

Ministry of Foreign Affairs, Department for Stabilisation and Security Policy

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1. Title: Freds- og Stabiliseringsberedskabet 2016 / Peace and Stabilisation Response 2016
2. Partners: NIRAS A/S
3. Amount: DKK 25.7 million
4. Duration: 2016
5. Presentation to the programme Committee: N/A
6. Previous Grants: DKK 37.7 million in 2013, § 06.32.08.60
DKK 30 million in 2014, § 06.32.08.60
DKK 30 million in 2015, § 06.32.08.60
Until 2013, the PSR was financed with direct legal basis in the Danish National Budget (§ 06.39.02.11).
7. Strategies and policy priorities:
 - Right to a Better Life (2012)
 - Denmark's Integrated Stabilisation Engagement in Fragile and Conflict-affected Areas of the World (2013)
 - Peace and Stabilisation: Denmark's Policy towards Fragile States. 2010-2015.
 - Strategic Frame: Denmark's deployment of civilian experts (2015)
8. Danish National Budget account code: § 06.32.08.60, Stabilisation and Conflict Prevention
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11. Summary:

The Peace and Stabilisation Response is an important instrument in Denmark's integrated stabilisation engagements around the world. The Peace and Stabilisation Response is a stand-by roster comprising over 480 civilian experts with a wide range of competencies of relevance to international missions in support of peace and stability in fragile and conflict-affected regions, as well as to the observation of democratic elections in frail democracies. The roster allows deploying civilian experts with relevant competencies in an agile and flexible manner, namely by keeping the experts well-trained and the roster up-to-date in line with demands in international stabilisation efforts. The grant will allow for the deployment of approximately 140 civilian experts in 2016 to international missions and assignments, typically through the EU and OSCE. Deployment of civilian experts through these well-established organisations contributes to building local capacity to manage and prevent conflict, enhancing operational capacity of partners, and consolidating Denmark's presence in and knowledge of fragile environments.

Programme Objectives:

The overall objective of the Peace and Stabilisation Response (PSR) is to ensure efficient and timely deployment of qualified Danish civilian experts to international peacebuilding and statebuilding missions. Missions contribute, chiefly, to local capacity building and crisis management. Furthermore, the response works to support democratic governance through the observation of elections in frail democracies.

The PSR is an instrument for strategically supporting multilateral peace and stabilisation engagements in fragile and conflict-affected areas. Through geographical prioritisation, emphasis on Danish civilian core capacities and close integration with other Danish efforts in fragile states, the PSR is a key tool in achieving Danish foreign and security policy¹.

Experiences and Strategic Considerations:

Deploying relevant civilian capacities in a timely and efficient manner is an important tool for international efforts to promote durable peace and development in fragile and conflict-affected areas. Targeted civilian expertise can contribute to the development of accountable institutions by supporting national efforts within peacebuilding and statebuilding.

The Peace and Stabilisation Response is a stand-by roster adept for that purpose. It holds over 480 civilian experts with specialised educational and professional profiles with competencies of relevance to identified, prioritised international missions in support of peace, stability and democratic governance. From the first deployments in 1995 to the professionalised roster of 2016, the response has been used to deploy thousands of experts to both short and long-term assignments, with tasks ranging from crisis management, stabilisation, capacity building, peace-building, monitoring humanitarian reconstruction, and election observation in fragile democracies around the world.

The Danish government founded the response as an international humanitarian response - *Internationalt Humanitært Beredskab* - as part of the *Strategy for Danish Development Policy Towards the Year 2000*, to assist in humanitarian assistance, peacekeeping and not least to ensure free and fair elections around the globe. Since its foundation, the focus has developed. While a

¹ See Annex 2 for a contextual description of the PSR

core function of the present-day PSR continues to encompass deployments of experts to international election observation missions, the main focus of the response today is on crisis management and capacity building. An external review of Denmark's overall civilian capacity in 2010 highlighted this need for adaptation, and facilitated the reorientation of the PSR in 2012, renaming the response to *Freds- og Stabiliseringsberedskabet – or in English, the Peace and Stabilisation Response*. The renaming cemented the focus on peace and stabilisation in fragile states and differentiated the PSR from the purely humanitarian rosters administered by the Danish Refugee Council, Danish Red Cross and Doctors Without Borders.

The experts admitted to the PSR database are often fully employed outside the roster, but have made themselves available to be contacted for deployment on a short notice for PSR assignments. Approximately 140-150 Danish experts are deployed annually in response to requests for expertise extended mainly by the European Union (EU) and the Organisation for Security and Co-operation in Europe (OSCE). Limited other secondments are made to the the United Nations (UN), the North Atlantic Treaty Organisation (NATO), and other international organisations. The duration of assignments range from one week and up to 1 year.

The deployment of PSR experts will often serve a triple purpose of building local capacity, enhancing the capacity of international missions and strengthening Denmark's presence in prioritised, fragile environments, where Danish physical presence is otherwise limited. As such, the PSR is an instrument that can strategically further Danish contributions to multilateral peace and stabilisation engagements and contribute to a greater impact of the overall Danish efforts in prioritised crises and fragile environments.

The effect of the deployments is multiplied by limiting the focus geographically to places where Denmark is present through broader stabilisation engagements and prioritising deployments of experts mastering Danish civilian core capacities, including those of rule of law and security sector support. This approach has led to the present focus of the PSR on particularly Afghanistan, the Sahel region, Ukraine and the Horn of Africa. Additionally, the PSR coordinates efforts with other deployment rosters through the Ministry of Foreign Affairs (MFA), the National Danish Police, Danish Emergency Management Agency, and NGOs to avoid duplication.

This approach yields tangible results in terms of enhanced Danish civilian capacities and greater coherence across Denmark's stabilisation efforts. As an example of the integrated approach applied to the PSR, the deployments to the EU mission in the Horn of Africa, complements both Danish development programmes in Somalia and Kenya, the inter-ministerial regional stabilisation programme for the Horn of Africa under the Peace and Stabilisation Fund, as well as Danish counterpiracy efforts.

Consequently, the roster of experts is under continued strategic revision to integrate the deployments with Denmark's overall foreign, development and security policy in fragile areas. This creates a dynamic demand on the competencies needed among the PSR experts. Therefore, a continuous recruitment process is in effect to attract, recruit and deploy relevant civilian experts.

However, as a small country with a limited pool of persons having the required professional competencies a capacity gap remains; including of experts who also masters currently relevant languages such as French, Arabic and Russian. Against this background, efforts and means of the PSR are directed towards enhancing the competences of the existing roster as well as to improve the learning cycle and draw on existing PSR expertise to improve future engagements.

To attract interest in deployments to the prioritised EU-missions in Mali and Niger and deepen the knowledge of the region, the PSR held a seminar on the Sahel in January 2015. The PSR's 20 years anniversary was celebrated in December 2015. The occasion was used by the MFA to acknowledge the efforts of the PSR experts and to attract interest in the PSR among the general public.

The priorities for 2016 are as follows:

1. Consolidating the strategic reorientation of the PSR towards stabilisation and crisis management.
2. Deepening the geographical focus of deployed PSR experts to selected priority countries and regions, including Afghanistan, the Sahel, Ukraine, the Horn of Africa, and Iraq/Syria, particularly in alignment with the Danish Peace and Stabilisation Fund and other civilian and military contributions.
3. Strengthening deployments through the civilian missions of EU's Common Security and Development Policy (CSDP).
4. Focusing on ensuring deployments of Danish election observers to prioritised countries and regions.
5. Continuing targeted recruitment based on evolving international demand for specialised expertise, including Rule of Law, capacity building, strategic advisers etc.
6. Bolstering training, capacity building and lessons learned of PSR experts.

Management set-up and division of labour between MFA and NIRAS:

Experience shows that the need for timely, efficient civilian expertise continues to be high and the competencies required of the experts are becoming increasingly complex. In addition, the competition among the submitted candidates by respective states has increased, making for a more complex recruitment process. The complexity is addressed and handled through a division of labour between on one side the strategic prioritisation of the PSR, and on the other side the logistic administration of the roster.

The MFA holds the strategic and political responsibility of the PSR, defines the overall objectives and direction of the deployments and ensures integration with Denmark's other peace and stabilisation engagements. Comparably, the daily administration of the PSR has been outsourced through an international competitive tender to the consultancy firm, NIRAS². NIRAS handles the practical implementation of the mandate given by the MFA

² Se Annex 1 for details on the contract with NIRAS

and administers the roster; namely by handling the admission, training, logistics, interview-preparation and maintenance of the technical database in which the experts are registered.

The division of labour allows for a professional administration of the PSR funds in support of a well-established group of pre-qualified experts that are able and willing to be deployed for prioritised assignments on a short notice. A continuous focus on human resource management contributes to increase the efficiency of the PSR. This in turn ensures the capacity to respond quickly and focused to the systematic calls for contributions from the EU, OSCE, UN, and NATO. Consequently, the outsourcing enables the PSR to be professionally aligned with the broader strategic approach to civilian capacities. This contributes to a more efficient overall use of resources and promotes greater coherence and synergy with other Danish stabilisation activities, resulting in a greater impact of each deployment.

Deployments in 2015:

In the most recent years, the civilian missions under EU's Common Security and Development Policy (CSDP) have taken up most of the PSR financial resources. Particularly for 2015, developments in Sahel and the establishment of a new mission in Mali (EUCAP Sahel Mali) in addition to the existing EU mission in Niger (EUCAP Sahel Niger) led the PSR to focus extensively on recruiting, training and deploying the requested profiles to these two missions. In addition, the PSR continued to focus on Afghanistan, the Horn of Africa and Ukraine, in line with the overall political priorities.

In 2015, a total of 149 PSR experts were deployed to international missions. Of these, 33 were deployed to new long term assignments related to crisis management and monitoring in fragile and conflict-affected areas. Special attention was given to target the deployment of PSR experts in support of national capacity building, monitoring escalating conflicts and crises in Mali, Niger, Afghanistan, the Horn of Africa, Ukraine, Georgia, and Palestine. Additionally, 23 contracts were carried forward from 2014.

In all, these deployments have enhanced the synergy with existing Danish engagements and have provided insight into regions in question. Moreover, valuable insight into the EU's mission planning has been provided through a deployment to the EU EEAS, Civilian Planning and Conduct Capability. The PSR has also been used for deployment of a small number of civilian experts to the Danish supported TIPH observer mission in Hebron, a NATO Comprehensive Approach Adviser at the NATO Headquarters, and to the UN Disaster Assessment and Coordination (UNDAC).

In 2015, 116 Danish PSR election observers were deployed to election observation missions in Burkina Faso, Myanmar, Guinea Conakry, Haiti, Nigeria, Sri Lanka, Tanzania, Albania, Belarus, Kazakhstan, Kyrgyzstan, Moldova, Turkey, Ukraine and Uzbekistan through the EU Election Observation and Democratic support and OSCE's Office for Democratic Institutions and Human Rights. Most expenses for these deployments are held by the receiving organisations, allowing for a comparatively large number of deployments through the PSR at a relatively low cost.

Attention was maintained towards ensuring that PSR experts were adequately trained and that lessons learned were being collected, analysed and disseminated. 27 experts participated in international training and courses, including UNDAC courses, EU election observation training, CSDP courses organized by ESDC or ENTRI, Pre-Deployment courses, etc. Furthermore, 173 PSR experts participated in PSR specific courses with 17 PSR experts participating in focused French courses.

Danish strategies and policies:

“*Denmark’s Integrated Stabilisation Engagement in Fragile and conflict-Affected Areas of the World*” (2013) and “*Peace and Stabilisation – Denmark’s Policy towards Fragile States. 2010-2015*” guide the overall direction of the PSR. The response also works in support of Denmark’s development strategy, “*The Right to a Better Life*”. More specifically, “*Strategic Frame: Denmark’s Deployment of Civilian Experts (2015)*” outlines strategic priorities, deployment options, and identifies challenges associated with deployment of civilian experts.

Budget:

The proposed grant for 2016 amounts to DKK 25.70 million. The grant is expected to cover the deployment and training of about 140 civilian experts, including approximately 35 long-term secondments to civilian crisis management missions as well as a significant number of election observers (long and short term), depending on the number of EU and OSCE election observation missions in 2016. The estimated budget for 2016 is DKK 33.70 million, exceeding the proposed grant by DKK 8.0 million. The excess budgetary expenses are to be covered by unspent funds carried forward from 2015. The unspent funds were a direct consequence of the MFA’s freeze on commitments from July to October 2015 preventing the PSR from training and deploying experts at the normal level of activity and the allocation of DKK 2.965 million for “New priorities and missions” in 2015 which was not effectuated, partly because of the MFA’s freeze on commitments.

Budget 2016 - expenses	DKK
EUCAP Sahel, Mali	1.980.000,00
EUCAP Sahel Niger	1.510.000,00
EUCAP Nestor, Horn of Africa	1.500.000,00
EUPOL and EUSR Afghanistan	5.050.000,00
EUPOL COPPS, EUBAM Rafah, Palestine	1.432.000,00
Temporary International Presence in Hebron (TIPH), Palestine	1.220.000,00
EUBAM Libya	1.581.000,00
UNDAC/NATO COMPASS/EEAS HQ	1.400.000,00
OSCE SMM Ukraine	877.000,00
EUAM Ukraine	3.300.000,00
EUMM Georgia	2.000.000,00
Election observation missions	3.500.000,00
New priorities and missions, 2016	1.000.000,00

Administration of the CV database	100.000,00
PSR Newsletter	50.000,00
PSR capacity building and duty of care (training, courses, etc.)	2.100.000,00
Insurance	1.000.000,00
Independent Audit for FY 2015	50.000,00
Administrative Costs (NIRAS)	3.650.000,00
Administrative Costs 2015 (NIRAS)	400.000,00
Total (expected expenses)	33.700.000,00

Budget 2016 - unspent funds	DKK
Unspent funds in 2015, estimate FY 2015	8.000.000,00
Total (unspent funds)	8.000.000,00

Budget 2016 - funding	DKK
Proposed grant 2016	25.700.000,00
Unspent funds	8.000.000,00
Total (funding)	33.700.000,00

The PSR will continue to build on the strategy for competency development as was launched in 2014, with an emphasis on coaching and preparing experts for the very competitive application and interview process at CSDP Missions and with continued focus on language training of civilian crisis management experts, notably French, aiming to meet the frequent calls for contribution of experts for EU's civilian missions in French-speaking Africa.

The PSR has figured in the Danish National Budget since 1995. Up until 2013, the grant proposals had direct legal basis in § 06.39.02.11. In 2013, the funding was transferred to the budget account for Stabilisation and Conflict Prevention under § 06.32.08.60. As a result of the administrative management guidelines for development funds and the principle of accumulation, the PSR was presented to the External Danida Grant Committee in 2015. However, as the programme objective for the PSR remains unchanged in 2016, it has been formally decided to dispense with the principle of accumulation in 2016 and to follow the new procedure for approval of grant proposals between DKK 10 and 37 million.

Administrative Costs

The current administrative contract with NIRAS from May 2013 allocates up to DKK 7.7 million to cover administration for a three-year period (2013-2015). The 2013 grant included this expense, for which reason the administrative funding was not part of the 2014 and 2015 grant proposal. After careful considerations and as a result of the MFA's present focus on high risk missions in areas such as Afghanistan, the Sahel region, Ukraine and the Horn of Africa - making the recruitment process considerably more complex and time consuming - the MFA allocated additionally up to DKK 1 million to cover administration in 2015.

Inadvertently, this expense was not included in the 2015 grant proposal and to correct this mistake, an additional amount of DKK 400,000 is allocated from the 2016 grant proposal to cover NIRAS' additional and final administrative costs in 2015.

The administrative contract with NIRAS automatically extended for two years (2016-2017) in 2015. The contract extension allocates up to DKK 5.3 million to cover administrative costs for the remainder of the contract term (formal termination date is 7. February 2018). Following similar considerations as mentioned above, the MFA has decided to allocate additionally up to DKK 1 million to cover administrative costs in 2016. The overall expense related to administration in 2016, DKK 3.65 million, forms part of the present grant proposal.

The budget includes the expected expenses for implementing the 2015 guidelines for handling the MFA duty of care for deployments to high-risk postings. The new guidelines require a meticulous preparation of each deployment prior to deployment, which is expected to increase the cost of each posting.

Risk Management:

Deploying personnel to fragile and conflict affected areas inherently entails risk; both in meeting the objectives of a given mission, and the personal safety of the deployed. Together with NIRAS, the MFA actively work with risk management to minimise and address risks. This includes proper training and preparation of the experts, namely through mandatory First Aid Training, Hostile Environment Awareness Training, and Conduct after Capture Training, and ensuring that they are familiar with the environment they are to be deployed to through briefings conducted by the receiving organisation or the MFA. The PSR also provides HEAT refresher courses to PSR experts holding HEAT courses older than 4 years.

Managing risk also includes working with partners with a proven track record of operating in fragile environments. As the formal employer of deployed personnel, the MFA holds the duty of care for employees irrespective of the setting. Nonetheless, when deploying personnel to international missions in fragile and conflict-affected areas, the daily administration of the essential security measures is inevitably handled by the receiving organisation. Therefore, attention is given to ensure that changing patterns of threats in the areas of operation and the mental health of individuals deployed do not constitute significant risks to the experts or the mission. For the most high-risk postings the MFA conducts an individual security assessment of the ability of the receiving organisation to handle the security at the mission or posting, in line with MFA guidelines. In addition, the MFA and like-minded partners (e.g. UK Stabilisation Unit) continuously discuss security related matters with the EU and OSCE and participate in international meetings and conferences related to duty of care.

As a matter of principle, the MFA has decided that all deployments to postings categorised with a "VERY HIGH" security threat must be presented to MFA management for approval.

Annex 1 - Partners:

NIRAS has been responsible for the administration of the PSR since 2008. The current contract was awarded in February 2013 as the result of a competitive, international tender process. The contract was entered for three years and was automatically extended for another two years in 2015 making 7 February 2018 the formal termination date.

NIRAS is an international, multidisciplinary consultancy firm with over 1300 employees located in offices in Europe, Asia and Africa. NIRAS provides consultancy in a variety of fields such as construction and infrastructure, public utilities, environmental and natural resources, climate change, energy, planning, security, good governance and development aid. NIRAS has extensive experience working on assignments for the MFA, the EU and other donor agencies.

NIRAS has been or is actively present in many of the countries identified by OECD as fragile states, offering a wide range of consulting services to donors and governments. Despite the differing contexts and specific situational needs, NIRAS have been able to produce results in some of the world's most difficult places to work, including Afghanistan, East- Central- and West Africa, South Caucasus and the Middle East.

Other partners to the PSR include the well-established organisations with mechanisms for deployments to international missions in fragile and conflict-affected areas, identified as namely the EU, UN, OSCE and NATO.

Annex 2 – Broader Context:

Denmark's foreign, security, and development policies are based on Denmark's commitment to contribute actively and responsibly to multilateral solutions to global security challenges, and it is a priority that Denmark delivers credible contributions to international operations.

The last decade has seen an increased focus and involvement of multinational actors in complex peace and stabilisation efforts in fragile and conflict-affected areas. The strategic focus of the EU has moved from peacekeeping to peace-building with a stronger focus on justice, rule of law, governance and state building. The EU puts emphasis on securing comprehensive efforts with experts increasingly deployed through single civilian missions or in complementarity to military operations. Likewise, the UN is increasingly involved in complex and multi-faceted peace operations with broad mandates that may include stabilisation, rule of law, protection of civilians, human rights, and peace-building. NATO, while remaining oriented towards military defence, has also developed a focus on civil/military cooperation. Most recently, the OSCE has proved willing to establish civilian missions with deployments to monitor conflict areas with the establishment of the Special Monitoring Mission in Ukraine.

These currents have led to increased demand for civilian experts readily deployable to build capacity on the ground, with profiles to match a great variety in the missions, having both technical expertise and managerial competencies such as the ability to coordinate, communicate, and facilitate.

It is in this context the PSR works to contribute to promote peace and stability in hotspots and fragile areas around the world. The PSR strives to follow the changing demands to ensure that Denmark continues to supply well-qualified experts to strategically relevant positions, by recruiting and maintaining a roster with the ability to adapt, as the political priorities change and the stabilisation needs evolve.

Annex 3 – Indicators:

The indicators used to estimate the achievements of the PSR are both quantitative and qualitative by nature. Some indicators indirectly correlate to the separate contract for the daily administration of PSR by NIRAS, while some link up to the strategic guidance required by the MFA. NIRAS provides monthly and annual progress reports outlining achievements against specified expected outputs and lessons learned for further improving the PSR as a flexible, fast and cost-efficient instrument.

Indicators for the expected outputs:

- a) Approximately 480 well-qualified readily deployable candidates are maintained in the PSR database.
- b) Approximately 140 PSR experts are deployed to civilian crisis management and election observation missions in 2016.
- c) Targeted recruitment results in the admission of experts with relevant competencies adapt to the Danish strategic priorities and suited to achieve the desired deployments
- d) Denmark deploys experts for strategic and senior positions to prioritised missions and regions, including but not limited to Afghanistan, the Sahel region, Ukraine, Georgia?, Syria, Iraq, Libya, and the Horn of Africa.
- e) The capacity and competencies of the PSR is improved and adapted to evolving needs through targeted training, including international and national courses of both practical and educational character.
- f) Efforts to increase synergies with other Danish instruments are enhanced in priority countries.
- g) The awareness level of the PSR is heightened through external communication, including through a publicly available quarterly PSR newsletter and dedicated PSR sites in the MFA and NIRAS websites.
- h) Financial resources are used efficiently in accordance with strategic priorities and procedures within the MFA.
- i) Effective deployment processes are ensured and a culture of lessons learned is promoted.

Expected outcomes:

- a) Timely and relevant establishment of international civilian missions is promoted through efficient Danish deployments.
- b) Efficiency in civilian EU and OSCE missions is improved, leading to improved implementation of specific mission mandates.
- c) Local capacity in identified fragile and conflict-affected areas is strengthened through presence of well-functioning civilian missions.

- d) Denmark provides comprehensive, multifaceted support to priority countries and regions.

Annex 4 – List of additional relevant documentation (available in Danish):

- Reglement og vejledning for FSB-udsendte, October 2014 (Rules and Guidelines for PSR-deployed personnel)
- <http://fsb.niras.dk/om-fsb.aspx>
- <http://um.dk/da/udenrigspolitik/sikkerhedspolitik/freds--og-stabiliseringsberedskabet/>