

INTERNAL GRANT COMMITTEE MEETING 3 MAY 2013

AGENDA ITEM No.: 5

1. TITLE: Peace and Stabilisation Response (FSB) 2013
2. PARTNERS: NIRAS A/S
3. AMOUNT: 30.0 million DKK
4. DURATION: 2013
5. PREVIOUS GRANTS: N/A
6. STRATEGIES AND POLICY PRIORITIES: “The Right to a Better Life”
“Peace and Stabilisation: Denmark’s Policy towards Fragile States, 2010-2015.”
7. DANISH NATIONAL BUDGET ACCOUNT: § 06.32.08.60.41, Stability and Conflict Prevention Frame
8. FMI JOB ID NUMBER: N/A
9. DESK OFFICER: Niklas Borker Bjerre
10. HEAD OF DEPARTMENT: Lars Bo Møller

11. SUMMARY:

The Peace and Stabilisation Response is a voluntary stand-by roster aimed at deploying civilian experts for international assignments in support of peace, stability, and democratic governance in hotspots across the globe. The grant of DKK 30 million will allow for the deployment of approximately 150 well-trained civilian experts in 2013 to election observation and crisis management missions of the EU, UN, OSCE and NATO. Timely and effective deployment of civilian experts can build local capacity to manage and prevent conflict, enhance the operational capacity of the multilateral organisation, and deepen Denmark’s presence in fragile environments. The Peace and Stabilisation Response is therefore an important element of Denmark’s broader focus on civilian capacity and increased engagement in support of conflict prevention, stabilisation and development in fragile states and regions, including Afghanistan, Horn of Africa, South Sudan and the Sahel.

OBJECTIVE AND PROBLEM FORMULATION:

The overall objective of the Peace and Stabilisation Response is to ensure efficient and timely deployment of Danish civilian experts to international missions in order to promote peace, stability, human rights and democratic governance in hotspots around the world.

The FSB is an important strategic instrument in support of the Danish Government's ambition to enhance Denmark's contributions to multilateral peace and stabilization efforts in fragile and conflict-affected states. Through a more strategic geographical focus, emphasis on Danish civilian core capacities, and improved alignment and integration with other Danish efforts in fragile states, the FSB is aimed at promoting Denmark's overall foreign policy as well as priorities related to stabilisation, development assistance and humanitarian aid.

RESOURCE EFFICIENCY:

Since April 2008, the administrative day-to-day management of the FSB has been outsourced to a private company, NIRAS, whereas the Ministry of Foreign Affairs maintains overall political responsibility for defining the overall strategic objectives and direction of the FSB. The division of labour has allowed for a more efficient and timely administration of FSB funds in support of a group of well-qualified FSB experts that are available and can be deployed at short notice for international assignments. Emphasis on human resources management and the establishment of clear administrative guidelines is contributing to improved resource efficiency, and enhances Denmark's capacity to respond quickly and focused to call for contributions from multilateral organisations such as the EU, UN, OSCE and NATO.

Moreover, the FSB has increasingly been applied in support of wider whole of government efforts in countries and regions where Denmark already has a significant strategic presence (e.g. Afghanistan, the Horn of Africa, the Sahel and South Sudan). The enhanced geographical focus and more strategic approach to civilian capacities are aimed at fostering greater coherence and synergies with other Danish activities, thereby contributing to more efficient use of resources and greater impact on the ground. The deployment of Danish judicial experts to the EU mission in the Horn of Africa (EUCAP Nestor), for instance, complements other Danish counter-piracy initiatives in the region.

CHALLENGES AND UNDERLYING REFLECTIONS:

Facilitating and deploying relevant civilian capacities in a timely and efficient manner is increasingly recognized as a critical gap in the international community's efforts to promote durable peace and development in fragile and conflict-affected states. Targeted civilian expertise can support strong and accountable national institutions and thereby enhance national efforts to re-establish the rule of law, democratic institutions, revitalize the economy, restore basic services and develop the capacities to set a country on the path towards sustainable peace.

The last decade has seen an increased focus and involvement of international actors in more complex peace and stabilisation efforts in fragile and conflict ridden areas. The strategic focus of the European Union (EU) has in recent years moved from peacekeeping operations towards peace-building with stronger focus on justice, rule of law, governance and state building. EU puts emphasis on securing more comprehensive efforts with civilian experts increasingly deployed independently or alongside military interventions. The United Nations (UN) is also increasingly involved in complex and multi-faceted peace operations with broad mandates that may include security, Rule of Law, protection of civilians, human rights, peacebuilding etc. The North Atlantic Treaty Organisation (NATO), while remaining a military defence oriented

organisation, has developed a stronger focus on civil military cooperation and now demands civilian expertise, exemplified by NATO COMPASS.

Denmark is among the leading countries in terms of professionalizing its civilian response. In 2010, Denmark completed a comprehensive review of its civilian capacities and the International Humanitarian Response, the predecessor of the FSB. The review provided concrete recommendations for strengthening Denmark's capacity to deploy the right civilian capacities in support of national priorities – with short notice and the right training. A number of potential comparative advantages for Denmark were suggested, including strategic integration and leadership, Rule of Law and local capacity building. Denmark has subsequently strived to adjust and improve its civilian response to meet international demand for specialized civilian expertise in increasingly complex and multi-faceted peace and stabilization efforts.

PROJECT DESCRIPTION:

In 1995, the Danish Government established the International Humanitarian Service/IHB in the Ministry of Foreign Affairs. The name was changed in 2012 to Freds- og Stabiliseringsberedskabet (FSB) to reflect the Danish focus on peace and stabilisation efforts in fragile states and to differentiate the FSB from the humanitarian rosters administrated by Danish Refugee Council, the Danish Red Cross and Doctors Without Borders.

The FSB is a voluntary stand-by roster with a database that includes about 450 experts with a broad variety of educational and professional profiles, including judges, prosecutors, academics, civil servants, journalists etc. The experts are normally fully employed elsewhere, but have made themselves available to be deployed on a short notice for FSB assignments. Approximately 150 Danish experts are deployed annually for international stabilisation and election observation missions in response to requests for expertise from the EU, UN, NATO, the OSCE and other organisations. The duration of assignments vary from a few days and up to 2 years.

The FSB currently seconds staff in support of EU Common Security and Defence Policy (CSDP) missions in Afghanistan, Georgia, Horn of Africa, Kosovo, Palestine, the Sahel and South Sudan as well as EU headquarters in Brussels and the planning process in Libya. Danish civilian experts are also deployed to the TIPH observer mission in Hebron. A dedicated effort has enabled Denmark to successfully second Danish experts for several senior positions, including the Head of Mission of the CSDP mission in South Sudan.

The deployment of FSB experts often serves the triple purpose of enhancing the capacity of the international missions, building local capacity and strengthening Denmark's presence in fragile environments. Recent experience shows that the need for timely, effective civilian expertise is becoming more urgent and the competences required more complex.

The new strategic focus of the FSB on conflict prevention and stabilisation places new demands on the required set of skills of FSB experts. A focused outreach and recruitment campaign is aimed at attracting, recruiting and deploying civilian experts with the necessary competences in these fragile environments, including expertise in Rule of Law, security sector reform, capacity building and support positions. However, being a small country with a limited pool of civil crisis management experts, Danish capacity gaps remain, including experts who possess language skills such as French. Efforts are therefore directed towards sustaining the

strategic recruitment for the FSB and further enhancing the competences of existing FSB experts.

The new strategic direction of the FSB is already producing concrete results in terms of enhanced Danish civilian capacities and greater coherence with other Danish efforts in fragile states. The priorities for 2013 will be to sustain and capitalize on the improved framework by:

1. Strengthening and consolidating the strategic reorientation of the FSB towards stabilization and crisis management.
2. Deepening the geographical focus of deployed FSB experts to selected priority countries and regions, including Afghanistan, Horn of Africa, Libya, Palestinian territories, South Sudan, and the Sahel.
3. Broadening the number of multilateral partners for FSB experts, in particular the UN and, if possible, efforts to strengthen NATO's comprehensive approach.
4. Focusing Danish election observers to prioritized countries and regions.
5. Continuing targeted recruitment campaigns based on evolving international demand for specialized expertise, including Rule of Law, capacity building, strategic advisers etc.
6. Bolstering training, capacity building and lessons learned of FSB experts.

PREVIOUS RESULTS:

The Peace and Stabilisation Response (FSB) was established in 1995 and has ever since been used for the deployment of thousands of Danish experts to both short and long-term missions with tasks ranging from crisis management, stabilization, humanitarian aid, capacity building, peacebuilding, monitoring, and election observation in hotspots around the world. In the last few years, EU CSDP missions and the TIPH observer mission have taken up most of the FSB financial resources. Election observation only represents about 10% of the FSB budget.

In 2012, 161 FSB experts were deployed to a total of 36 international missions. These include Danish observers to EU or OSCE election observation missions in places such as Algeria, Belarus, Egypt, East Timor, Georgia, Libya, Russia, Sierra Leone and Ukraine, thus being frontline witnesses to democratic transformation in former autocratic regimes such as Libya or setbacks in democratic governance in Belarus.

In line with the enhanced Danish focus on fragile and conflict-affected states, special attention has been given to bolster and target the deployment of FSB experts in support of national capacity building, monitoring or peace missions in Afghanistan, Georgia, Iraq, Kosovo, Libya and Palestine. In 2012, Denmark also provided experts to three new EU CSDP missions, which were launched in the Horn of Africa, the Sahel and South Sudan. These deployments have enhanced synergies with existing Danish engagement in these regions and provided valuable insight into the missions in question and the EEAS. The FSB has also been used for deployment of civilian experts to the TIPH observer mission in Hebron as well as through NATO's COMPASS and the UN Disaster Assessment and Coordination (UNDAC).

Increased attention is directed towards ensuring that FSB experts are adequately trained and that lessons learned are being collected, analyzed and disseminated. In 2012, 35 FSB experts participated in international training, including UNDAC, EU election and crisis management, NATO civ-mil etc. Additional 85 FSB experts participated in FSB specific training courses

SPECIAL CONSIDERATIONS AND PRIORITIES:

Conflict prevention and conflict management form an indispensable part of Denmark's development policy and its policy towards fragile states, 2010-2015.

BUDGET:

The annual budget for the FSB in 2013 is DKK 30 million. The budget is aimed at facilitating the deployment and training of about 150 civilian experts, including 40-50 long-term secondments to the EU, UN or NATO as well as a significant number of election observers, depending on the number of EU and OSCE election observation missions in 2013. The costs associated with the day-to-day administration of the FSB are covered by a separate contract.

Budget 2013	Amount in DKK
Election observation and monitoring	2.627.933,40
TIPH observation mission in Hebron	4.781.947,20
EUCAP Sahel, Niger	2.099.656,00
EUCAP NESTOR, Horn of Africa	2.411.212,00
EUPOL and PRT, Afghanistan	2.352.954,60
EUAVSEC South Sudan	2.367.108,00
EULEX, Kosovo	3.987.006,20
EUMM, Georgia	1.399.796,00
EUPOL COPPS, Palestine	1.087.227,90
UNDAC/CRT/NATO COMPASS/EEAS HQ/SSR	1.800.252,66
New missions	2.584.906,04
Administration of the CV database	100.000,00
FSB News	225.000,00
Capacity building, training, courses etc.	1.500.000,00
Insurance	150.000,00
Independent Audit for 2013	25.000,00
Reserve 2013	500.000,00
Total	30.000.000,00

SIGNIFICANT RISKS:

Deploying personnel to conflict affected and fragile states can entail significant risks in terms of personal security and in meeting the objectives of a given mission. The Ministry of Foreign Affairs and Niras are focusing actively on risk management to minimize and address existing or potential risks. This includes, inter alia, securing proper training of deployed personnel with mandatory HEAT course (Hostile Environment Awareness Training), and by working with multilateral partners with a proven track record in operating in fragile environments. The receiving organization normally holds duty of care responsibility but close dialogue is being maintained to ensure that changing threat patterns in the area of operation or the mental health of individuals does not constitute significant risks to FSB experts. FSB experts in CSDP missions are covered by comprehensive insurance by both the EU and Denmark. Denmark also plays an active policy role in multilateral forums in order to improve the effectiveness and impact of multilateral efforts to contribute to stabilization and conflict prevention.

ANNEX 1 - PARTNERS:

NIRAS has been responsible for the administration of the FSB since 2008. The current contract was awarded in February 2013 as the result of a competitive international tender process, and has a duration of three years with the possibility for extension for another two years.

NIRAS is an international, multidisciplinary consultancy company 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 with assignments for the Ministry of Foreign Affairs, the European Union and other donor agencies. NIRAS' annual revenues amounted to approximately 1 bn. in 2011.

NIRAS has been or is actively present in many of the 47 countries identified by OECD in 2012 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 good results in some of the world's most difficult places to work, including Afghanistan; East, Central and West Africa; South Caucasus; the Middle East; Nepal and Sri Lanka.

Other FSB partners include the European Union, the UN, OSCE and NATO for which the FSB experts are seconded as civilian experts or election observers.

ANNEX 2 - BACKGROUND FACTS:

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. It is an important priority that Denmark can deliver credible contributions to international operations. It is in this context that FSB is contributing to peace and stability in hotspots and fragile states around the world through the deployment of Danish personnel and experts in support of multilateral organisations such as EU, UN, OSCE, NATO etc.

The changes in the approach and priorities of the multilateral actors have increased the demand for civilian experts, especially for experts with specific profiles and skills to match the greater complexity of the international peace building missions. For all the multilateral actors the demand for police, rule of law, monitoring and mission support staff is quite consistent and experts with a combination of technical and more soft skills such as the ability to coordinate, communicate, coach and facilitate are in high demand.

The FSB closely follows the changing international context to ensure that Denmark can supply well qualified experts in demand to positions of strategic interest for Denmark. The approach of the FSB is to be forward looking in anticipating evolving needs, and to develop and maintain a roster with the ability to change and adapt focus. In order to understand the needs and competence gaps of the missions and thereby to make the recruitment and deployment effective, the FSB keeps a close and proactive relationship with the demand side, including four annual missions to visit FSB experts on the ground.

ANNEX 3 - INDICATORS:

The indicators used to estimate the success of the FSB are both quantitative and qualitative in nature. Many of the indicators indirectly correlate to the separate contract for the daily administration of FSB funds, which NIRAS is responsible for in close cooperation and under the strategic guidance of the Ministry of Foreign Affairs. NIRAS provides both monthly and annual progress reports focusing on achieved results against specified expected outputs and lessons learned for further improving the FSB as a flexible, fast and cost-efficient instrument.

Indicators include the following parameters:

- a) Approximately 450 well-qualified, trained and deployable candidates are recruited and registered in the FSB database.
- b) Approximately 100-150 FSB experts are deployed to civilian crisis management or election observation missions annually.
- c) Denmark is successful in seconding Danish experts for leader positions and to prioritized countries and regions (e.g. Afghanistan, the Horn of Africa, South Sudan and the Sahel).
- d) Capacity of FSB experts is enhanced through targeted training, including international courses, HEAT as well as FSB specific training courses and seminars (4 annually).
- e) External communication is improved, including through the quarterly “FSB Nyt” and a targeted FSB website at the MFA and NIRAS.
- f) Financial resources are being used efficiently in accordance with strategic priorities.
- g) Ensuring more effective deployment processes and to promote a culture of lessons learned.