsibilities, and procedures for communication between NIRAS and the MFA. NIRAS meets informally with the MFA on a monthly basis and submits monthly reports on activities and outputs⁴⁰.

The overall funding for 2010 and previous years has been DKK30 million of the overall DKK63 + DKK6 million allocation to the IHB/MFA. This budget limits the activities NIRAS is able to complete. In 2010, for instance, it had utilised almost all the funds for the year by June. The largest share of the funds is allocated to long-term CSDP deployment and salaries.

Some IHB/MFA roster members felt that response time under NIRAS can be rather slow – even in the case of simple queries – and there is an inordinate reliance on the MFA for answers. Others have not experienced any problems. Since the roster has

³⁹ 'Administrativ manual og vejledning for administrationen af Det Internationale Humanitære Beredskab' January 2009

⁴⁰ Examples were given to the consultants

been outsourced to NIRAS there has been increased visibility through a regular stream of email notices on its activities and through monthly IHB newsletters.

The identification and recruitment of short-term election observers for the EU or OSCE does not require much administration and generally runs smoothly. The process can be more complicated in the case of the deployment of longer-term election observers (from one or two months), who require different expertise and, in some circumstances, specific language skills. This can make it more difficult to identify an available expert.

The administration of longer-term contracts is more demanding and time consuming for NIRAS. The vast majority of these posts (50-60 on an annual basis) are seconded to CSDP missions, where recruitment is via three or four CfCs a year. This allows time for the IHB/MFA to identify candidates and respond to requests.

Since the outsourcing the close contact between the administrator and the demand institutions has visibly reduced. Neither CMPD and CCPC knows much about the overall administration of the IHB/MFA. Close contact between the MFA, the Danish EU Representation and the CMPD and between the EU Representation and the CCPC is mainly at policy level. There is little contact between NIRAS and the CCPC or the EU missions as all coordination is done through the Danish EU Representation in Brussels. The risk of a division between policy and administration is that the roster members turn to both the MFA and NIRAS.

With regard to monitoring and evaluation of deployments, for every mission a briefing is given by NIRAS and a representative of the MFA from the respective country desk. Upon return a debriefing is arranged with the MFA country desk. Deployees are also asked to complete a written evaluation for NIRAS. Currently, there is no formal requirement or arrangement for a mid-term debriefing for longer-term assignments. However, several IHB/MFA roster deployees are frequently in contact with the IHB/MFA and the MFA, sharing policy papers and lessons learned during the assignment.

Danish Refugee Council

Prior to 2010, the DRC received DKK 10 million annually in accordance with the Danish Finance Act. Additional funding of DKK 1.5 - 3 million is usually provided from various MFA funding pools.

In 2010, the DRC roster has received DKK12.5 million of the overall DKK63 + DKK 6 million allocation to the IHB, plus a further DKK1 million from DG ECHO project funds in partnership with UNHCR. Thus, for the first time, the DRC has been able to diversify its roster funding pool. This is considered an administrative strength as inadequate funding has been considered a major weakness of the DRC roster, creating difficulties in keeping members loyal and active. Inadequate funding also weakens the DRC's relationships with UN partners as mutual commitments cannot be fulfilled across the year. With additional funding the DRC could respond more comprehensively to requests from UN partners, offer more deployments to its members on a more frequent basis and provide more regular training courses in between assignments.⁴¹

⁴¹ COWI. September 2009. 'External Evaluation of the DRC Stand-by Roster'

The liaison and informal cooperation between UN partner agencies and the DRC stand-by roster unit is considered a main strength and added value.

Since the evaluation of the DRC stand-by roster in 2009, the DRC has strengthened its procedures to monitor and evaluate deployments and in 2010 they have introduced mid-term oral debriefings to better monitor the effectiveness of the deployments.⁴² UN agencies have also standardised their performance evaluation report making it easier for the DRC and other stand-by partners to compare and monitor the performance of deployees.

Danish Red Cross

There is regular informal contact between the DRK and ICRC and IFRC, and the overall administration and management of the roster members is regarded as good by ICRC/IFRC as well as by roster members. Roster members are kept well informed, and are reminded to update their profiles and informed about deployments and opportunities by the roster unit and at annual meetings of deployees.

In 2010 the DRC's roster received DKK17 million of the overall DKK63 + DKK6 million allocation to the IHB. The amount is not considered sufficient by the Danish Red Cross, as the demand for roster members by the ICRC/IFRC is greater than can be accommodated. With additional funding the DRK could respond to more requests, and offer more deployments to ICRC/IFRC.

MSF Denmark

The overall administration is run by a roster unit within the Human Resource department. The key strength is the responsiveness and ability to respond to the overall requests. Moreover, another key strength is the flexible and customised approach to its roster deployees. Roster deployees are serviced and all roster deployees go through a mandatory psychological consultation upon return where the deployees can 'unload' their experiences from working in a remote and fragile environment. Yet, the monitoring and evaluation remain while being seconded remain limited and it may be useful to introduce a mid-term briefing for the long-term deployees.

There are a regular weekly contact between MSF Denmark and OCB and the administration and management of the MSF Denmark roster is regarded satisfactory.

The overall funding is seen as a weakness to respond to requests and be able to offer language training and adequate training courses. Out of the overall funding of DKK6 mill about 15 per cent of the costs goes to salaries. They only second approximately 42 persons per year a year and the remuneration follow the global scale applied by all MSF offices. The majority of the costs are allocated to deployment costs in the field. Approximately 7 % of annual budget goes to administration costs.

5.4 Synergies

There are various synergies which could be realised through the creation of a single deployment mechanism which would safeguard the pluralism of the four rosters while

⁴² Interview with the DRC roster unit, May 2010

enhancing coordination and harmonisation (and might also include other relevant rosters such as those of the National Police and DEMA⁴³).

A single mechanism could arguably add value to the existing roster arrangements for various reasons. It would be more cost-efficient to have only one mechanism, and Denmark's civilian response capacity would become more visible and holistic⁴⁴. Currently all four rosters have different procedures, different incentives and different career paths. This causes frustration when deployees compare their terms of employment to those of other deployees in the field. It also leads to frustration amongst the deployed staff and unnecessary time spent for the roster administration staff in answering questions which would potentially have been avoided or at least limited in the case of a single mechanism or better guidance (e.g. from a handbook). At the EU level, several member states are looking into ways to further centralise their rosters. If Denmark decides to further centralise its rosters there are examples of alternative single mechanisms in the United Kingdom, Finland and Germany⁴⁵.

Whilst there are clear opportunities in identifying and strengthening synergies and coordination, as , illustrated below, the feasibility of a single mechanism for these particular four rosters is limited because the rosters supply different international organisations, with different mandates and scope, each requiring different profiles and with different incentive schemes.

Profiles

Each roster holds a number of profiles which are specific to that roster, and its partners' needs. There is some limited scope for multi-tasking; e.g. a doctor or nurse from the MSF roster may fulfil the criteria to be deployed as a short-term election observer. However, they are unlikely to meet the requirements for most other profiles held by the IHB/MFA. Similarly, only a few IHB/MFA members meet the profile requirements of the other three rosters.

The adherence of the DRK and MSF to strict principles of impartiality and neutrality in the provision of humanitarian assistance prohibits cooperation with the military (which brings with it the risk of Red Cross or MSF staff becoming targets). This means that they are unable to accept members of the other rosters, even if qualified, without ensuring they commit to Red Cross/MSF principles.

Nevertheless, there are a number of civilian profiles which would be appropriate across more than one of the rosters and a single deployment mechanism would ensure access to them, regardless of where the request comes from. These include:

- Humanitarian experts with a range of specialisms (DRC, DRK, MSF, IHB/MFA [mainly its UNDAC roster members and a few others]);
- Coordination, communication experts (all rosters);
- Early recovery experts (DRC, DRK, IHB/MFA profiles);

⁴³ Libra Advisory Group. September 2010. 'Review and Upgrade of Denmark's Civilian Capacity'

⁴⁴ Interviews held with roster administrators in May 2010 and with CMPD June 2010

⁴⁵ CMPD, August 2010

- Civil-military experts (DRC ([9 experts in its roster] and IHB/MFA;
- Mission support staff (all rosters).

Coordination

The four rosters participate in ad hoc coordination meetings to discuss administrative matters. These are perceived to be useful, for instance in comparing database systems. Similarly, it may be constructive to hold thematic meetings focusing on best practices and lessons learned in areas such as recruitment, coordination of training, career development.

Training

There are clear synergies in the provision of basic and security training, as well as thematic training that is relevant across the rosters (e.g. the cluster coordination training recently initiated by DRC seems to be relevant to DRK roster members; courses on CRT, conflict resolution). However, training also serves to build networks, maintain relationships and establish communication that is specific to particular rosters/deployments, and it will be important not to lose these advantages.

In terms of civil-military responses both the DRC and DRK contribute to training of the Danish armed forces (different levels) prior to international missions. The training attempts to build understanding of international humanitarian law, refugee and IDP protection, the role and mandate of RCRC and armed forces, respectively, humanitarian space and provide practical information about humanitarian actors. DRK and DEMA also facilitate courses together. It is clear that there are synergies which could be enhanced between DRC, DRK, (DEMA) and IHB/MFA in terms of developing joint civil-military training.

Database

None of the rosters has an effective electronic system and database for managing the rosters. DRC has invested in a new database, but the functionality is still being developed. DRK is not using its roster as much as it would like due to lack of search criteria. It might be feasible to develop one electronic solution for all four rosters – in which case it would be possible to have a single electronic window on all available Danish capacity.

Career planning

As highlighted by IHB/MFA it is difficult to find judges and prosecutors for CSDP missions. There are various reasons for this including the fact that the career paths of judges and prosecutors are often more national than international. Currently in Denmark only state officials have a legal right to leave their work for an international organisation. Municipal staff do not have such a right; nor do NGO or private sector employees. However, even if the legal right did exist, this is not sufficient: many roster members confirmed that going abroad for three months and leaving ministerial duties is often not rewarded by a head of section; or simply not considered possible for a state attorney or a judge even though interest and will is there. It therefore seems that the current legislation for civil servants could be revised to attract experts such as judges and prosecutors. This would include revision and standardisation of arrangements for leave without pay. CMPD stressed that Finland, for example, has

established regulatory measures and incentives to make it attractive for civil servants to be deployed to an international organisation without putting their career at risk. Other member states are considering similar steps.

In conclusion, the key synergies can be found in certain profiles, joint training programmes, career planning and overall coordination and sharing best practices with regard to effective and efficient recruitment and administration of the rosters.

6 Conclusion: lessons learned and recommendations

While Denmark ranks among Europe's top performers in terms of its civilian capabilities, the analysis has shown that there is clear variability in terms of the relative strengths and weaknesses of the four Danish rosters. Building and expanding Denmark's civilian capacity will mean leveraging those strengths and taking stock of gaps and weaknesses to assess what can and must be addressed, and perhaps indicate areas where Denmark should reduce its investment.

This chapter summarises some of the key lessons, and follows with a set of recommendations.

6.1 Lessons learned

- Overall, the rosters have been able to adapt to complex and changing demand. IHB/MFA has, for instance, developed its response capacity, building on OSCE led or ad hoc missions to develop a stronger focus and level of support with the introduction of EU CSDP missions (in particular since 2003).
- While shortages in technical skills are known, other skills including 'soft' skills, robustness, mentoring, coaching skills are often equally if not more important. Profiles for both crises and emergencies today require a more comprehensive set of skills, combining several technical and non-technical skills.
- There is still unmet demand for the profiles which reflect Danish strengths. This suggests that Denmark does not necessarily need to expand its range of profiles – as long as it remains up to speed with demand trends. However, if Denmark does wish to upgrade its response to long-term CSDP missions in certain areas, including rule of law and mission support, there would be a need for further expansion of profiles.
- For the size of its roster, the DRC is most efficient.
- The quality of the database depends not only on its size but also on its diversity, specifically in terms of nationalities and language skills.
- Turnover of deployees is a clear indicator of conditions of employment. There is therefore a need to establish baseline conditions of employment as a means of strengthening loyalty and commitment.
- There are probably constraints to scaling up Denmark's provision while maintaining its quality. Much of its effectiveness depends on informal, personalised partnerships as well as the size of rosters that keeps them manageable and allows for members to be hand-picked.

- . The lack of incentives is a structural obstacle to attract certain profiles such as the rule of law and bridge certain gaps in profiles.

6.2 Recommendations

Based on the above key findings and lessons learned, the review proposes the following overall recommendations.

9. IHB mandate and focus

IHB/MFA It is recommended that the IHB/MFA continues its focus on the EU, OSCE election missions and EU CSDP missions as the IHB/MFA has a comparative advantage in areas such as election monitoring, policing and rule of law and as Denmark is viewed as a top performer amongst the EU Member States in these fields. Moreover, it would be an opportunity to fill some of the existing EU gaps and ensure alignment with the EU policies on security and stabilisation. As the IHB/MFA responds to few humanitarian operations (apart from its seconded UNDAC members) it is recommended that its name is changed to 'Freds og Stabiliseringsberedskabet' ('The Peace and Stability roster') or an equivalent name such as 'Demokratiseringsberedskabet' ('The Democratisation roster').

DRC, DRK and MSF Denmark It is recommended that the scope and focus of the three humanitarian rosters should be maintained. Humanitarian deployments to UNDAC may be transferred from IHB/MFA to DEMA or to the DRC. The IHB name could be maintained to cover only these three humanitarian rosters as they are all entirely involved in seconding civilian experts to humanitarian operations.

10. Comparative advantages

It is recommended that the IHB focuses on its areas of comparative advantage, so that Denmark emerges as a leader within certain thematic areas such as: protection (DRC), cluster coordination (DRC, DRK), CCCM (DRK), early recovery (DRC, DRK, IHB/MFA), rule of law and democratisation (IHB/MFA). Similarly, Denmark has comparative advantages in training which it could further built on.

11. Upgrade of profiles

Age It is recommended that the IHB/MFA starts focusing on succession planning. This would require a pro-active recruitment campaign and possibly the establishment of a mentor programme such as the DRC's (see below).

Gender It is recommended that all rosters, particularly the IHB/MFA roster, continues its efforts to establish gender balance in line with international demands and in accordance with Denmark's National Action Plan for implementation of UN Security Council Resolution 1325 on Women, Peace and Security. To improve gender balance, as well as provide for succession planning, the IHB/MFA roster could consider establishing a training mentor pilot programme with the CMPD/CPCC and/or their roster partners. The DRC's

programme with UNHCR and WFP has proved to be successful. Such a programme may be less relevant for the DRK and MSF Denmark as they do not currently face similar problems and as their rosters are smaller in size.

Languages It is recommended that MSF, DRK and IHB/MFA upgrade their rosters, particularly in terms of French, Spanish, Portuguese and Arabic skills. This can either be done through recruitment or through capacity building of staff who already possess a good foundation in one of these languages; or through opening the rosters to other than Danish residents (including a south-south approach).

Career path It is recommended that the IHB/MFA roster in particular is customised and professionalised. Professional roster members should have the possibility of frequent deployments and the ability to pursue a career in this field. This will upgrade the IHB/MFA roster and respond to EU demand. Deployments could be used strategically and include high-profile staff to both field and headquarters levels. Regular incentives including reward measures should be explored at central level to make it attractive for civil servants to take up short or long-term employment in an international organisation.

Regulatory changes and incentives To attract the best qualified experts (including experts within the Danish judiciary), it is recommended that regulatory changes be introduced to standardise and establish better incentives for civil servants to be deployed in an international organisation for a shorter or longer period. The Finnish model is considered best practice.

12. Recruitment and deployment procedures

It is recommended that the possibilities of developing a database with appropriate search criteria are further explored. Pro-active recruitment and awareness-raising, as carried out by MSF and DRK at universities and relevant faculties, should be explored. Other alternative supply structures include setting up a training mentor pilot programme as described above, and perhaps introducing framework contracts. It is crucial that a flexible structure for the administration of recruitment is developed and strengthened so that the MFA and the administrator is brought closer together. Similarly the administrator should have closer contact to the demand side which will make the recruitment more effective.

13. Training

The MFA Competence Centre should explore the possibility of developing more tailor made training courses including breaking up its basic course into separate modules for election observers and long-term deployments. It is recommended that a handbook is developed for each roster (with the exception of DRC), which would serve as an induction training and administrative support tool throughout deployment. For the IHB/MFA roster courses could be offered and advertised through the Goalkeeper application. Furthermore, it is important that the administrators of the rosters carefully target the audience and ensure training is provided within a relevant timeframe for deployment. Focus on the soft skills is just as important as focus on technical skills, especially when seconded to a fragile state. Furthermore,

monitoring and evaluation and project cycle management are particularly important for staff who are being seconded on long-term assignments.

14. Administration and management

It is recommended that a process consultant will facilitate the process of change in the IHB/MFA structure to make the administration more effective including looking at how to further customise the administration of the IHB/MFA. Across the rosters, in order to increase the effectiveness of deployments, it is recommended that regular monitoring and evaluation of the deployments should take place, including a mid-term debriefing for longer deployments.

15. Synergies

It is recommended that key synergies are enhanced through certain profiles, joint training programmes, career planning, overall coordination and sharing best practices with regard to effective and efficient recruitment and administration of the rosters.

16. Funding

Although it is positive that the IHB has already increased its annual funding for 2010 and 2011 (up to 70 million DKK), a strategic approach might target the number of deployments each roster expects to achieve in a year, with funding allocated accordingly. Moreover, it is recommended that the rosters diversify their funding pool.

Annex I: Terms of Reference

Terms of Reference

Review

of The International Humanitarian Rosters (Danish Red Cross, Danish Refugee Council, Médecins Sans Frontières and IHB/MFA)

2010 (May 6)

1. Background

In Denmark the main mechanism to day for supplying civilian experts to civilian missions is *The International Humanitarian Service (IHB)*, which was established in 1994 with the purpose of “contributing to the prevention of conflict and assisting in securing peace and stability”.

Experiences from *The Danish Red Cross* as well as from *Danish Refugee Council* using civilian experts in emergency response and humanitarian interventions formed the backbone of the IHB in the early nineties. Their expertise and experience in rapidly deploying personnel to the Red Cross Family as well as to the UN system according to their different mandates made Denmark an international for runner in building up rosters for secondment to emergency response and humanitarian interventions. Later *MSF* was included with their specific mandate. *The Ministry of Foreign Affairs of Denmark (IHB/MFA)* has had a separate roster since 1994. Since 2008 the roster has been administrated by *NIRAS A/S*. The purpose of the IHB/MFA is to contribute to the efforts made either by governments or by the international community mainly EU and OSCE in the field of preventive diplomacy and conflict resolution in order to ensure peace and stability. All the rosters mentioned above are financed by IHB by the annual Finance Act (in 2010 DKK 63 Mio.)

Since the early nineties thousands of Danes have been seconded to UN, EU, OSCE operations worldwide within the sectors of protection; logistics and transportation; emergency and camp management; reconstruction, water and sanitation; repatriation, reintegration and recovery; information management and coordination, health, human rights, communication, good governance, conflict prevention, rule of law, mission support, monitoring; as well as management. Today the total of the different IHB Rosters have about 1000 members ready for deployments worldwide within 72 hours. Added to that *The International Police Service and Danish Emergency Management Agency (DEMA)* have more than 200 experts on their separate rosters.

The overall objective of the IHB Rosters is to strengthen The Red Cross Family, The International MSF, EU, OSCE and UN in humanitarian interventions, emergency operations and crisis management interventions through rapid provision of professional personnel. In other words, the Rosters are important tools to supply and boost the

different multilateral organisations with specialised professionals to their humanitarian and civilian operations for a limited period of time, providing time for the counterpart to upgrade their staff capacity and built up the necessary local capacity.

However, there is an increasing demand from the international community to multiply the availability and quality of civilian expertise deployed into conflict-affected or non-permissive environments, which also may include civilian experts working alongside military interventions.

These needs in the area of civilian capacity are reflected in the Danish Defence Agreement 2010-14 from June 2009. The new Danish Development Strategy (still in draft) as well as a forthcoming Danish policy paper on fragility and conflict will emphasise the need for strengthening Denmark's engagement in fragile states, including efforts to build regional and global capacities in the areas of stabilisation and peace-building. A specific contribution to this will be to improve civilian capacities in areas, where Denmark has comparative advantages.

Denmark has established "*The Civilian Capacity Working Group* under *The Comprehensive Approach*

Steering Group with a mandate to present recommendations for effectively addressing identified shortfalls in the area of civilian expertise. The aim is two-fold: to improve Denmark's ability to 1) deploy civilian experts in selected functional areas in bilateral assignments as well as multilaterally, through EU, UN, OSCE, AU, NATO and others, 2) to engage actively in ongoing international efforts to improve regional and global civilian pools for stabilisation and peace-building in fragile and conflict-affected states.

2. Objective

A review of the capacity of the Danish Rosters including their effectiveness and efficiency related to their mandates and current needs.

The objective of this review is twofold:

- A review of the Danish Rosters assessing the strengths, weaknesses and challenges of the Danish response capacities in international humanitarian context. and possible needs for new profiles in a changed international environment.
- An assessment of the effectiveness and efficiency of the Danish Rosters, including recruitment and deployment procedures, training procedures, administration and management with focus on lessons learnt.

The review should:

- Provide an analysis and an assessment of the effectiveness and efficiency of the Danish Rosters vis-à-vis current demands for civilian surge capacity including shortfalls.
- Outline the challenges of international deployment with career paths
- Explore the comparative advantages of various Danish Rosters and if possible provide recommendations for improved synergies between them

3. Outputs

The following outputs will be prepared by the consultant:

1. A presentation of the preliminary findings to the rest of the consultancy team and MFA
2. A review report. The report (max. 20 pages) must contain recommendations to improve the effectiveness and efficiency of the rosters for current demands .
3. The review report is to be included in the overall analysis and synthesis report on the demand for new profiles, alternative supply structures and proposed options for bridging the identified gaps.
4. A final presentation, which can be used to present the findings to Danish partners, MFA, and others.

4. Relevant stakeholders

Most relevant stakeholders whose input should be considered in the review are:

- EU: AIDCO, CSDP/ Claus Wintop (clawin@um.dk)/NIRAS/SP
- EU- Mission Brussels /Claus Wintop
- MFA - GS and relevant country offices/SP
- UN surge / stand-by roster focal points (UNHCR, WFP, UNICEF, UNDP and OCHA).
- Danish Refugee Council/ HQ, i.e. management and DRC Stand-by Roster Team + members
- Danish Red Cross HQ, ICRC and IFRC, members of the delegate roster
- MSF Copenhagen and MSF Belgium, members of roster
- IHB/NIRAS and members of IHB roster

5. Suggested timeframe and work plan

May

- Document review (a non-exhaustive list documents is annexed)
- Kick-off meeting in Copenhagen

Questionnaires to be send to relevant key stakeholders (Section 4) – approved by Danish MFA during inception phase

May – June

- Semi-structured interviews with relevant key informants including roster members (deployees and relevant key stakeholders, cf. Section 4): (a list of names to be included in the work plan here). However, it is expected, that most of the key informants placed outside Copenhagen will provide written comments to the Questionnaires send to them.
- Focus-group discussions/Meetings held in Copenhagen and Brussels
- Preliminary debriefing

July

- Interviews and Write-up Phase

August/September

- Final debriefings (cf. Section 3)

Annex II: List of persons interviewed

Ministry of Foreign Affairs

Boe, William, Deputy Head of Department, European Neighbourhood & Russia, MFA

Brix, Pernille, Head of Section, Global Cooperation and Economy, including Gender, MFA

Gam, Hanne B. Elmelund, Minister Counsellor, Department of Security Policy, MFA

Henhede, Jan Justensen, Project officer, European Neighbourhood & Russia, MFA

Holmboe, Rolf M. H. P. – Head of Department, Department of Stabilisation, MFA

Lorentzen, Jens, Training, Competency Centre, MFA

Moeller, Birgitte, Special Adviser, Human Resources, MFA

Moeller, Lars Bo, Head of Department, Department of Security Policy, MFA

Nielsen, Niels Erik, Counsellor, Humanitarian Assistance, International Crisis Management, MFA

Rosales, Jane Werngreen, Training, Competency Centre, MFA

Vestergaard, Tanja Joergensen, Department of Security Policy, MFA

The Danish EU Representation

Wintop, Claus, Counsellor (CIVCOM), Danish EU Representation, Brussels

The Danish Prime Minister's Office

La Cour-Andersen, Martin, Adviser, Prime Minister's Office

DEMA

Nielsen, Flemming S, Manager, International Division International Preparedness & Operations, International Division, DEMA

NIRAS A/S

Soboleosky, Karen, IHB Project Director, NIRAS A/S

Varnild-Joergensen, Anna Cecilie T, Project Manager/Coordinator, NIRAS A/S

Danish Red Cross

Bjerre, Randi, Coordinator of the DRK Roster, Danish Red Cross

Ebbesen, Birgitte Bischoff, Head of Disaster Management, Danish Red Cross

Linde, Lene, Head of Human Resources, Danish Red Cross

Danish Refugee Council

Brokmose, Susanne, Head of DRC Stand-by Roster, Danish Refugee Council

Jacobsen, Tine, Coordinator of DRC Stand-by Roster, Danish Refugee Council

Olsen, Ann-Mary, Director of International Department

MSF Denmark

Davey, Torill Pallesen, Director of HR, Médecins sans Frontières Engel, Merethe, Head of International HR, Médecins sans Frontières

Nyroos Lambrech, Vivianna, Program Manager, Médecins sans Frontières

Momsen, Signe, Roster Coordinator, Médecins sans Frontières

ICRC

O' Connor, Stephanie, Coordinator of National Societies, ICRC

IFRC

De Riejke, Pieter, Surge Capacity, IFRC

MSF HQ (OCB)

De La Motte, Nadine, OCB, Médecins sans Frontières

EU / EU Council Secretariat

Bianchi, Silvia, Head of Mission Support, CCPCC

Leinonen, Mika-Markus, Head of Civilian Capabilities, CMPD

Schuyer, Joel, Civilian Capabilities, Operational Issues, CMPD

UN Agencies

Hall, Ian, Chief, Emergency Preparedness & Response Section,
UNHCR

Lund, Jesper, humanitarian coordinator, OCHA / officer with UNDAC

Temple, Julian, Manager, Emergency Surge Capacity, UNICEF

Thomsen, Stacey, Roster Manager Rapid Response Support Team (RRST) Bureau for
Crisis Prevention and Recovery

Mialaret, Manga, Surge Capacity Section, OCHA

Pilgrim, Jo, Deputy Head of Augmented Logistics Intervention Team for Emergencies (ALITE), WFP

Roster Members / Deployees

Akasha, Ea Suzanne

Andersen, Jesper Stig

Alsoe, Andreas

Dass Rekha

Elvekjaer, Lisbeth

Hansen, Ib Kok

Nejsig, Lars

Rasmussen, Gudrun Jo

Rasmussen, Peter

Others

Walker, Peter, Feinstein International Center, Tufts University

Annex III: References

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DRK (Danish Red Cross) internal records and databases with information on previous secondments

DRC internal records and databases with information on previous secondments and roster profiles

DRC "Rammenotat" from annual negotiations with Danida

DRC Project Document on the Training-Mentor Project

DRC Programme Proposal for funding the Stand-by Roster for 2009

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DRC Programme Handbook, 1st edition, 2008

DRC Stand-by Roster Handbook, 1st edition, 2009

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Global trends of June 2009, UNHCR statistics of the world's refugees and IDPs

IHB 2010 and 2009 Newsletters

IHB/MFA internal records and databases with information on previous secondments

IHB/MFA administrative manual for recruitment and deployment procedures, January 2009

Lezlie C. Erway Morinière, Richard Taylor, Mohamed Hamza and Tom Downing. 'Climate Change and its Humanitarian Impacts', November 2009

MoUs and stand-by agreements between the DRC and UNHCR, WFP, UNICEF, OCHA, UNFPA, UNRWA and IOM

MSF annual reports

MSF internal records and databases with information on previous secondments

NIRAS 2009 Work Plan for IHB/MFA deliverables

Shanza Khan, Adil Najam, and Frederick S. Pardee. 'The Future of Globalization and its Humanitarian Impacts', November 2009.

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United Nations Humanitarian Response Review, August 2005

United Nations Performance Evaluation Reports

United Nations Stand-by Partner Guidelines (including OCHA, UNICEF, WFP and UNHCRs Guide to UNHCR's Emergency Standby Partners and External Deployment of January 2008)

Annex IV: Review framework

CRITERIA	REVIEW QUESTIONS	SOURCE
Effectiveness	What is the current demand for civilian surge capacity? (in terms of numbers, profiles, locations) Is there demand beyond surge capacity?	Document review Interviews: Rosters and partners Triangulation interviews
	What are the implications of the changing international humanitarian context for the provision of surge capacity? What are the new demands in a changed humanitarian context and changed international environment?	Document review Interviews: Rosters and partners Triangulation interviews
	What composition as regards the pool of experts is required to adequately address demand? To what extent are the Danish Rosters able to field profiles in demand?	Interviews: Rosters and partners
	How have the Danish Rosters responded to this changing context to meet emerging demands?	Interviews: Rosters and partners
	What are the key lessons in the areas of deployment, training, administration and management? – Would it be effective to combine Danish and/or other rosters? Are there other synergies to be exploited – e.g. with the armed forces or the private sector? What kind of incentives are effective in ensuring retention of experts?	Interviews: Rosters, partners and deployees Triangulation interviews
Efficiency	Are the Danish Rosters too small / too big? Do they need expanding? Should the rosters include experts both from within and outside government?	Interviews: Rosters and partners
	In what areas is there an acute demand that is currently not being met as regards civilian capacity? What are the challenges in meeting this demand?	Interviews: Rosters and partners Triangulation interviews
	Are there potential synergies between the Danish rosters? Between Danish Rosters and those of other international partners? Is there more cooperation than competition between the rosters? How would you improve the synergies with the other rosters? What would be the advantages and disadvantages of putting all the rosters together?	Interviews: Rosters and partners
Effectiveness & efficiency	To what extent are the Rosters effective and efficient in identifying and deploying suitable experts? Are their arrangements with roster members sufficiently flexible, to what extent do they ensure availability?	Interviews: Rosters, partners and deployees

CRITERIA	REVIEW QUESTIONS	SOURCE
	To what extent are the deployment procedures of the Danish rosters effective and efficient in mobilising experts in a timely manner, in ensuring the smooth ongoing deployment of experts, and in managing their exit?	Interviews: Rosters, partners and deployees
	What duty of care procedures are in place on the part of the agency? And what provisions beyond duty of care, e.g. monitoring, mentoring of deployees? To what extent are these effective and efficient? What are the gaps?	Interviews: Rosters, partners and deployees
	How useful and relevant is the training provided by the Danish rosters? To what extent does this training match current and evolving demand? How efficient is the delivery of training vis-à-vis timing, participant selection, duration? How effective is the content and delivery of training? To what extent does the agency complement/expand on this training? How can Danish training best be aligned with those of international partners in a way that is relevant and effective?	Interviews: Rosters, partners and deployees
	Is there a need for training which the Roster is unable to meet? i.e. which might be more efficiently provided by the MFA or other partner.	Interviews: Rosters, partners and deployees
	To what extent are administration and management procedures efficient and effective (including contractual matters, budgetary considerations)?	Interviews: Rosters, partners and deployees
	What are the main challenges on the demand (partner) side that impact on the effectiveness and efficiency of the Roster?	Interviews: Rosters
Effectiveness	What are the key strengths of the Danish Rosters? What are the comparative advantages of the Rosters? Do they have niche areas of strength?	Interviews: Rosters, partners and deployees
	What are the key weaknesses of the Rosters? Are there new and emerging demands which the Rosters struggle to meet?	Interviews: Rosters, partners and deployees
	What are the key external obstacles/challenges for the future development of rosters in meeting emerging demands?	Interviews: Rosters and partners Triangulation interviews
	What are the key opportunities for improving the performance of the Danish Rosters in the light of the changing international and humanitarian context (policy context and emerging emergencies)?	Interviews: Rosters and partners Triangulation interviews

